

Application number:	22/00409/FUL		
Decision due by	8 th June 2022		
Extension of time	2 nd February 2024		
Proposal	Demolition of squash courts, gardeners shed, existing porter's lodge and existing accommodation building. Construction of three accommodation buildings to house 51 student study bedrooms, associated communal spaces and landscape on the existing tennis courts site. Construction of a new Porter's Lodge and associated office facilities to replace the existing Porter's Lodge and Clock Tower. Construction of a new single storey informal study space to replace the existing glass house. Construction of a new dining hall and associated facilities replacing the existing Richard Doll building. change of use of residential gardens and retention of building used as a college Gym.		
Site address	Green Templeton College, Woodstock Road, Oxford, Oxfordshire – see Appendix 1 for site plan		
Ward	Walton Manor Ward		
Case officer	Michael Kemp		
Agent:	Mr Michael Crofton-Briggs	Applicant:	Green Templeton College
Reason at Committee	The proposals are major development		

1. RECOMMENDATION

1.1. The Oxford Planning Committee is recommended to:

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

- The satisfactory completion of a legal agreement under section.106 of the Town and Country Planning Act 1990 or Unilateral Undertaking 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 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 Services considers reasonably necessary;
- Finalise the recommended legal agreement or Unilateral Undertaking 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 and Regulatory Services considers reasonably necessary; and
- On receipt of the completed section 106 legal agreement or Unilateral Undertaking and issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. This report considers a planning application on the Green Templeton College which involves the demolition of the Richard Doll Building; a building housing a squash court; several small buildings, and the removal of two tennis courts. Permission is sought for three buildings on the site of the tennis and squash court which would be three storeys in scale and would house student accommodation. A replacement porters lodge would be provided on the site of the existing two storey gatehouse building which would be between three and four storeys in scale and would house reception and office/meeting space for the college. A replacement building ranging between two and three storeys is proposed on the site of the Richard Doll Building, this would provide new dining space for the college. The application also seeks permanent retention of a single storey building located to the rear of properties in Observatory Street which is currently used as a gym.

2.2. The principle of providing additional student accommodation on the site would comply with Policy H8 of the Oxford Local Plan and would assist in addressing Green Templeton College's need to provide dedicated graduate accommodation and would assist in releasing additional housing back into the local market, which would be equivalent to the provision of 8 dwellings, where applying the formula outlined in the Government's Housing Delivery Test. There would be a minor increase in academic and administrative space on the site. The provision of this additional floorspace is intended to address deficiencies in the quantity and quality of teaching, administrative and dining space and would enable the relocation of kitchen and dining facilities from the Radcliffe Observatory, which would provide heritage benefits. Officers are satisfied that the proposals would not lead to an increase in student numbers at the college and the proposals are, in any event, delivered in conjunction with proposals to provide 21 new student rooms. Officers therefore consider that there would be no conflict with Policies E2 or H9 of the Oxford Local Plan.

2.3. The proposals would result in the loss of two tennis courts and a single squash court, which are used by students at the college but are not used by the wider public. There are existing public and university owned tennis courts within an

accessible distance to the site. The College have indicated that they intend to facilitate access for students to use the squash courts at Wolfson College, whilst there are other University and public squash courts that are within the area or are otherwise accessible. The proposals would secure the retention of the temporary gym, which the college intend to upgrade, and, on balance, it is considered that the proposals would comply with Policy G5 of the Oxford Local Plan.

- 2.4. Whilst there would be an impact on the amenity of the immediately adjoining properties, in particular No.45 Woodstock Road, in terms of overshadowing and loss of light, where considering the specific circumstances including the function of the windows and baseline levels of light, it is considered that the siting of the development would not have a significantly adverse impact on the amenity of these properties. The amenity impact associated with the siting of the dining hall and retention of the gym in relation to the immediately adjoining buildings would not be significantly harmful. In amenity terms the proposals would comply with Policies H14 and RE7 of the Oxford Local Plan. Acceptable standards of amenity would also be provided for future occupiers in line with Policy H8 of the Oxford Local Plan.
- 2.5. The design, scale and siting of the proposed buildings on the site is considered to be appropriate and responsive to the character of the site and the surrounding area, including the setting of surrounding heritage assets, including the Grade I listed Radcliffe Observatory and Osler House and the proposals would meet the sustainability and energy requirements set out within Policy RE1 of the Oxford Local Plan. The insertion of new openings within the listed boundary walls surrounding the tennis courts would result in a low level of less than substantial harm to the significance of the walls. The siting of the proposed buildings on the tennis courts site would result in a low level of less than substantial harm to the setting of the Grade I listed Observatory Tower, by virtue of the loss of views of the tower from Woodstock Road, although the demolition of the gatehouse building would open new, presently obscured views of the tower. There would be a very low level of less than substantial harm that would be caused to the setting of the Walton Manor Conservation Area as a result of the siting of the gym building. Overall, the assessed low level of less than substantial harm to the significance of these heritage assets is considered to be outweighed by the public benefits of the development.
- 2.6. There would be no adverse implications associated with the development in transport and accessibility terms. The proposals are accompanied by a BNG Assessment which indicates that the development would result in habitat creation that would amount to a biodiversity net gain increase of 17%, which would be provided on site and would exceed the statutory 5% biodiversity net gain requirement outlined under Policy G2 of the Oxford Local Plan.
- 2.7. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the prior completion of a legal agreement or Unilateral Undertaking.

3. LEGAL AGREEMENT

3.1. This application is subject to a legal agreement or Unilateral Undertaking requiring the Applicant to make a payment of £1440 to the County Council for the purposes of Travel Plan monitoring for a period of five years.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1. The proposal is liable for a CIL contribution of £335,987.00

5. SITE AND SURROUNDINGS

5.1. The site subject of this planning application comprises three parcels of land falling within the Green Templeton College site. Green Templeton College is located in the northern part of the Radcliffe Observatory Quarter in the far north of the City Centre on the western side of Woodstock Road. The areas of the Green Templeton College site subject of this application can be broken down into three key areas, consisting of the 'tennis court' site; 'dining Hall' site, which includes the Richard Doll building; and the site of the single storey building housing the existing gym.

5.2. The 'Tennis Court Site' is located in the north east corner of the Green Templeton College Site. This includes an enclosed space located to the rear of a Grade II listed boundary wall which forms the north eastern boundary of the site and faces Woodstock Road. The adjoining sections of the boundary wall surrounding the tennis courts are curtilage listed, accounting for their relationship to the adjacent Grade II listed wall. This part of the site contains two full sized hard surfaced tennis courts which are used by the college, as well as small ancillary buildings and a timber clad flat roofed building currently used as a squash court, which was constructed in the 1970's. There is soft landscaping within the site including several trees. This part of the site also includes the Porters Lodge and Fellowship House, a pair of two storey stone buildings as well as the main entrance gates to the college. There is also a single storey greenhouse located adjacent to the squash courts.

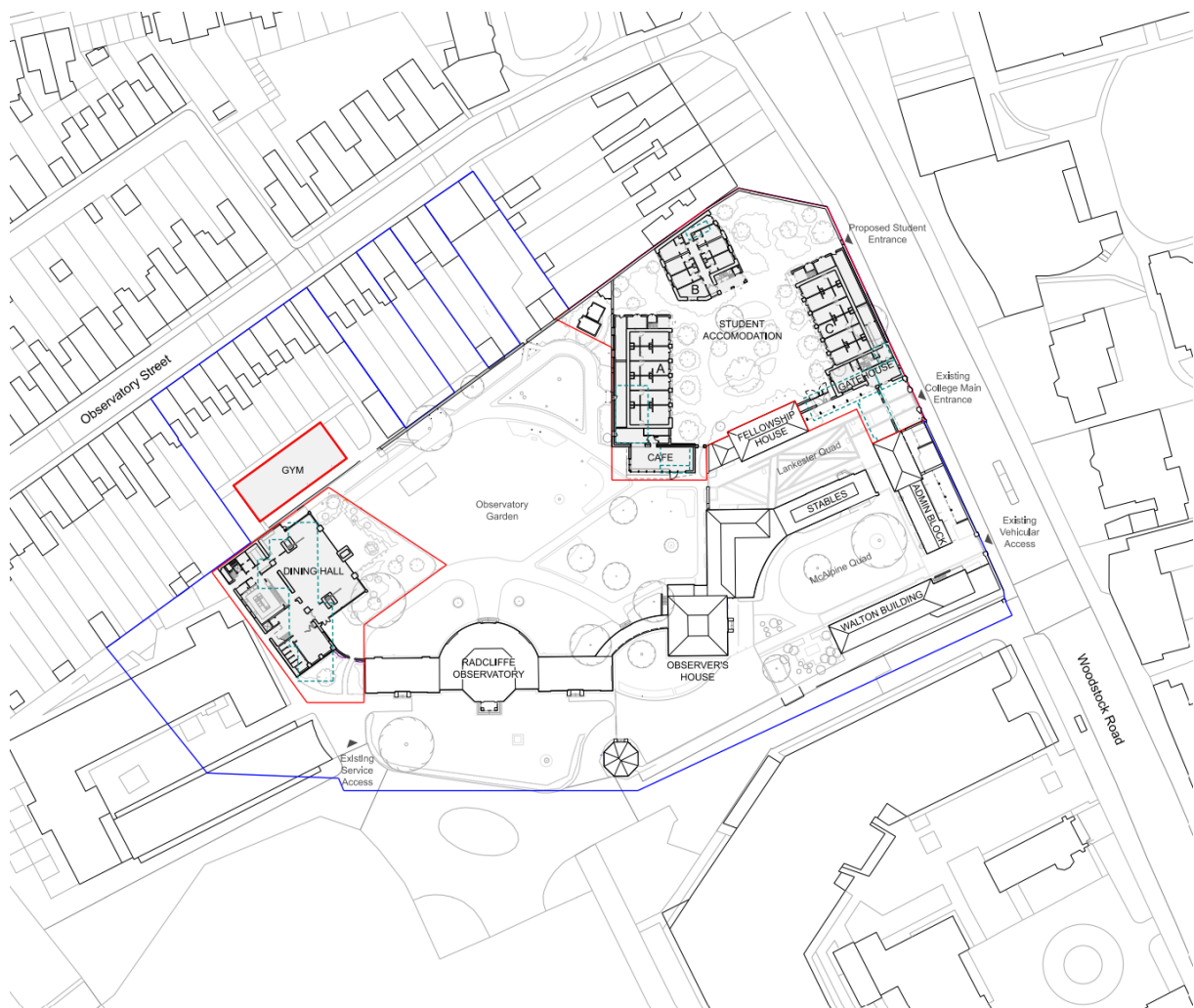
5.3. The 'Dining Hall Site' includes the three storey Richard Doll building located along the western boundary of the site, which was built to house student accommodation and was completed in 1981. This part of the application site also includes part of the Observatory Garden to the front of the Richard Doll building. The Observatory Garden is a formal landscaped garden that lies at the centre of the site to the north of the Radcliffe Observatory and to the east of the Richard Doll building.

5.4. The application site includes a single storey building located within the north west corner of the site which is currently used as a Gym. This building was first granted temporary planning permission in 2013 (12/02883/FUL), permission was extended in 2018 for a further 5 years (18/00123/FUL). The building lies immediately to the rear of the gardens of Nos. 10 to 16 Observatory Street.

5.5. The wider Green Templeton College site includes the Grade I listed Radcliffe Observatory and attached Observers House (Osler House), also Grade I listed. There are also several unlisted buildings within the site surrounding two small, landscaped quads, with the Admin Block and Walton Building fronting Woodstock

Road to the east. There is a small area of car parking used by staff and for servicing purposes which is located to the south east of the Radcliffe Observatory and is accessed via the existing vehicular access from Woodstock Road serving the Observatory Quarter.

- 5.6. The majority of the site lies within the North Oxford Victorian Suburb Conservation Area, with the exception of the gym building, which lies within the Walton Manor Conservation Area. The surrounding buildings to the north west of the application site including the properties in Observatory Street also lie within the Walton Manor Conservation Area. The site also lies within the wider setting of two further Conservation Areas. The Jericho Conservation Area, which lies to the south and south west of the site. The Central Conservation Area also extends to a position close to the south east of the application site and includes Somerville College.
- 5.7. The site lies between buildings of contrasting character and appearance. Nos. 45 to 55 Woodstock Road are a row of early 19th Century three storey townhouses constructed from red brick, set back from Woodstock Road behind sizeable front gardens and a low stone boundary wall. The side wall and front and rear garden of No.45 Woodstock Road adjoins the Tennis Court site at Green Templeton College. Belsyre Court to the north of this row of houses (Grade II listed) is a prominent five storey red brick building constructed in 1936 which incorporates a ground floor parade of shops and upper floor apartments.
- 5.8. Nos.1 to 21 Observatory Street adjoin the northern boundary of the Green Templeton College site and are a row of terraced houses faced with painted render. The properties typically have relatively large rear gardens, though the gardens of Nos.10 to 16 Observatory Street are around half of the size of the adjoining properties as the gym building on the Green Templeton College site has been constructed on what was previously garden space serving these properties.
- 5.9. To the south west of the site is the three storey Gibson Building, which is used by Oxford University. To the south of the Green Templeton College Site is the site of the Centre for Humanities which is under construction.
- 5.10. See site block plan below:



6. PROPOSAL

6.1. The application proposes the demolition of the Richard Doll Building, Porters Lodge, Squash Court and several ancillary buildings surrounding the tennis courts.

6.2. A replacement building would be constructed on the footprint of the existing Richard Doll building. The replacement building would be a two to three storey building with a flat roof constructed from natural stone. The maximum height of the building would be 14.9 metres, measured to the top section of three proposed chimneys. The height to the roof ridge of the main three storey section of the building would be 11.7 metres. The ground floor of the building would house dining space, alongside back of house space including kitchens, whilst private dining space would be provided on the first floor of the building. The main entrance to the building would be provided from the adjoining garden. Servicing/delivery access would be from the west of the building via the existing vehicular access, adjoining the Gibson Building. A roof terrace is proposed on the third floor of the building alongside access lobby space. Sedum roofs are proposed on the flat sections of the roof. New landscaping is proposed to the

front of the replacement building. The provision of the new dining spaces within the replacement building would allow for the relocation of the main dining room and kitchens from the observatory building. Once these spaces are relocated it is proposed that the ground floor of the observatory would be used for a combination of common room and seminar rooms.

- 6.3. Development on the tennis court section of the site includes three buildings arranged around a central landscaped space. The proposals involve the removal of three sheds, a small pavilion building and the 1970's timber clad, flat roofed squash court. The proposed three storey buildings would house student bedrooms at all levels, alongside shared communal spaces. The height of the three storey sections of the building would measure 10.6 metres to the roof ridge. A replacement porter's lodge is proposed which includes a prominent 'tower' facing Woodstock Road, The existing porters lodge would be demolished. The replacement porters lodge be three to four storeys and would extend to a maximum height of 14.7 metres to the roof ridge. Reception space would be provided on the ground floor, whilst meeting spaces would be provided on each of the upper levels of the replacement porter's lodge alongside office accommodation and a small staff kitchen. The existing listed walls surrounding the tennis courts would be retained apart from where small openings are proposed to provide access and circulation. The proposed accommodation buildings would provide 51 student rooms, which would be a mix of studio and ensuite bedrooms, arranged around a courtyard/garden space. Accommodation building C would be set back behind the Grade II listed stone boundary wall, preserving the wall. A new opening is proposed within the wall to provide an entrance for students from Woodstock Road, whilst a window opening is proposed at ground floor level within the new reception space in the replacement Porters Lodge.
- 6.4. A single storey 40 seat café is proposed adjacent to the landscaped garden to the rear of the Radcliffe Observatory. The building would be located on the site of an existing single storey glasshouse. The café would be a single storey building and would feature prominent glazing, above a low masonry plinth. The café would feature a dual pitched standing seam zinc roof.
- 6.5. The proposals include the permanent retention of the single storey gym building located to the rear of several houses in Observatory Street, which are under the ownership of the college. It is proposed that the facilities within the gym would be refurbished, with equipment upgraded and shower/changing facilities installed.

7. RELEVANT PLANNING HISTORY

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

00/01291/L - L/B consent for pedestrian gate in stone boundary wall to link No 9 Observatory Street to College.. Permitted 3rd November 2000.

00/01292/NFH - Planning permission for pedestrian gate in stone boundary wall to link No 9 Observatory Street to college, together with pergola and ramped access.. Permitted 3rd November 2000.
--

03/02419/FUL - Erection of 36 student study rooms (including 6 for disabled use), library, seminar room, IT room and ancillary accommodation in 2 wings each on 3 floors; together with construction of underground lecture theatre and single storey building housing fitness room, laundry, workshops etc. on site of existing tennis courts. Permitted 14th October 2004.

03/02420/LBD - Listed Building consent for demolition of squash courts and workshops, alterations to Woodstock Road boundary wall and north garden walls to provide new pedestrian accesses and erection of 3 storey student accommodation incorporating library, lecture theatre (below ground) and IT facilities. Alterations to North garden gate to provide new entrance.. Permitted 16th July 2004.

03/02421/CAC - Conservation Area consent for demolition of pavilion, squash courts and technology workshops.. Permitted 14th October 2004.

49/00790/A_H - Conversion of stables. Permitted 2nd November 1949.

51/01928/A_H - Tennis pavilion. Permitted 25th September 1951.

66/17864/A_H - Erection of single storey court and replacement of garden shed. Permitted 16th August 1966.

67/18659/A_H - Erection of timber building to provide office accommodation. Permitted 23rd May 1967.

73/01008/A_H - Change of use from library on ground floor to post graduate office and residential accommodation. Permitted 24th July 1973.

74/00061/L_H - Removal of Victorian additions to tower. Permitted 17th April 1974.

77/00479/AH_H - Erection of entrance block to medical graduate society as first stage of college development. The uses include offices , entrance lodge , teaching rooms , changing rooms and some residential accommodation. Permitted 2nd August 1977.

77/00480/AH_H - Outline application for the erection of new buildings and alterations to existing buildings to form a medical graduate society (stage 2and3) involving the demolition of animal houses and workshops and the removal of temporary offices.. Permitted 21st September 1977.

77/01095/AH_H - Conversion of existing lodge building to form 2 flats. Connection with Green College development (reserved matters of App. No. H/A480/77. Permitted 4th January 1978.

86/00618/NFH - Erection of office and residential buildings containing 13 study bedrooms, 2 flats, and 2 visitors flats. Appeal Allowed 23rd October 1986.

86/00619/L_H - Listed Building consent for demolition of The Lodge (unlisted

building in Conservation Area). Appeal Allowed 3rd September 1986.

12/01927/FUL - Extensions at basement level of Walton Building to create new light shafts, store room and plant room. Insertion of new door to south elevation. Erection of new railings and gate.. Permitted 25th September 2012.

18/00123/FUL - Application for the retention of the sports pavilion and change of use from residential gardens to college sports pavilion approved under 12/02883/FUL for a temporary period of 5 years. (Additional plans). Permitted 21st March 2018.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan
Design	117-123, 124-132	DH1 - High quality design and placemaking DH2 - Views and building heights DH3 - Designated heritage assets
Conservation/Heritage	184-202	DH4 - Archaeological remains
Housing	59-76	H8 - Provision of new student accommodation H9 - Linking new/used/refurb University H14 - Privacy, daylight and sunlight
Natural environment	91-101	G2 - Protection of biodiversity geo-diversity G7 - Protection of existing Green Infrastructure
Social and community	102-111	G5 - Existing open space, indoor and outdoor
Transport	117-123	M1 - Prioritising walking,cycling and public transport M2 - Assessing and managing development M3 - Motor vehicle parking M5 - Bicycle Parking
Environmental	117-121, 148-165, 170-183	RE1 - Sustainable design and construction RE2 - Efficient use of Land 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

Miscellaneous	7-12	S1 - Sustainable development E2 - Teaching and Research
---------------	------	--

8.2. The draft Local Plan 2040 has been approved by Oxford City Councils cabinet and the period for public consultation has recently expired. The policies within the draft local plan are however afforded very limited weight at the present time where considering development proposals.

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 17th March 2022 and an advertisement was published in the Oxford Times newspaper on 17th March 2022.

Statutory and non-statutory consultees

Oxfordshire County Council

Highways

9.2. The proposal involves the replacement of 30 units of student accommodation on site and the provision of 51 new high-quality units of student accommodation within the walled garden, resulting in a net increase of 21 units.

9.3. The submission has not been supported by a transport statement. That said, the transport/ highways information set out in the planning statement is sufficient to draw out a vision of the proposed development's potential impact to the local highway.

9.4. Apart from a new pedestrian access off Woodstock Road, no new accesses are proposed.

9.5. The proposal is for a car free development with the exception of operational parking and disability spaces. No new parking has been proposed as part of this development, which adheres to Policy M3 of the Local Plan.

9.6. More detailed plans should be provided of all cycle parking spaces to be provided, irrespective of whether they are internal or external. These detailed plans should show that parking will comply with local policy in terms of accessibility and design, and ideally taking into account Policy M5 of the city council's Local Plan 2036.

9.7. It is considered that the development will not lead to additional traffic generation significantly over and above the existing levels. Any impact will be at the start/end of term which is only considered a small addition on top of the existing use. The proposals aim to reduce the need for movement amongst the college students with increasing uptake of graduate students living on campus from 38% to 60%.

9.8. There are bus stops within acceptable walking distance of the development. At this stage we have not identified a need for further bus stops or additional bus services.

9.9. The applicant has not submitted a Travel Plan. For the increased capacity, there is need for an updated travel plan which can be secured by condition.

9.10. Should planning permission be granted, then a detailed Construction Traffic Management Plan shall be required before the commencement of development. The surrounding area is sensitive to an increase in traffic movement and the site is restricted which means careful consideration must be given to ensure that adequate mitigation is put in place to minimise construction related traffic on the local network.

Drainage

9.11. No objection subject to provision of a detailed surface water drainage scheme to be provided prior to the commencement of development and subject to details of completed SuDS to be provided prior to first occupation of the building. Details to be secured by planning condition.

Thames Water

9.12. No objection with regard to impact of development on surface water network infrastructure capacity.

9.13. No objection in relation to impact of the development on water network and water treatment infrastructure capacity.

Natural England

9.14. No objection

Sport England

9.15. The mitigation for the loss of the sports facilities section on page 11 of the planning statement is a very fair summary of our discussions. The onsite gym will be of greater benefit to the college student, compared to the loss of the 2 poor quality tennis courts. Sport England are satisfied that the squash element can be met elsewhere, as indicated in the planning statement.

9.16. Sport England considers that the application is consistent with the relevant policy objectives. This being the case, Sport England does not wish to raise an objection to this application.

Thames Valley Police

9.17. Residential blocks should follow the best practice recommendations of Secured by design, and details of proposed building security arrangements including access controls, cycle and bin stores should be included within the application. Unrestricted access to apartment blocks should not be possible, and

residential access should be controlled by a two-way audio-visual system with remote access controls. No trade button should be present.

9.18. Lift/Stairwell cores should not be merged i.e., two or more cores accessing the same area. Merged cores provide permeability through the development undermining access controls and creating a circular movement within the development which is beneficial to crime and anti-social behaviour.

9.19. I am unable to find a lighting plan within the current application. It is important for pedestrian safety that all movement routes within the development are well lit after dark to aid in facial recognition and reduce the fear of crime. Bollard lighting should not be used, as it does not provide sufficient light at the right height to do this. I ask that the applicant submits a lighting plan which should be approved by the local planning authority prior to permission being granted. Lighting should be designed holistically with landscaping and CCTV to ensure there is no conflict, and to avoid areas where shadowing or pooling of light can occur.

Oxfordshire Architectural and Historical Society (OAHS)

9.20. The buildings to be demolished – the porters’ lodge, including the clock tower, and the Doll Building – are all attractive buildings. They are built in stone with pitched roofs and chimneys. The latter two features enhance the Oxford roofscape unlike modern flat roofed boxed construction, as is acknowledged in the council’s conservation area appraisals. The buildings have character and distinctive architectural details; the ‘carriage-style’ entrance beneath the clock tower echoes the stables originally used by the Observatory. Their windows are sash windows with, typically, 3 over 6 and 6 over 6 panes, which are more enhancing, appropriate and in keeping, than the modern industrial aesthetic generated by using anodised or metal-effect boxed-out windows without glazing bars. The existing buildings have doors with architraves, fanlights and stone doorhoods with slim, scrolled supporting brackets. The massing is subtle with linear breaks and small elements stepping backwards or forward, to be read as different wings. The fabric appears to be in good condition. Their size and scale work well with James Wyatt’s (and Keene’s) work in the Observatory. They are subservient to it and do not compete with it. They permit views through the site from Woodstock Road to Walton Street and, as one circumnavigates the site externally, views open up through various avenues. These may not be as the Observatory site was originally designed, since obviously the site has changed since becoming a college site, but they are attractive and enhancing of the neighbouring conservation areas, and the setting of the listed buildings. Demolition of these buildings would be harmful to the setting of the listed buildings and to the appearance and character of the neighbouring conservation areas.

9.21. Moreover, we are struck by how wasteful of resources and energy it seems to be to knock down so many good, attractive and working buildings to build others. The embodied carbon in these buildings will be considerable and the whole-life carbon cost of entire demolition and building new buildings from scratch equally considerable. Given the climate situation, and Oxford City Council’s declaration of a climate emergency, we do not think that the current proposals represent a sustainable approach for the environment. This is something on which others

have commented frequently in recent years: see the Architects' Journal Retrofit First campaign or Historic England's extensive Heritage Counts 2019 report There is no place like old homes: Reuse and recycle to reduce carbon. We doubt whether the original intention when building these buildings was to knock them down after c.40 years of use, and if it was, this kind of short life building is not tenable in the current climate situation.

9.22. We are concerned about the proposed new student gate through the listed boundary wall which is part of the original Observatory complex. Listed historic fabric should not be lost or harmed without robust justification and evidence of public benefit which outweighs the harm. This has not been provided here, not least since the gate is so close to the main entrance which could easily be used instead, as it is now, and which would be better in any event for the security of the site. The concern about loss of historic fabric, minimising harm and investigating and recording the fabric first applies also to the proposed new openings in the internal boundary walls.

9.23. The timber framed pavilion, thought to date to the late 1940s/1950 and given as a gift, appears to have historic character and to be in good order. We would welcome knowing what is to happen to that, and whether another home can be found for it, rather than its destruction.

Officer Response

9.24. In relation to the comments submitted above by OAHS, the impact of the development on the Grade II listed walls and the setting of the surrounding heritage assets including the Conservation Areas and listed buildings is discussed in the section of this report that deals specifically with design and heritage matters. Equally the impact of the removal of the existing porters lodge and Doll Building is also addressed within this section of the report and officers note that the buildings are considered to not be of heritage significance, such that their removal is considered harmful.

9.25. In relation to the comments submitted in respect of the loss of embodied carbon resulting from demolition of the existing buildings, officers consider that this would not in itself represent a material reason for refusing planning permission. Neither the existing Oxford Local Plan nor NPPF reference embodied carbon, where considering development proposals to demolish existing buildings. The proposed replacement buildings on the tennis court and dining hall sites would each meet the sustainability requirements set out under Policy RE1 of the Oxford Local Plan and would be built to a higher sustainability specification compared with Doll Building and existing Porters Lodge.

Public representations

9.26. 3 comments have been received from members of the public in objection to the application. The main points of objection are as follows:

- Object to the demolition of the clock tower and porter's lodge.
- Concerns regarding removal of trees and shrubs on the site.
- Demolition of the existing buildings would be shocking waste of resources.

- The proposed replacement buildings are boxy, over-large and will do significant harm to views from the Woodstock Road that have remained virtually unchanged since the late 18th century.
- The application includes the current view, but it is notable that it does not provide an overall impression of that same view after highly regrettable alterations to the listed boundary wall and the erection of blocks of buildings oversailing that wall.
- The proposal will seriously harm the setting of adjacent listed buildings at 45-55 Woodstock Road, and will be detrimental to the character and setting of Woodstock Road and nearby conservation areas.
- The unity of the design of the college will be lost if the archway and clocktower are replaced by a gatehouse of a very different character.
- Green Templeton College can generate additional student accommodation on the tennis court site, which is an unexceptionable objective, without feeling the need to aggrandize its appearance on the street.
- There is weight given in the proposals to the 'glimpsed views' of the Observatory that the demolition of the archway and clocktower will facilitate. If views of internal college buildings are a serious consideration in the evaluation of college entrances, there are a very large number of colleges that fail the test.
- There would be minimal additional gain in floorspace from demolishing the porters lodge and gatehouse (170sqm).

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- Principle of development
- Design and Heritage
- Neighbouring amenity
- Transport
- Trees
- Sustainability
- Drainage
- Ecology
- Land quality

Principle of development

Provision of Student Accommodation

10.2. Policy H8 of the Oxford Local Plan is permissive in principle of the provision of student accommodation on or adjacent to existing University college campuses or academic sites; within the city centre or district centres; or on a site allocated in the development plan to include student accommodation.

- 10.3. The accommodation proposed would be provided on the Green Templeton College campus site and would therefore represent an appropriate location in principle for the provision of student accommodation in accordance with Policy H8 of the Oxford Local Plan.
- 10.4. Officers note that planning permission was granted in 2004 (03/02419/FUL) for the development of two and three storey buildings housing 36 student study rooms and academic floor space within the area of the site where the proposed student rooms would be located.
- 10.5. The applicants Planning Statement outlines that Green Templeton College currently has 600 post graduate students. Presently the college have 230 bedrooms in its estate, 50 of which are on site, in addition to off-site accommodation including 13 homes in Observatory Street currently owned by the college and other accommodation at St Margaret Street, Norham Gardens and Rewley Road. It is stated that 63% of the colleges students are living in privately rented accommodation throughout the city. To meet the University of Oxford's aims of providing accommodation to 60% of its graduates, GTC would need to provide an additional 133 student rooms. The proposal includes the demolition of the Richard Doll Building, which currently houses 30 student rooms, though these rooms are identified to be of a poor standard. The accommodation provided in the new buildings on the Tennis Court site would provide a total of 51 rooms. Accounting for the loss of the existing accommodation in the Richard Doll Building, this would equate to a net provision of 21 student rooms.
- 10.6. In November 2018, the Government introduced the Housing Delivery Test which looks at housing data based on Local Authority housing returns from 2015/16 onwards and calculates what the provision of student accommodation achieves in terms of releasing C3 housing back onto the open market. As the average student household is calculated as being 2.5 persons per dwelling, it is calculated that for every 2.5 rooms created within purpose-built accommodation, this would release a total of 1 additional dwelling back into the local housing market. Where applying the Governments Housing Delivery Test, the provision of 21 additional rooms on the site would equate to the release of 8 dwellings back into the local housing supply.
- 10.7. Policy H8 states that student accommodation will be restricted in occupation to students in full-time education on courses of an academic year or more. This restriction does not apply outside the semester of term-time, provided that during term-time the development is occupied only by university students. This ensures opportunity for efficient use of the buildings for short-stay visitors, such as conference delegates or summer language school students, whilst providing permanent university student accommodation when needed. A restrictive condition would be required to ensure that the accommodation is restricted to use as student accommodation during term time.
- 10.8. In summary the principle of providing additional student accommodation on the site is considered to comply with Policy H8 of the Oxford Local Plan and would assist in addressing GTC's need to provide dedicated graduate accommodation as would help to release additional housing back into the local market.

Academic Floorspace

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

10.10. Policy H9 of the Oxford Local Plan also states that:

Planning permission will only be granted for new/redeveloped or refurbished academic, research or administrative accommodation for the University of Oxford where it can be demonstrated that:

a) the new accommodation would not generate or facilitate any increase in student numbers; or

b) the number of their full-time taught course students living in Oxford in non-university- provided accommodation does not exceed 2,500 at the time of the application. This threshold will be reduced to 1,500 at 01 April 2022.

10.11. The proposal involves the creation of a replacement dining hall, so that the spaces in the Observatory Tower and West Wing used for dining and kitchen activities can be returned to their former academic use, notably as library and common room facilities. As noted in the relevant section of this report below, there are also substantial heritage benefits that would result from relocating this space from the Observatory. The larger dining facilities are being provided to address identified issues associated with the capacity and suitability of the dining room spaces. A new larger Porters Lodge and associated offices are proposed in the same location as the existing lodge and clocktower, which would house re-provided, or relocated minor office and administrative space which is currently provided around the campus.

10.12. In total there would be around 1000sqm of additional academic, research and administrative space provided. The proposals are being delivered with the aim of enhancing existing spaces within the college site that do not adequately meet the colleges requirements in terms of dining, study and administrative space. The relative increase in academic floorspace would be small and the college have confirmed that there are no plans to increase the number of students at the college. Furthermore, the proposed increase in academic floorspace is in conjunction with the delivery 21 additional student rooms. Officers therefore consider that the proposals would not therefore conflict with Policies H9 or E2 of the Oxford Local Plan.

Affordable Housing

10.13. Policy H2 of the Oxford Local Plan states that new student accommodation developments comprising 25 or more bedrooms will be required to make a financial contribution towards delivering affordable housing elsewhere in Oxford. The Policy lists circumstances where sites will be exempt from this requirement, which includes where developments are proposed within an existing campus site.

10.14. The proposed development would be sited within an existing campus site (Green Templeton College) therefore the development would be exempt under Policy H2 from a requirement to make a financial contribution towards the delivery of off-site affordable housing.

Loss of Tennis and Squash Courts and Retention of Gym

10.15. Policy G5 of the Oxford Local Plan affords protection to existing open space, sports and recreational buildings and land. Policy G5 directly reflects Paragraph 99 of the NPPF and states that existing open space, indoor and outdoor sports and recreational facilities should not be lost unless:

- a) An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- b) The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) The development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.*

10.16. The proposals would result in the loss of two hard surfaced tennis courts and a squash court. The accompanying planning statement indicates that there is low demand for use of the tennis courts given the condition of the courts. Students have access to other facilities provided by the University which the college contributes towards funding; this includes 8 grass tennis courts at University Parks which are located approximately 1km from the site and are available from May to September. There are also university tennis courts available for use at the Iffley Road Sports Centre. The tennis courts at Green Templeton College are used privately by students of the college and are not used by the wider public. There are also a number of public tennis courts within North Oxford which are accessible in relation to the site, including at Summertown (Alexandra Courts) and Cutteslowe Park. The applicants Planning Statement sets out that the tennis courts are surplus to requirements and there would not be requirement to replace the courts elsewhere or otherwise compensate for the loss of the tennis courts. Sport England have indicated within their response that they agree with this assessment. Accounting for the private use of the tennis courts, which is restricted to students only and the relative availability of other public and university owned tennis courts that would be accessible by walking, cycling or public transport, officers concur with this assessment.

10.17. The applicants have stated that the squash court is well used by students at the college. The squash court is housed in a building adjacent to the tennis courts and it is proposed that the loss of the squash courts would not be directly compensated for. The squash courts are a private facility for students, and it is outlined that students would have access to the University Sports Facility at Iffley Road, whilst the College have confirmed that discussions have taken place with Wolfson College to allow for students to use the two squash courts on the Wolfson College site. There is also a public squash court at the Ferry Leisure Centre in Summertown which would be relatively accessible for students to use. Sport England have outlined that they consider that existing demand for squash facilities can be met elsewhere, as indicated by the applicants within their

Planning Statement and therefore do not object to the loss of the squash courts. Officers are satisfied that provision is met for squash within the area and that permanent retention of the gym, which would represent an overall enhancement in terms of the on-site sports provision. The loss of the squash court is therefore considered acceptable in relation to Policy G5 of the Oxford Local Plan.

- 10.18. Planning permission is sought to retain the single storey building currently used by the college as a gym. The building is sited to the rear of Nos. 10 to 18 Observatory Street and was granted temporary planning permission in 2012 (12/02883/FUL). Temporary permission was extended for a further five years in 2018 (18/00123/FUL) but this permission has now expired. The gym is used by students and is understood to be one of the most well used facilities on the College site.
- 10.19. Both previous planning permissions were temporary as it was envisaged that the gym would be re-provided and incorporated into a wider masterplan for the site, alongside the student accommodation. It was noted when temporary planning permission was originally granted for the gym in 2013 (12/02883/FUL) that The University, which owns the Radcliffe Observatory Quarter to the south and west of the college campus, had made a commitment to transfer a plot of land which contained the Gibson and Harkness Buildings located to the south west of the college site to enable expansion of the college campus. The adjoining buildings are owned by the University of Oxford rather than Green Templeton College and removal or repurposing the buildings for use by the college is no longer an option that the University are considering.
- 10.20. The gym has not been incorporated into the replacement student housing or the replacement building on the site of the Richard Doll Building as these new buildings are required to provide additional student rooms and other essential facilities respectively. The college site is relatively small and there are various heritage implications associated with siting the gym elsewhere. The design, heritage and amenity implications associated with the retention of the gym are discussed in the relevant sections of this report, however officers consider that there would not be any significant adverse implications associated with retaining this building permanently.
- 10.21. The permanent retention of the gym would enable the college to refurbish and improve the gym, including improvements to equipment and changing/shower facilities. The retention of the building and the proposed improvements would represent an enhancement in terms of sports provision on site. Sport England within their consultation response have advised that the benefits of retaining the on-site gym would be greater than the retention of the two poor quality tennis courts, whilst Sport England are satisfied that the loss of the squash courts would not be detrimental as other squash courts may be used by students.
- 10.22. The application does not provide for the direct replacement of the tennis or squash courts; however, officers are satisfied that the permanent retention of the gym and proposed improvements to this facility as well as the existence of existing tennis courts and squash facilities in the area which students would be able to access would be adequate where assessing access and availability of

sports provision for students, such that there would be no conflict with Policy G5 of the Oxford Local Plan.

Design and Heritage Matters

10.23. The majority of the buildings on the site are located within the North Oxford Victorian Suburb Conservation Area, whilst the gym building which is located to the rear of Observatory Street lies within the Walton Manor Conservation Area. The application site also lies within the setting of the Jericho Conservation Area, which extends up to the edge of the Radcliffe Observatory Quarter and the Central Conservation Area which includes Somerville College, which lies around 50 metres to the south of the site.

10.24. The western boundary wall of the site is a Grade II listed structure and the proposals would impact directly on this heritage asset. This is a high stone wall that forms the eastern boundary of the former Radcliffe Infirmary and separates the college site from Woodstock Road. The adjoining attached boundary walls to the north and west which form the boundary to the tennis courts are curtilage listed structures by virtue of their physical relationship, ownership both past and present and function both past and present. An application for listed building consent has been sought for the new, gated openings to be made through the walls, together with alterations associated with the weathering and abutment, above and below ground for the buildings proposed within this planning application (22/00410/LBC).

10.25. The Green Templeton College Site contains the Grade I listed Radcliffe Observatory and Osler House, whilst the development site also lies within the setting of several other listed buildings, which include:

- Nos. 45-55 Woodstock Road (Grade II listed) – A red brick terrace of early 19th houses which immediately adjoins the site to the north.
- Belsyre Court (Grade II listed) – A large block of apartments with a shopping parade at ground floor level constructed in the mid 1930's.
- Royal Oak Public House (Grade II listed). A 17th Century building located to the south east of the site.
- St Annes College, Hartland House (Grade II listed) stone building located to the east of the site.

10.26. 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. For all planning decisions for planning permission 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).

10.27. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states 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 in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

10.28. For development within or affecting the setting of Conservation Areas, the NPPF requires special attention to be paid towards the preservation or enhancement of the Conservation Area’s architectural or historic significance. Paragraph 205 of the NPPF requires that: “When 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”. Paragraph 206 of the NPPF outlines that 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.

10.29. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

10.30. It should be noted that paragraph 212 of the NPPF states that Local Authorities should look for opportunities for new development in Conservation Areas. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably. Paragraph 213 of the NPPF adds that not all elements of the Conservation Area will necessarily contribute to its significance, which is applicable in the case of the application site given the nature of the existing buildings and general condition of the site.

10.31. Notably the site lies between distinct character areas. The area to the north of the site is characterised by Victorian townhouses, villas and modest red brick terraces. The area to the south of the site comprises the Radcliffe Observatory Quarter, which has been subject of considerable redevelopment in recent years. St Anne’s College lies to the east of the site. The frontage of St Anne’s College facing Woodstock Road includes a recent development, which includes the three storey library building constructed from ashlar stone, which faces the Green Templeton College Site.

Alterations to Listed Boundary Walls

10.32. The boundary wall fronting Woodstock Road is part of the original boundary wall that enclosed the Radcliffe Infirmary Site and subsequently the grounds and pleasure gardens of the Radcliffe Observatory.

10.33. The walls that bound the north side of the site, running along the back of properties on Observatory Street and enclosing the tennis court garden were probably constructed slightly later than the Woodstock Road wall but are nevertheless of significance and due to their physical relationship to the listed

structure, their function and purpose which is similar to that of the Woodstock Road wall both at their construction, at the time of listing of the principal listed structure, June 1972 and their ownership which has remained the same from date of building, through date of listing to present day they are considered by officers to be curtilage listed structures.

- 10.34. The principal listed structure, a mix of ashlar stone with considerably weathered and delaminated faces and coursed rubble stone with distinctive, round, ashlar detailing to gateways at college entrance with a flat capping stone was built in the C18, probably at a similar time to the Observatory. The building has a moderate significance derived in the main from its, materiality and its function as a boundary wall, initially to the Infirmary Site but later to the Observatory and its pleasure gardens.
- 10.35. The slightly later constructed curtilage listed walls are of a lower significance than the principal listed structure but nevertheless they do have significance. This significance, importance or value is derived from their function, their materials and construction and the fact that they formed part of the contiguous enclosing boundary to the Radcliffe Infirmary and Radcliffe Observatory site, some of which has been removed during the second part of the C20 and early C21, thus making the preservation of the surviving sections of wall more important to the understanding of the historical values of the site. These walls are substantially devoid of the more decorative or ostentatious architectural details such as railings (to the courtyard of the earliest Infirmary buildings) and entrance gateways and piers that front the Woodstock Road facing part of the Infirmary site. Officers consider the significance of these walls to be low to moderate.
- 10.36. This application, alongside the linked application for listed building consent seeks permission for a number of openings to be made through the stone walls. These openings would result in some loss of the masonry fabric of the wall in each case together with the introduction of some new fabric, stone or brick to frame and finish the opening.
- 10.37. It is proposed that each of the openings should have either a gate, where it connects outdoor spaces or a door where there will be an interior space. In the case of the opening which adjoins the new porters lodge, a window opening is proposed. The design of the proposed gates and doors are to be simple and solid thus preserving the important sense of boundary and the contiguity of the present boundary structures whether this is a boundary to “the outside world” i.e. the public realm or between internal, college spaces, primarily gardens or new buildings. In addition, the siting of the new buildings and structures directly adjacent to the walls will require small interventions to effect weathering of the abutments and the efficient dispersal of rainwater.
- 10.38. By virtue of the proposed design of these openings and their gates and or doors/windows, their modest size and plain but elegant detail, as well, as the carefully designed and the architect’s intelligent, “light touch” approach to the abutment of new building and wall, officers consider that the impact on the significance of the listed structures, primarily their sense of enclosure, but also their appearance would be preserved and any harm to their significance would

occur through the loss of a small amount of masonry fabric, and the small change in appearance which officers consider would be extremely small.

10.39. Officers consider that the extremely low level of less than substantial harm to significance of the listed walls, including curtilage listed walls would be justified to achieve a high-quality designed development with the highest architectural sustainability. The opening in the principal listed wall that fronts Woodstock Road would provide, discrete, level access to the new residential quad in particular for those with bicycles thus encouraging by making the process easy the use of bicycles. In addition this entrance, together with gates in other sections of wall will create a highly legible, physically connected route into and across the site for college residents, making stronger connections between the newly ordered and historically significant spaces on this site in manner that responds intelligently to the surrounding context and opens up new views of the important buildings, including the Observatory enabling users of the routes to seek and gain a stronger understanding of the architectural and historical significance of these extremely important heritage assets.

10.40. Any harm caused to the significance of the listed walls, including the curtilage listed walls by virtue of the introduction of new fabric to weather abutments and by the interruption in the contiguity of walls in views from within the site resulting from the siting of new buildings would be justified through the need to protect, for the purposes of preservation the fabric of the walls and through the creation of focussed and framed views that will allow the value and the significance of the walls to be an integral part of the place rather than simply, as at present what might be seen as a constant backdrop. Highlighting the walls will raise their visible presence within the spaces of the new, proposed development reinforcing rather than diminishing their value and significance.

Tennis Court Site – Student Accommodation and Café

10.41. The squash court is a dark timber clad building, which was constructed in the late 1970's. The building does not provide a positive contribution to the setting of the site and surrounding heritage assets and there would be no harm associated with the removal of the building. There are other smaller buildings on the site including a timber tennis pavilion, believed to date from 1949 or 1950 alongside a series of sheds. The removal of any of these buildings would not be harmful in heritage terms. The tennis pavilion is a structure which is valued by the college, and it is understood that the college would seek to either relocate the structure on another site owned by the college, or potentially on other land owned by surrounding colleges, therefore the intention is to preserve the pavilion, albeit that this is likely to be relocated off site. The greenhouse building on the site of the proposed café is a modern building and its removal would not be harmful in heritage terms.

10.42. The existing gatehouse and clock tower is a relatively modern building which was constructed in the 1970's but is sympathetic to the Conservation Area and the character of the Observatory and Osler House in terms of its architectural design, scale and use of stone materials. Notwithstanding this, the building is considered to not be of architectural or historic significance, such that the demolition of the building would be harmful to the setting of the Conservation

Area and the surrounding listed buildings. Whilst sensitively designed in architectural terms, the existing gatehouse and clock tower obscures views of the Observatory Tower from Woodstock Road and the removal of the building and its replacement with a new building that opens up framed views of the tower, would provide notable heritage benefits.

10.43. Three buildings are proposed on the site of the existing tennis courts. The buildings have been designed as a cluster of buildings proposed to be placed in an enclosed (historically walled) garden setting. The retention of a garden offers an important reference to the historic use of the space. Presently the site is occupied by two, hard surface tennis courts and a squash court building which sits in the south west corner, tucked hard against the stone enclosing wall. The proposed design places three buildings to the perimeter of the enclosed garden, each building having a distinct relationship to a section of the boundary wall. Each of the three buildings is slightly different in overall form but part of a family of buildings with a shared architectural language and contributes to a strong sense of place. The eastern and western buildings have most similarity, as the buildings are linear and the types of rooms/spaces within them are comparable. The ground floor rooms are larger suites that open out onto gardens. The upper storeys have been designed as a series of individual rooms that open off, and are connected by, a linear, communal or shared space to the building's outer or public edge. This design has evolved from the intelligent interrogation of both function and potential use of the different types of accommodation space and thoughtfully places the more private spaces on the inner, quieter side of the building range. The smaller, western building tucks into the bottom corner of the garden in a similar manner to the squash court building that it would replace. The eastern building range is linear set alongside the Woodstock Road stone boundary wall, which is considered to be successful in design terms. The ground floor studio rooms are set away from the wall, facing out into the central garden space. The western building range has a similar relationship to the adjacent section of boundary wall.

10.44. The building range has been designed to include a new Porter's Lodge and a new entrance to the College with a much stronger presence than the existing entrance buildings set in a square tower that terminates the southern end of the three-storey block of student rooms. The top of the Lodge tower has been designed to align with the shoulder of the Observatory tower setting up an important visual connection between the two in views from the east but the restrained architectural expression of the Lodge tower would allow it to remain subservient to and not distract from the importance of the Observatory tower. The proposed Lodge tower is articulated or broken in its form and the smaller element would sit forward to the line of the boundary wall, defining the college's connection with the public street and joining the progression of collegiate and University faculty buildings that enclose this section of the Woodstock Road, a section that conversely feels generously open and wide, where the sky makes an important contribution to views. The prominence of the building is considered acceptable in the street scene, where assessed against the scale of the surrounding buildings either side along the Woodstock Road frontage including the similarly prominent three storey building opposite on the St Annes College site.

- 10.45. The design of a vertical element at the Woodstock Road entrance gives the College a stronger presence in the public realm than it presently has and, combined with the linear façade and considered architectural expression of the eastern accommodation building, this makes a distinct contribution to the architectural composition of this stretch of Woodstock Road. The junctions, physical and visual between existing structures, stone boundary wall and entrance gates and piers will need very careful design in order for the composition to come together seamlessly.
- 10.46. The eastern façade of the east building range, which is most visible from the public realm, sets a contrast to the solid stone boundary wall above which it appears with an open, highly glazed corridor. This suggests a lightness of structure and would express a strong rhythm of bays that reflect a domestic scale comparable to, and providing a transition from, the larger, faculty and collegiate buildings to the south and the domestic architecture of the North Oxford Victorian Suburb whilst also intelligently holding on to the present domestic scale synonymous with the college. The upper storey sits back reducing the buildings presence in the public arena. The open appearance of this façade and its corridor function would give the college the opportunity to have a distinctly more active presence within the public arena than it presently has. The northern building proposes a very different, cluster plan form which would produce a building mass that sits more comfortably alongside the C19 Grade II listed terrace immediately to the north of the site.
- 10.47. The design, layout and massing is well-considered and would relate positively to the character of the street scene in Woodstock Road. The façade of the buildings would be ashlar stone, which would relate appropriately to the adjoining boundary wall and other collegiate buildings within the context, including those on the Green Templeton College site.
- 10.48. The siting of the new garden between the three buildings would provide a positive sense of place. The connection between the buildings and the gardens will be important in achieving a successful and functional series of outdoor spaces in what is quite a limited area.
- 10.49. The proposed café is considered to be of an appropriate design and scale and will perform an important role in providing a functional communal space that connects both inside and outside and allows the appreciation of the gardens.
- 10.50. The careful and considered design of the proposed development is such that officers consider that there would be no harm caused to the significance, the special character or appearance including the setting of the North Oxford Victorian Suburb Conservation Area. The site lies in the bottom, south-west corner of this conservation area but is not typical of the character of this conservation area which is one principally of large Victorian villas in gardens that were developed on land owned by St John's College and divided into and sold off in plots from the second half of the C19 through to the early C20. Immediately to the north of the site, a terrace of three/four storey C19 red brick houses, not the large villas but a grander example of the brick terraces of Walton Manor Conservation Area immediately to the north of the site and Jericho Conservation Area that lies to the west, equally different in both character and appearance to

the application site. In contrast the application site, which formed part of the original Radcliffe Infirmary site was enclosed by tall, coursed rubble stone walls and laid out with gardens to provide a “calm and retired” setting for Dr John Radcliffe’s Observatory built between 1772 and 1795, designed initially by Henry Keene and then following his death, James Wyatt who introduced the design for the tower, based upon the Tower of the Winds in Athens.

10.51. The Observers House (Osler House) is also grade I listed and is connected to the Observatory building by a curved wing which is in turn balanced by another wing on the west side of the central octagon. It is these buildings, and the surviving elements of the garden and enclosing boundary walls that provide the context for the proposed development, together with the former Radcliffe Infirmary Site; the continuous tall, stone enclosing walls with gates, railings and pillared entrances that front Woodstock Road; the generous width of Woodstock Road immediately to the east of the site and the individual C20 and C21 buildings of St Anne’s College and Keble College on the east side of the road.

10.52. The present Green Templeton College buildings that sit behind and project above the stone boundary wall have a distinctly domestic small-scale appearance in contrast to that of their neighbours. The proposal seeks to readdress the balance, introducing a taller built element to mark the entrance to college in turn punctuating a new building range that has been designed to sit above but clearly behind and subservient to the stone wall. A building, one of three that have been designed to appear as buildings within a walled garden taking precedent from significant previous, collegiate interventions in Oxford as well as more highly considered domestic exemplars, holding on to the existing domestic character of Green Templeton College buildings on the site. As a result of this careful, contextual response, officers consider that whilst there would be change and that change would be visible in the public domain.

10.53. The design quality comprises not only a carefully considered, highly crafted architectural response to the development’s immediate and wider context, but also receives a contribution from the highest possible sustainability credentials which in turn contribute to the public benefits arising from the development proposal. The siting of proposed new buildings will frame a view of the Observatory Tower from Woodstock Road and preserve a number of glimpsed views from the surrounding area, thus helping to preserve the setting of this important heritage asset. There would however be a loss of some of the presently available views of the tower from Woodstock Road as a result of the siting of the new buildings. This would result in a low level of less than substantial harm to the significance of the Grade I listed Observatory and how this is experienced in terms of its wider setting in views from Woodstock.

10.54. The proposals, with the exception of small openings involve the retention of the boundary wall, whilst the new buildings would sit to the rear of the wall. The proposals preserve this important boundary enclosure, which is important in preserving the sense of width across this section of Woodstock Road. The proposed buildings are of a scale that is appropriate and commensurate with the surrounding buildings within the street scene in Woodstock Road.

Dining Hall Proposals

- 10.55. The Richard Doll Building is a three-storey stone building, which was constructed in 1981. The building appears to be of a good architectural design standard externally, however the building is not architecturally or historically significant and the removal of the building would not result in harm to the setting of any surrounding heritage assets, in particular the adjoining Observatory Tower. The building is thermally and acoustically inefficient and there are issues with condensation, cold temperatures, and internal noise. The building currently houses small, single bed study bedrooms without ensuite facilities.
- 10.56. The college have outlined that retention of the Richard Doll building was explored, this included refurbishing the building, however there were limited benefits from refurbishing the building and this would incur significant financial costs. Other options were considered, including using the building for office space, seminar rooms or dining facilities. However, the scale, construction type (load bearing internal walls), and low floor to ceiling heights of the building make it difficult to re-purpose for alternative uses.
- 10.57. The college have identified the need to relocate the existing dining facilities housed in the observatory for functional purposes, whilst there are also considerable heritage benefits that would arise from repurposing the ground floor spaces within the Grade I listed Radcliffe Observatory. The spatial and operational requirements for kitchen and dining facilities and prominent location would make the site of the proposed building the optimum location for new dining facilities. The applicants design and access statement outlines that the existing dining hall space can seat up to 62 people and the college use a marquee during the summer to cater for larger numbers of guests (up to 200 people). The proposed main ground floor dining room in the new building would provide seating for 128 guests along with kitchen, servery and catering facilities. A new curved stone wall is proposed between the new building and the observatory.
- 10.58. The design of the new building would make a positive contribution to the arena of the Observatory acting as a comfortable transition from the scale of the Observatory “wing” maintaining a subservience to the older building, to the northern boundary and the domestic housing of Observatory Street. The overall height and mass of the building would be reduced compared with the existing Richard Doll Building. The façade is proposed to be constructed with high quality materials (Clipsham Stone) which would relate appropriately to the adjoining historic buildings on the College site, including the Radcliffe Observatory and Osler House. The openness of the ground floor would provide a connection with the adjoining central garden space. The solid vertical elements reflect the vertical towers, chimneys and buttresses that define Oxford’s classical architecture and would enable the building, despite its overt modernist vernacular, to take its place within the surrounding context. The proposed building would, in officers view make a positive contribution to the site and the setting of surrounding heritage assets. The proposed building would sit back from the Observatory and offers an architecture that has a simplicity of both form and language that will not compete with the Observatory Building and will consequently will not cause any harm to the setting of the Grade I listed Observatory or the adjoining Osler House. Equally the siting of the building would not in itself result in harm to the setting of any other surrounding heritage assets, including the setting of the North Oxford Victorian Suburb Conservation Area.

Retention of Gym

- 10.59. The gym building is located to the north of the proposed dining hall and has been in situ for over 10 years despite being initially consented as a temporary building. The building sits behind a relatively high stone boundary wall, which separates the College site from the adjoining properties in Observatory Street. The building is located in what was formerly the rear gardens of 10-16 Observatory Street, a two-storey row of terraced houses which are under the ownership of the college.
- 10.60. The building is utilitarian and functional in terms of its appearance and whilst the building design is not of the highest standard in architectural terms, equally the form and design of the building is simple and is not considered to be harmful. The scale of the building is relatively limited and given its siting to the rear of the stone wall; the building is largely hidden in terms of its visibility from within the college site. As noted in the above sections of the report, which relate to sports provision on site, the gym is a well-used and valued sports facility for students at the college. The limited size and heritage sensitivities of the college site and need for the college to provide student accommodation and dining facilities limits the ability to provide a new gym elsewhere on the site.
- 10.61. The locational siting and scale of the existing building is considered appropriate and permanent retention of the building is considered acceptable. The building is discretely sited, such that it does not adversely affect the setting and significance of surrounding listed buildings, including the Observatory, Osler House. Owing to the buildings siting to the rear of the existing properties in Observatory Street, the building is not experienced in public views from within the Walton Manor Conservation Area from Observatory Street. Officers consider that there would be a very low level of less than substantial harm to the setting of the Walton Manor Conservation Area resulting from the siting of the building as a result of the loss of the historic rear garden plots and the introduction of a new building to the rear of the existing terraced housing. It is however noted that the siting of larger outbuildings and workshops to the rear of the properties within the Conservation Area is equally not entirely uncharacteristic. In terms of the retention of the building, officers are satisfied that this is necessary to provide appropriate on-site sport provision, particularly considering the loss of the tennis and squash courts on the site. The proposed retention of the building is therefore important in facilitating the development as a whole, which would deliver an overall package of significant public benefits, as outlined in greater detail below.

Summary of Heritage Impact and Assessment of Public Benefits

- 10.62. There would be a low level of less than substantial harm that would be caused as a result of the works to create new openings within the Grade II listed boundary walls facing Woodstock Road and surrounding the tennis courts. Officers consider that there would be no harm to the setting of the North Oxford Victorian Suburb or Jericho Conservation Area. The siting of the gym building would result in a very low level of less than substantial harm to the setting of the Walton Manor Conservation Area. There would be a low level of less than substantial harm to the significance of the Radcliffe Observatory Tower as a

result of changes to the presently available views of the upper part (tower) of the Observatory building from the public realm (Woodstock Road).

- 10.63. Nos. 45-55 Woodstock Road are of a notably differing character to the proposed buildings and the other buildings on the Green Templeton College site, as the buildings sit on the very periphery of the North Oxford Victorian Suburb Conservation Area. Neither the design, scale nor siting of the proposed buildings would result in harm to the setting of these listed buildings. In terms of the other surrounding listed buildings (Hartland House, Belsyre Court and Royal Oak Public House) officers consider that the scale of the proposed buildings and appropriateness of the design approach, in addition to the spatial detachment between the listed buildings and the proposed buildings would mean that the development would not result in harm to setting and significance of these heritage assets.
- 10.64. 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. Within this context, officers consider that there is clear and convincing justification for this level of harm in line with Paragraph 206 of the NPPF. The proposed development would result in the removal of harmful functions with their associated, damaging services and required interventions from parts of the interior of an extremely important, grade I listed building, The Radcliffe Observatory. This will enable the appropriate repair and refurbishment of the important heritage asset both preserving and enhancing its architectural and historical significance and will enable it to be seen in its entirety and properly appreciated by present and future generations of both college members but also the public, through a full programme of public events and visits that the college, as custodian of the building will be able to provide as a result of the proposed changes.
- 10.65. In addition, the provision of buildings of a high-quality architectural quality, which would be of a high standard in terms of their sustainability and energy efficiency. The proposed landscaping works within the areas surrounding the student accommodation, café and dining hall would enhance the setting of the site and surrounding listed buildings including the Radcliffe Observatory and Osler House and must also be considered as a direct public benefit of the proposed development.
- 10.66. As noted above in the relevant section of this report, the net provision of an additional 21 student rooms, which would be provided within the college site would equate to the release of 8 dwellings back into the general housing market, where applying the Governments Housing Delivery Test. This would provide notable public benefits in terms of addressing local housing need.
- 10.67. Overall officers consider that the public benefits of the development are significant and outweigh the low level of less than substantial harm that would be caused to the Grade II listed boundary walls and setting of the Grade I listed Radcliffe Observatory. As such it is considered that the development accords with Policies DH1 and DH3 of the Oxford Local Plan and the NPPF. In coming to this conclusion great weight and due regard has been given to the requirements

of Sections 66 and 72 of the of the Planning (Listed Buildings and Conservation Areas) Act 1990

Archaeology

10.68. This site lies adjacent to recorded elements of an extensive Middle Neolithic-Early Bronze Age ritual and funerary landscape, including the Middle Neolithic enclosure and Late Neolithic-Early Bronze Age linear barrow cemetery recorded at the ROQ site in 2009. Further unknown enclosures, barrows, flat graves or satellite burials are likely to be located in the vicinity This prehistoric landscape also attracted early Saxon settlement and associated burials. A c6th century sunken featured building and other related features were recorded at the western edge of the ROQ site in 2009 and previous investigations within the Infirmary grounds suggest that Anglo Saxon burials may be present along the northern fringe of the ROQ site. Subsequently a poorly understood settlement known as 'buricroft' is recorded in the vicinity of the Radcliffe Infirmary building in the 12th century, the site of was not established during the 2009 ROQ works. At nearby St Anne's College on the opposite side of Woodstock Road investigations in 2011 recorded previously unknown roadside activity. Here residual pottery of late Saxon and medieval date and a silver halfpenny of Edward I were recovered along with two rubbish pits containing 16th century pottery. One of the 16th century pits contained a sawn deer antler which may indicate small scale antler working in this location. Thus, highlighting the potential for intermittent settlement activity located along the Woodstock Road in the medieval and post medieval periods.

10.69. Officers recommend that the development should be subject to completion of a Written Scheme of Investigation (WSI) for trial trenching and a programme of archaeological mitigation. Subject to the submission of an acceptable WSI and programme of archaeological mitigation, the proposals would not conflict with Policy DH4 of the Oxford Local Plan.

Amenity

Existing Occupiers

10.70. Policy H14 of the Oxford Local Plan states that planning permission will only be granted for new development that provides reasonable privacy, daylight and sunlight for occupants of both existing and new homes. Planning permission will not be granted for any development that has an overbearing effect on existing homes. Policy RE7 of the Oxford Local Plan requires that new development protects the amenity of occupiers and neighbours.

10.71. Nos.45-55 Woodstock Road is a row of residential dwellings which adjoins the site of the existing tennis courts. The side elevation of No.45 Woodstock Road immediately adjoins the application site. The property contains a number of west facing rear windows, as well as a number of roof lights within rear extensions to the original dwelling. There is a single side (south) facing window in this property, which currently overlooks the application site. No windows are proposed within the north facing elevation of House B, the proposed building sited adjacent to the boundary of this property. Side windows are also not proposed within House A,

which is located slightly further from the boundary of these houses. Overlooking of the garden areas of Nos.45-53 Woodstock Road would therefore be prevented.

10.72. The applicants have prepared a Daylight and Sunlight Assessment, which includes an assessment of the impact of the development on all windows in the adjoining row of properties (45-53 Woodstock Road). The impact associated with the siting of the student accommodation is assessed against all relevant BRE criteria relating to daylight and sunlight, this includes the Vertical Sky Component (VSC); No Sky Line (NSL); and Annual Probable Sunlight Hours (APSH). The daylight and sunlight assessment indicates that there would be an impact on several windows serving the adjoining property, No.45 Woodstock Road. The greatest impact would be on the side (south) facing window which overlooks the site, where there would be a -20.9% change in the VSC and a -20.2% change in APSH, this window is noted to be one of three windows serving a habitable room, the other east facing windows would be considerably less affected and the degree of change is considered to be minor. Two roof lights, referenced as windows 19 and 20 in the Daylight and Sunlight Assessment would also be affected given their proximity to the adjoining building, and there would be a -17.8% and -15.3% reduction in VSC and -46.3% and -44.2% reduction in APSH respectively. These are secondary windows serving a habitable room. Window 18 is a large window also serving a habitable room, which serves as the primary window to this room and is also served by windows 19 and 20. In respect of window 18, there would be a -29.2% reduction in APSH. In terms of the No Sky Line (NSL) there is assessed to be a minimal reduction in terms all of the rooms within No.45 Woodstock Road. Where applying the VSC, and APSH tests, the siting of the development would not result in any windows that are currently compliant under these tests subsequently failing to achieve compliance as a result of the development. In summary, whilst there would be a loss of light to several windows serving No.45 Woodstock Road, owing primarily to the siting of House B, where this is assessed in the context of the baseline levels of light provided to each of the windows and where accounting for in the case of several of the windows, that the rooms are served by other windows, officers consider that there would not be a significantly adverse impact on the amenity of this adjoining property by reason of loss of light.

10.73. In terms of No.47 Woodstock Road, there would be a loss of light of more than 20% to 6 windows as a result of overshadowing from the proposed development, however all windows are currently assessed to be BRE compliant would remain so following completion of the development, therefore it is considered that the impact on this property in terms of loss of light would not be significant.

10.74. The impact of overshadowing of the rear amenity areas serving No.45 Woodstock Road is also assessed within the Daylight and Sunlight Assessment. In terms of No.45 Woodstock Road there would be a -6.6% reduction in sunlight compared with the baseline assessment. Even where accounting for this reduction, the Daylight and Sunlight Assessment outlines that 70% of the garden would receive more than 2 hours of direct sunlight on the 21st March, which is in excess of the BRE recommendation of 50% and the impact is therefore considered to not be significantly adverse. In terms of the other adjoining properties there would be no predicted reduction in sunlight to the rear gardens.

- 10.75. The gym is sited to the rear of several properties in Observatory Street and was constructed as a temporary structure which previously benefitted from planning permission, which expired in March 2023. The properties benefit from relatively long gardens and the existing building is a single storey structure of a relatively limited scale. The impact of the building on the amenity of the adjoining properties, with regard to scale, sense of enclosure, loss of light and privacy was assessed under planning application 12/02883/FUL when the building was first approved in January 2013. The adjoining houses are under the ownership of the college and are used for student housing.
- 10.76. The properties previously benefitted from large gardens, prior to the construction of the gym building. Whilst the site of the rear gardens has been reduced by around 50% the gardens remain of an appropriate size and occupy a footprint similar to that of the existing houses and officers consider that there would be an acceptable amount of external amenity space retained to serve these properties. The proposed scale of the building would be limited, such that officers consider that this would not be overbearing and would not result in any significant loss of light to the surrounding houses and the gardens of these properties. The building is single storey and there are no windows currently facing the existing houses, so there would be no resulting overlooking. In terms of noise disturbance, the gym is sited closest to existing properties which are under the ownership of the college. In terms of its siting, officers are satisfied that the building would not result in any adverse impacts in terms of noise disturbance, given its detachment from the surrounding properties. Overall officers are satisfied that the permanent retention of the gym would not have an adverse impact on the residential amenity of the adjoining occupiers in Observatory Street.
- 10.77. The rear gardens of nos.14 to 18 Observatory Street adjoin the site of the proposed replacement building on the site of the Richard Doll Building and are sited to the north of the new building. The new building abuts the boundary of the site facing these properties, however there are no windows proposed that would overlook the adjoining gardens. There is likely to be some minor overshadowing at the far end adjoining gardens, however the gardens are sufficiently large that there would not be a substantial impact in terms of overshadowing. The scale of the proposed building reduced compare with the Richard Doll building in terms of height and volume, albeit that the proposed building would abut the site boundary. Overall, it is considered that the impact associated with the siting of the building would not have a significantly adverse impact on the amenity of the adjoining occupiers.

Future Occupiers

- 10.78. Policy H8 of the Oxford Local Plan states that for developments of 20 or more bedrooms, indoor communal amenity space for students to gather and socialise must be included in the design. Each of the three new blocks housing student flats would include shared kitchen and living space, therefore it is considered that the proposed design would meet these requirements. The site benefits from external amenity space including the existing Observatory Garden, whilst a new external landscaped space would be provided on the site of existing tennis courts adjacent to the student accommodation. Overall, it is considered that the

accommodation would benefit from good standards of amenity consistent with Policy H8 of the Oxford Local Plan.

Transport

10.79. With the exception of disabled and operational parking, it would be expected that student developments are otherwise car free in accordance with Policies M3 and H8 of the Oxford Local Plan. The site is in a sustainable location within the City Centre and is less than 100 metres from bus stops on the Woodstock Road which benefit from frequent services.

10.80. There is existing parking on the Green Templeton College site, which is understood to be used by staff and for servicing. It is proposed that this parking would not be altered or increased. No parking is proposed for the new accommodation, which aligns with the requirements of Policies M3 and H8 of the Oxford Local Plan. A Travel Plan would be required by condition to set out long term management and measures to promote sustainable travel. There would be a need to manage the movements of construction traffic, therefore a Construction Traffic Management Plan would also be required by condition.

10.81. There are 80 cycle parking spaces currently located on site to the south of the porter's lodge. A further 51 cycle parking spaces would be provided within the new student accommodation Block C (eastern block) and 40 new spaces will be provided within the new porter's lodge. The net provision of 91 additional cycle parking spaces would exceed the minimum cycle parking standards required and would comply with Policy M5 of the Oxford Local Plan. Specific details of the cycle parking would be required by planning condition.

10.82. A full travel plan has been requested by Oxfordshire County Council, this would be required prior to the first occupation of the new build elements of the college development. In addition to this, a financial contribution has been requested by the County Council for the ongoing monitoring of the Travel Plan. It will be required that this contribution is secured through a Unilateral Undertaking, which will need to be secured prior to the issue of any planning permission.

Trees

10.83. Policy G7 of the Oxford Local Plan specifies that planning permission will not be granted for development proposals which include the removal of trees, hedgerows and other valuable landscape features that form part of a development site, where this would have a significant adverse impact upon public amenity or ecological interest.

10.84. An Arboricultural Impact Assessment has been prepared in support of the planning application, which identifies 23 trees on the site and 4 tree groups. This includes 1 Category A Tree (T9 – Giant Redwood), which would be retained; 7 category B trees; 13 category C trees; a 2 category U trees. It is proposed that 1 category B tree, 6 category C trees; and 1 category C tree group would be removed. The trees proposed for removal with the exception of a single category U tree, are all located within the position of the proposed buildings, or

immediately adjoin the site of the proposed buildings, including the student accommodation, replacement dining hall and café building.

10.85. The proposed landscaping strategy includes significant additional tree planting within the new garden and landscaped quad between the student accommodation buildings on the tennis courts site, as well as further planting to the front of the dining hall building and café. The application is accompanied by a Tree Canopy Cover Assessment, which concludes that the planting as proposed would result in a 212m² gain in tree canopy cover after 20 years.

10.86. Officers are satisfied that the proposals seek to retain, as many of the trees on the site as would be practically possible, accounting for the location of the proposed buildings. Significant replacement planting is proposed throughout the site which when established would significantly increase tree canopy cover across the site and would provide adequate mitigation for the trees that would be lost. The proposals would therefore comply with Policy G7 of the Oxford Local Plan.

Sustainability

10.87. Proposals for development are expected to demonstrate how sustainable design and construction methods will be incorporated in line with Policy RE1 of the Oxford Local Plan. All development must optimise energy efficiency by minimising the use of energy through design, layout, orientation, landscaping and materials, and by utilising technologies that help achieve Zero Carbon Developments. The Policy requires that planning permission will only be granted for development proposals for new build residential developments which achieve at least a 40% reduction in the carbon emissions from code 2013 Building Regulations, which has now been superseded by the 2021 Part L Building Regulations. Given that the previous regulations have been superseded, it is a requirement that new planning applications are measured against the 2021 Part L standards for the purposes of considering carbon reduction against Policy RE1.

10.88. An Energy Statement was submitted alongside the planning application, which has since been revised to account for the updated 2021 Part L Building Regulations. The updated Energy Statement outlines that the following energy efficiency measures will be incorporated into the new buildings in the development:

- Air source heat pumps
- Ground source heating
- High standards of insulation and air tightness including use of triple glazing throughout.
- Mechanical ventilation and high energy heat recovery.
- Efficient LED lighting.

10.89. The proposed energy strategy would achieve a 43% site wide reduction in carbon emissions compared with Part L.2. 2021 building regulations. The report identifies that the non-residential element of the scheme would be capable of achieving standards equivalent to BREEAM excellent. The new dining hall

building and new buildings on the tennis court site would therefore comply with Policy RE1 of the Oxford Local Plan.

10.90. In terms of the gym building, whilst this is an existing structure, as the permanent retention of the building is sought, it is appropriate to consider the development against Policy RE1 of the Oxford Local Plan. The building which was constructed in 2013 and would not meet the 40% reduction in carbon emissions, were assessed against the 2021 Part L Building Regulations or BRE AAM excellent standards. The building, were its permanent retention to be assessed within a standalone planning application would not be expected to demonstrate compliance with this element of Policy RE1 as the size of the building is less than 1000sqm. The building incorporates sustainable design measures in accordance with Policy RE1 of the Oxford Local Plan, this was outlined within a sustainability specification approved prior to the building being constructed and the building design includes high standards of air tightness and insulation as well as the incorporation of solar panels as an integral design feature. Furthermore, as the building is in place already, there are sustainability benefits in terms of retaining this structure, as opposed to its removal and replacement with a new building, by minimising wasted resources that would be involved in removal and rebuilding a new structure.

Drainage

10.91. Policy RE3 of the Oxford Local Plan requires new development to be located in areas of low flood risk (Flood Zone 1). In considering proposals elsewhere, the sequential and exceptional tests will be applied. Applications on sites within Flood Zones 2, 3 and on site larger than 1ha in Flood Zone 1 must be accompanied by a Flood Risk Assessment (FRA).

10.92. 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.

10.93. The application site is located in Flood Zone 1 and is considered to be at a low risk of flooding.

10.94. It is proposed that all hardscape areas shall be infiltration type permeable paving. The specified type of soakaway is an underground crate system wrapped in a geotextile to allow for infiltration. The soakaway and permeable paving substrate would be sized for storms up to and including 1in100y plus 40% increase for climate change. The proposal includes source control in the case of permeable paving and site control SuDS management measures with no discharge off site for all event up to and including 100-year return storms with 40% increase for climate change.

10.95. Oxfordshire County Council as Lead Local Flood Authority have raised no objection to the proposals following the provision of additional details relating to surface water drainage.

10.96. Overall, it is considered that the proposals make adequate provision for the management of surface water drainage and the proposals are considered to comply with Policies RE3 and RE4 of the Oxford Local Plan.

Ecology

10.97. 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 also identifies 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.

10.98. The application is accompanied by a Preliminary Ecological Assessment (PEA) which identified the site to be of low ecological value given that the majority of the site consists of buildings and amenity grassland with scattered trees and some hedgerows and ornamental planting. Buildings on the site were assessed as offering low to negligible potential to support roosting bats. Existing trees on the site offered potential to provide foraging and sheltering opportunities for birds and small mammals, as well as limited foraging opportunities for bats. Tree T1, which was to be retained was also determined to be of Low Suitability for roosting bats.

10.99. As there are buildings on the site that are proposed for demolition, which were assessed to offer low potential for roosting bats, the PEA recommended that further survey work in respect of bats was carried out. A bat survey has since been carried out in August 2023, including dusk emergence and dawn re-entry surveys, which found no records of bats emerging or re-entering the buildings on site, although occasional foraging and commuting activity was observed. Officers satisfied that the development would not adversely impact on protected species. The provision of bat and bird boxes is recommended and would be secured by planning condition.

10.100. The application is accompanied by a Biodiversity Net Gain Assessment which includes a habitat assessment and strategy for delivering biodiversity net gain. The BNG Assessment indicates that the development would result in an increase of 17% net gain in habitat units, which would be provided on site.

10.101. Officers consider that the proposals would not conflict with Policy G2 of the Oxford Local Plan.

Land Quality

10.102. Significant contamination risks are not expected to be present on site due to the lack of historical industrial use, but due to part of the site being previously occupied by hospital buildings, there may be areas of made ground present which could present potential contamination risks to construction workers and future site end-users.

10.103. In this regard it is considered necessary that an intrusive site investigation is carried out to determine potential contamination risks and what remedial actions may be necessary to ensure that the site is made suitable for the proposed use. Conditions requiring that a phased risk assessment is carried out and that a remediation strategy is prepared are recommended to ensure that the site is investigated for potential contamination risks and remediation is carried out as necessary. Subject to the details required under these conditions, the development would comply with Policy RE9 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.

11.4. The principle of providing additional student accommodation on the site would comply with Policy H8 of the Oxford Local Plan and would assist in addressing Green Templeton College's need to provide dedicated graduate accommodation as well as providing the opportunity to release additional housing back into the local market, which would be equivalent to the provision of 8 dwellings where applying the criteria outlined in the Governments Housing Delivery Test. There would be a minor increase in academic and administrative space on the site. The provision of this additional floorspace is intended to address deficiencies in the quantity and quality of teaching, administrative and dining space and would enable the relocation of kitchen and dining facilities from the Radcliffe Observatory, which would provide heritage benefits. Officers are satisfied that the proposals would not lead to an increase in student numbers at the college and the proposals are, in any event, delivered in conjunction with proposals to provide 21 new student rooms. Officers therefore consider that there would be no conflict with Policies E2 or H9 of the Oxford Local Plan.

11.5. The proposals would result in the loss of two tennis courts and a single squash court, which are used by students at the college but do not benefit for wider public access. There are existing public and university owned tennis courts

within an accessible distance to the site, which may be used by students that would otherwise use the existing tennis courts. The College have indicated that they would intend to facilitate access for students to the squash courts at Wolfson College, whilst there are other University and public squash courts that may also be used. The proposals would also secure the retention of the temporary gym, which the college intend to upgrade and on balance it is considered that the proposals would comply with Policy G5 of the Oxford Local Plan.

11.6. Whilst there would be an impact on the amenity of the immediately adjoining properties, in particular No.45 Woodstock Road, particularly with respect to the siting of House B, in terms of overshadowing and loss of light, where considering the specific circumstances in terms of the function of the windows and baseline levels of natural light, it is considered that this would not be significantly harmful in amenity terms. The amenity impact associated with the siting of the dining hall and retention of the gym in relation to the immediately adjoining buildings would not be significantly harmful in amenity terms and the proposals would comply with Policies H14 and RE7 of the Oxford Local Plan. Acceptable standards of amenity would also be provided for future occupiers in line with Policy H8 of the Oxford Local Plan.

11.7. The design, scale and siting of the proposed buildings on the site is considered to be appropriate and responsive to the character of the site and surrounding area, including the setting of surrounding heritage assets, including the Grade I listed Radcliffe Observatory and Osler House and the proposals would meet the sustainability and energy requirements set out within Policy RE1 of the Oxford Local Plan. The insertion of new openings within the listed boundary walls surrounding the tennis courts would result in a low level of less than substantial harm to the significance of the walls. The siting of the proposed buildings on the tennis courts site would result in a low level of less than substantial harm to the setting of the Grade I listed Observatory Tower, by virtue of the loss of views of the tower from Woodstock Road. There would also be a very low level of less than substantial harm caused to the setting of the Walton Manor Conservation Area as a result of the permanent retention of the gym building. Overall the assessed low level of less than substantial harm to the significance of these heritage assets is considered to be outweighed by the public benefits of the development.

11.8. There would be no adverse implications associated with the development in transport and accessibility terms. The proposals are accompanied by a BNG Assessment which indicates that the development would result in a 17% increase in biodiversity net gain, which would exceed the statutory 5% requirement outlined under Policy G2 of the Oxford Local Plan.

11.9. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the prior completion of a legal agreement or Unilateral Undertaking.

12. CONDITIONS

Time Limit – College Development

1. The College Development, excluding the College Gym Building (“The Gym“) on the Site shown edged red on the Location / site plan (reference GTC-FF-00-XX-DR-A-00100 P00) shall 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.

Approved Plans – Gym Building

2. The College Gym Building (“The Gym“) on the Site shown edged red on the site location plan (reference GTC-FF-00-XX-DR-A-00100 P00) shall be retained strictly in accordance with the approved plans. The Gym shall be used as a Gym ancillary to the use of the other development permitted by this Permission (“The College Development“) and for no other purpose.

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 in accordance with Policy S1 of the Oxford Local Plan.

Approved Plans – College Development

3. The College Development referred to shall be provided strictly in complete accordance with the specifications in the application and the approved plans unless otherwise required by other conditions imposed on this Permission

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 in accordance with Policy S1 of the Oxford Local Plan.

Material Samples

4. Samples of the exterior materials to be used in the College Development shall be submitted to, and approved in writing by, the Local Planning Authority before the start of above ground works on the site and only the approved materials shall be used. Sample panels for materials shall be provided and retained on site for inspection.

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

Drainage Strategy

5. The College Development shall not commence until a detailed surface water drainage scheme for the site forming part of the College Development (“The Site“), has been submitted to and been approved in writing by the Local Planning Authority. The scheme shall subsequently be provided in accordance

with the approved details before the College development is brought into first use. 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;
- Detailed maintenance management plan in accordance with Section 32 of CIRIA C753 including maintenance schedules for each drainage element, and;
- 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 ensure the incorporation of adequate measures to manage surface water drainage and to prevent an increase in flood risk in accordance with Policies RE3 and RE4 of the Oxford Local Plan 2036.

SuDS Details

6. Prior to first occupation of the College Development, a record of the installed SuDS and Site wide drainage scheme shall be submitted to and be approved in writing by the Local Planning Authority for deposit with the Lead Local Flood Authority Asset Register. The details shall include:
 - (a) As built plans in both .pdf and .shp file format;
 - (b) Photographs to document each key stage of the drainage system when installed on site;
 - (c) Photographs to document the completed installation of the drainage structures on site;
 - (d) The name and contact details of any appointed management company information.

Reason: To ensure the incorporation of adequate measures to manage surface water drainage and to prevent an increase in flood risk in accordance with Policies RE3 and RE4 of the Oxford Local Plan 2036.

Travel Plan

7. Prior to the first occupation of the College Development a Residential Travel Plan and Travel Information Pack shall be submitted to and approved by the Local Planning Authority. The Travel Plan should be updated within 3 months of full occupation.

Reason: To promote the use of sustainable modes of travel in accordance with Policy M1 of the Oxford Local Plan.

Construction Traffic Management Plan

8. A Construction Traffic Management Plan (CTMP) shall be submitted to the Local Planning Authority and approved in writing prior to commencement of development. The CTMP should follow Oxfordshire County Council's unless otherwise agreed in writing with the Local Planning Authority template. This should identify;
- The routing of construction 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 vehicles (to minimise the impact on the surrounding highway network),
 - Details of wheel cleaning / wash facilities to prevent mud, etc from migrating on to the adjacent highway,
 - Contact details for the Site Supervisor responsible for on-site works,
 - Travel initiatives for site related worker vehicles,
 - Parking provision for site related worker vehicles,
 - Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours,
 - Engagement with local residents Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times.

The College Development shall be carried out in full accordance with the approved CTMP.

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times.

Restrictive Clause – Car Ownership

9. The student study bedrooms comprised in the College Development shall not be occupied until the wording of a clause in the tenancy agreement under which the study bedrooms are to be occupied restricting students resident at the premises (other than those registered disabled) from bringing or keeping a motor vehicle in the city has been submitted to and approved in writing by the local planning authority; and the study bedrooms shall only be let on tenancies which include that clause or any alternative approved by the local planning authority.

Reason: To ensure that the development does not generate a level of vehicular parking which would be prejudicial to highway safety, or cause parking stress in the immediate locality, in accordance with Policies H8 and M3 of the Oxford Local Plan.

Cycle Parking

10. Notwithstanding the submitted plans, details of the cycle parking storage for students shall be submitted to and approved in writing by the Local Planning Authority prior to first occupation of the College Development and in accordance with the approved details prior to first occupation and retained at all times thereafter.

Reason: To encourage the use of sustainable modes of transport in line with policy M5 of the Oxford Local Plan 2016-2036.

Historic Building Recording

11. The College Development shall not commence until the implementation of a programme of historic building recording has been secured in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the planning authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including 20th century college structures of local interest (Local Plan Policies DH4).

Controlled Demolition

12. The College Development shall not commence until a method statement for controlled demolition in such a manner to facilitate subsequent archaeological investigation, has been submitted to and approved by the planning authority. All works shall be carried out and completed in accordance with the approved method statement unless otherwise agreed in writing by the Local Planning Authority.

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including prehistoric, Early Saxon, medieval and post-medieval remains (Local Plan Policies DH4).

Archaeological Written Scheme of Investigation

13. No development shall take place until a written scheme of investigation (WSI) for 1) Archaeological Trial trenching and 2) A programme of archaeological mitigation has been submitted to and approved by the Local Planning Authority in writing. For land that is included within the WSI, no development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and

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

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including prehistoric, Early Saxon, medieval and post-medieval remains in accordance with Policy DH4 of the Oxford Local Plan.

Land Contamination

14. Prior to the commencement of the development a phased risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Land Contamination Risk Management (LCRM) procedures for managing land contamination. Each phase shall be submitted in writing and approved by the Local Planning Authority.

Phase 1 shall incorporate a desk study and site walk over to identify all potential contaminative uses on site, and to inform the conceptual site model and preliminary risk assessment.

Phase 2 shall include a comprehensive intrusive investigation in order to characterise the type, nature and extent of contamination present, the risks to receptors and to inform the remediation strategy proposals.

Phase 3 requires that a remediation strategy, validation plan, and/or monitoring plan be submitted to and approved by the local planning authority to ensure the site will be suitable for its proposed use.

The development shall be carried out in accordance with the approved phase risk assessment.

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.

Approved Remedial Works

15. 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.

Energy Statement Compliance

16. The development shall be carried out in accordance with the recommended energy efficiency and sustainability measures outlined in the Environmental and Energy Strategy Statement prepared by Ritchie and Daffin dated 6th October 2023.

Reason: To ensure that the development achieves the required sustainability and energy efficiency standards outlined under Policy RE1 of the Oxford Local Plan 2036.

Air Quality – Dust Management

17. No development shall take place until the complete list of site specific dust mitigation measures and recommendations that are identified on Chapter 8.2 (pages 24-27) of the IAQM Guidance on the assessment of dust from demolition and construction, are included in the current site's Construction Environmental Management Plan (CEMP). The new (updated) version of the CEMP will need to be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the updated CEMP.

Reason: To ensure that the overall dust impacts during the construction phase of the proposed development will remain as "not significant", in accordance with the results of the dust assessment, and with Core Policy RE6 of the new Oxford Local Plan 2016- 2036.

Restriction – Student Use Accommodation in term time

18. During term time, as published by the College for the relevant academic year, the parts of development hereby permitted as student rooms as defined on drawing Nos. GTC-FF-00-XX-DR-A-11100; GTC-FF-00-XX-DR-A-11100; GTC-FF-00-XX-DR-A-11101; and GTC-FF-00-XX-DR-A-11102 shall only be used for student accommodation.

Reason: To avoid doubt and to allow the Local Planning Authority to give further consideration to other forms of occupation which may result in the loss of student accommodation in accordance with policies S1 and H8 of the Oxford Local Plan 2036.

Restriction- Use of Student Accommodation out of term time

19. Subject to Condition 18 (see above) outside term time the permitted use may be extended to include accommodation for cultural and academic visitors and for conference and summer school delegates. The parts of development hereby permitted as student rooms as defined on drawing Nos. GTC-FF-00-XX-DR-A-11100; GTC-FF-00-XX-DR-A-11100; GTC-FF-00-XX-DR-A-11101;

and GTC-FF-00-XX-DR-A-11102 shall not be used for any other purpose unless otherwise first agreed in writing by the Local Planning Authority.

Reason: To avoid doubt and to allow the Local Planning Authority to give further consideration to other forms of occupation which may result in the loss of student accommodation in accordance with policies S1 and H8 of the Oxford Local Plan 2036.

Landscaping Plan

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

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

Implement Landscaping

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

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

Landscaping Proposals – Reinstatement

22. Any existing retained trees, or new trees or plants planted in accordance with the details of the approved Landscape Plan 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.

Landscape Surface Design – Tree Roots

23. 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 Policy G7 of the Oxford Local Plan 2016-2036.

Tree Protection Plan and Arboricultural Method Statement

24. 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.

Arboricultural Monitoring Programme

25. Development, including demolition and enabling works, shall not begin until details of an Arboricultural Monitoring Programme (AMP) have been submitted to and approved in writing by the Local Planning Authority. The AMP shall include a schedule of a monitoring and reporting programme of all on-site supervision and checks of compliance with the details of the Tree Protection Plan and/or Arboricultural Method Statement, as approved by the Local Planning Authority. The AMP shall include details of an appropriate Arboricultural Clerk of Works (ACoW) who shall conduct such monitoring and supervision, and a written and photographic record shall be submitted to the LPA at scheduled intervals in accordance with the approved AMP.

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

Lighting Plan

26. Prior to the first occupation of the development, details of a proposed external lighting scheme shall be submitted to the Local Planning Authority. The lighting scheme shall be approved in writing by the Local Planning Authority

and shall be implemented before first occupation of the development and shall be retained thereafter.

Reason: In the interests of providing safe and suitable spaces for occupiers and users of the site and to prevent opportunities for crime in accordance with Policy DH1 of the Oxford Local Plan.

Ecological Enhancements

27. The development hereby approved shall be implemented strictly in accordance with the measures stated in Section 10.17 of the report 'Preliminary Ecological Appraisal' produced by Lockhart Garratt and dated March 2021. The proposed bat roosting devices and bird nesting devices shall be installed under the oversight of a suitably qualified ecologist by the completion of the development and retained as such thereafter. Photographic evidence and confirmation of installation should be provided by the ecologist to the Local Planning Authority.

To comply with The Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats Regulations 2017 (as amended) and enhance biodiversity in Oxford City in accordance with the National Planning Policy Framework.

Landscape and Ecological Management Plan

28. A landscape and ecological management plan (LEMP) shall be submitted to, and be approved in writing by, the local planning authority prior to the occupation of the development. 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.
- 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.
- h) Ongoing monitoring and remedial measures.

The LEMP shall also include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management body(ies) responsible for its delivery.

13. APPENDICES

- **Appendix 1** – Site location plan

14. HUMAN RIGHTS ACT 1998

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

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

This page is intentionally left blank