

Oxford City Planning Committee

19th March 2024

Application number:	23/02114/FUL		
Decision due by	13th December 2023		
Extension of time	30 th April 2024		
Proposal	Erection of a modular theatre building including associated infrastructure, landscaping and parking.		
Site address	John Radcliffe Hospital, Headley Way, Oxford, Oxfordshire – see Appendix 1 for site plan		
Ward	Headington Hill And Northway Ward		
Case officer	Felicity Byrne		
Agent:	Miss Katherine Jones	Applicant:	Oxford University Hospitals NHS Foundation Trust
Reason at Committee	Major development		

1. RECOMMENDATION

1.1. Oxford City Planning Committee is recommended to:

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

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

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

- finalise the details of the proposed landscape plan and tree planting; and
- agree the scheme for delivery of off-setting biodiversity measures to deliver at least a 5% net biodiversity gain in habitat units compared to the current conditions of the Land either elsewhere on the John Radcliffe Hospital site and/or the purchase of off-setting credits or units from a recognised biodiversity bank or broker; and
- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of

Planning and Regulatory Services considers reasonably necessary; and

- finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Regulatory Services considers reasonably necessary; and
- complete the section 106 legal agreement referred to above and issue the planning permission.

2. EXECUTIVE SUMMARY

- 2.1. This report considers the erection of an extension to the Hospital buildings to provide 7 operating theatres with ancillary facilities together with two new substation and plant enclosures. The theatres are needed to help meet the current demand for operations and also build in future capacity. Approximately 174 additional staff would be employed as a result. The principle of the development is acceptable in accordance with the Local Plan 2036 site allocation. The design of the extension responds to the design and appearance of the existing hospital buildings into which it would connect.
- 2.2. The development would result in a high level of less-than-substantial harm to the setting of the Headington Hill Conservation area and the green setting of Oxford and the Old Headington Conservation Area. The very high level of significant public benefits derived from this development would outweigh the harm in this case. In more localised views from surrounding residential streets, the extension would be mostly glimpsed between buildings and trees and due to distance, topography and screening by existing trees and buildings, the development would not appear overly dominant or visually intrusive.
- 2.3. The development would be built on car park 1 at the Hospital which provides 127 visitor spaces, 20 disabled and 5 staff spaces. Some visitor and disabled spaces would be retained on site. The remaining visitor spaces would be re-provided within the adjacent hospital car parks, therefore there would be no net loss of visitor parking for the hospital. There would be an overall loss of staff parking spaces for the hospital however. Adequate cycle parking would be provided. The County Council as Highway Authority has not objected to the development. Subject to conditions to secure a site wide Framework Transport Strategy, a Travel Plan, a Car Park Management Plan, cycle parking and a S106 legal agreement to secure a contribution towards the Eastern Arc bus route there would be no adverse impact in terms of traffic generation and highway network.
- 2.4. The development would not result in loss of daylight, sunlight, overshadowing or have an overbearing effect on neighbouring residential properties.
- 2.5. The development would result in the loss of trees on site, which have a public amenity value limited to those who work and visit the hospital. Subject to the receipt of a detailed landscape plan, the loss of trees on site could be satisfactorily

mitigated by re-provision elsewhere within the Hospital grounds and mitigate the lost tree canopy cover over 25 years. The potential presence of protected habitats and species has been given due regard and there would be no harm as a result of the development. Subject to the landscape plan and details of tree species and size, the provision of 11 medium trees planted elsewhere on the hospital site (off-site) would provide 5% net gain in biodiversity. The off-site net gain would be secured by a legal agreement.

2.6. Subject to conditions the development would be acceptable in terms of air quality, sustainable design and construction, contamination, lighting, and noise and vibration.

2.7. In conclusion, through the imposition of suitably worded conditions and a completed legal agreement, the proposal would accord with the policies of the Oxford Local Plan 2036, the NPPF and it complies with the duties set out in the Planning (Listed Buildings and Conservation Areas) Act 1990, the Conservation of Habitats and Species Regulations 2017 (as amended) and the Wildlife and Countryside Act 1981 (as amended).

3. LEGAL AGREEMENT

3.1. This application is subject to a s106 legal agreement to secure contributions to the County Council towards the Eastern Arc Bus route and a Travel Plan monitoring fee, and with the City Council to secure off-site biodiversity net gain. The draft Heads of Terms are as follows:

County Council

- £170,288 towards active travel road improvements to Botley Road in front of the site; and
- £3110 for Travel Plan monitoring

City Council

- Provision of scheme for delivery of off-setting biodiversity measures to deliver at least a 5% net biodiversity gain in habitat units compared to the current conditions of the Land

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1. The proposal is liable for CIL amounting to £475,656.40.

5. SITE AND SURROUNDINGS

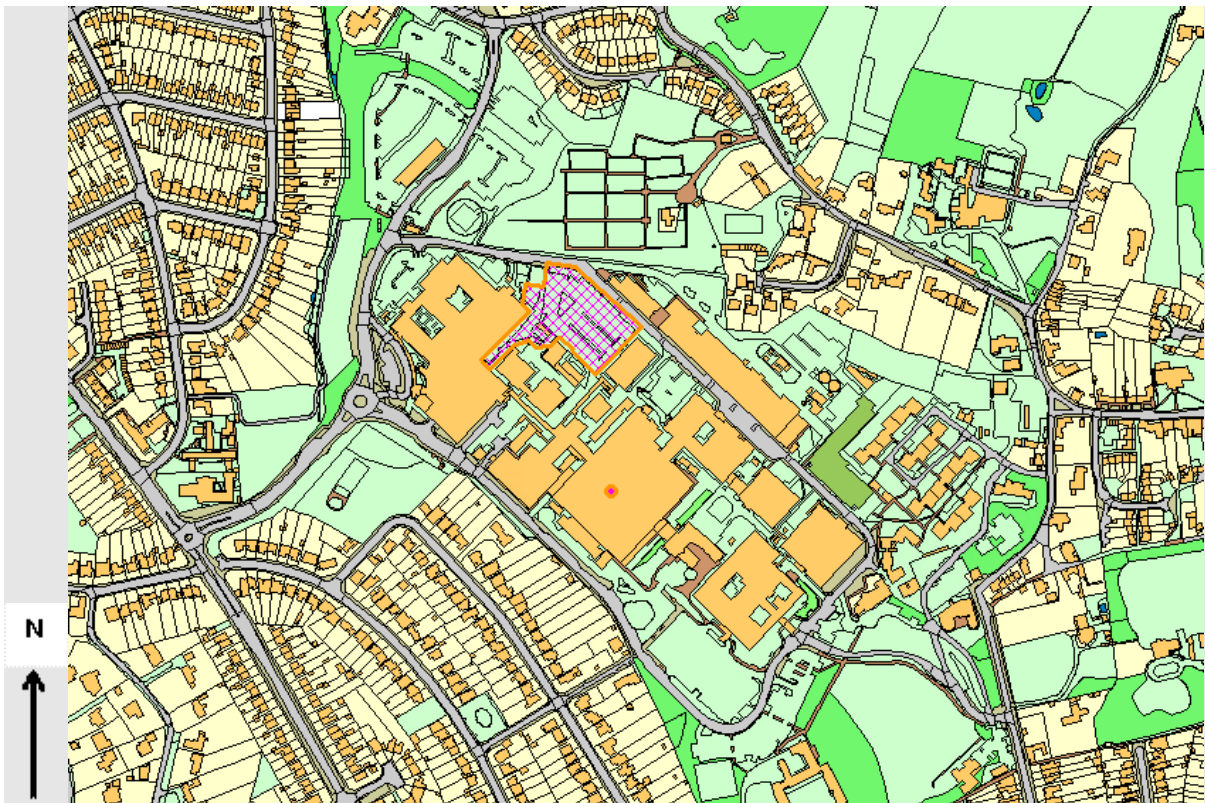
5.1. The site is located within the John Radcliffe Hospital site (JR) which is located in the Headington area of Oxford to the east of the city centre, see Appendix 1 – site location plan. The hospital site sits in an elevated position and due to the scale of existing buildings on the site is visible in local and long range views from inside and outside of the city. The application site is currently a car park, known as Car Park 1 to the northern corner of the Hospital campus. Immediately surrounding the site are various buildings of different heights and size. To the west is the Eye Hospital within the five storey West Wing. To the southwest is the two storey

Oxford Centre for Functional MRI of the Brain and Oxford Magnetic Resonance Department and behind that the Children's Hospital building. To the east is the four storey Trauma Building and Clinical Care Building.

5.2. To the northeast is the three storey Wolfson Centre for Prevention of Stroke and Dementia and beyond that residential properties in Ethelred Court. Finally, to the north is the internal access road and beyond that Headington Cemetery. To the northwest is the rest of the Hospital campus including helipad and car parking, and beyond that the residential suburb of Northway.

5.3. The site comprises hardstanding with a number of trees and areas of grass. An existing sub-station is located in the northwestern corner of the car park and is proposed to be retained. Car Park 1 provides 152 spaces: 127 visitor parking spaces, 20 disabled spaces and 5 staff spaces.

5.4. Figures 1 below shows the site location plan, figure 2 below shows the Hospital site Map:



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Ordnance Survey 100019348

6. PROPOSAL

6.1. The application proposes the removal of Car Park 1 and existing trees, and erection of an approximately 14,433.7m² extension over five storeys (with basement) linked via a dedicated corridor over three floors into the existing West Wing building and Children's Hospital. The building would provide 7 new theatres and recovery rooms, purpose-designed, ringfenced surgical capacity in the form of a new 'Surgical Hub', administration space and ancillary facilities. A smaller car

parking area would be retained for staff and visitors with new landscaping. See Figure 3 below showing the Proposed Block Plan.

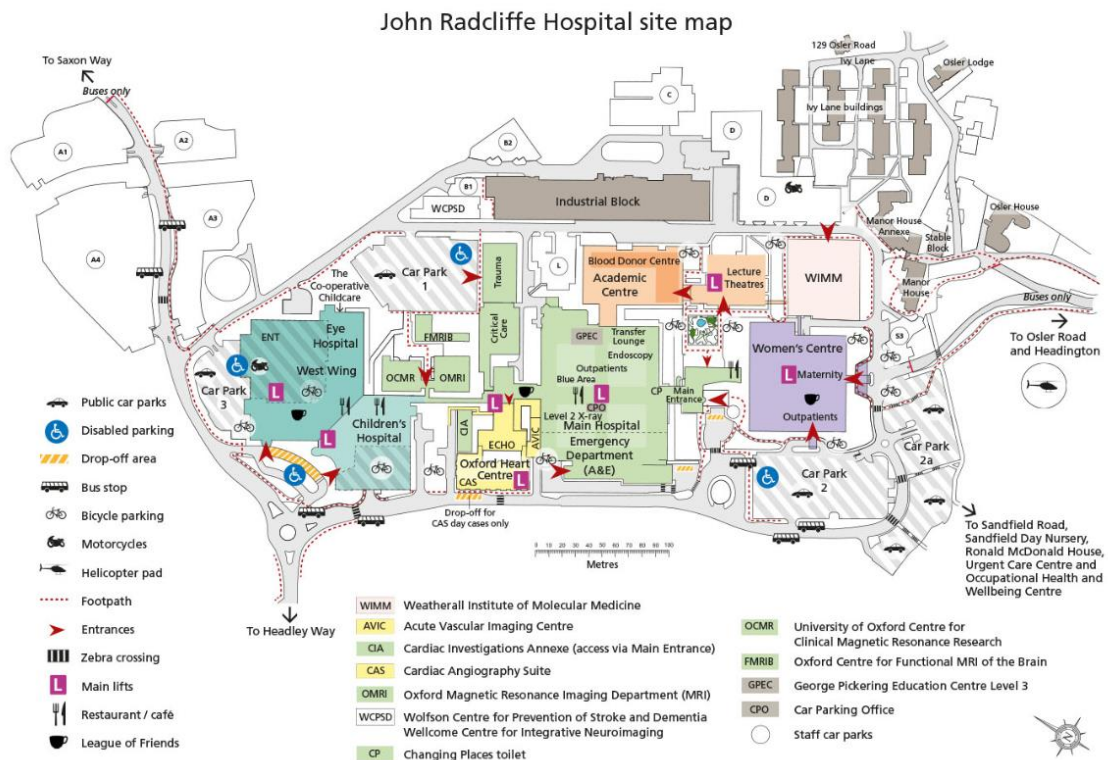


Figure 2: Hospital Site map

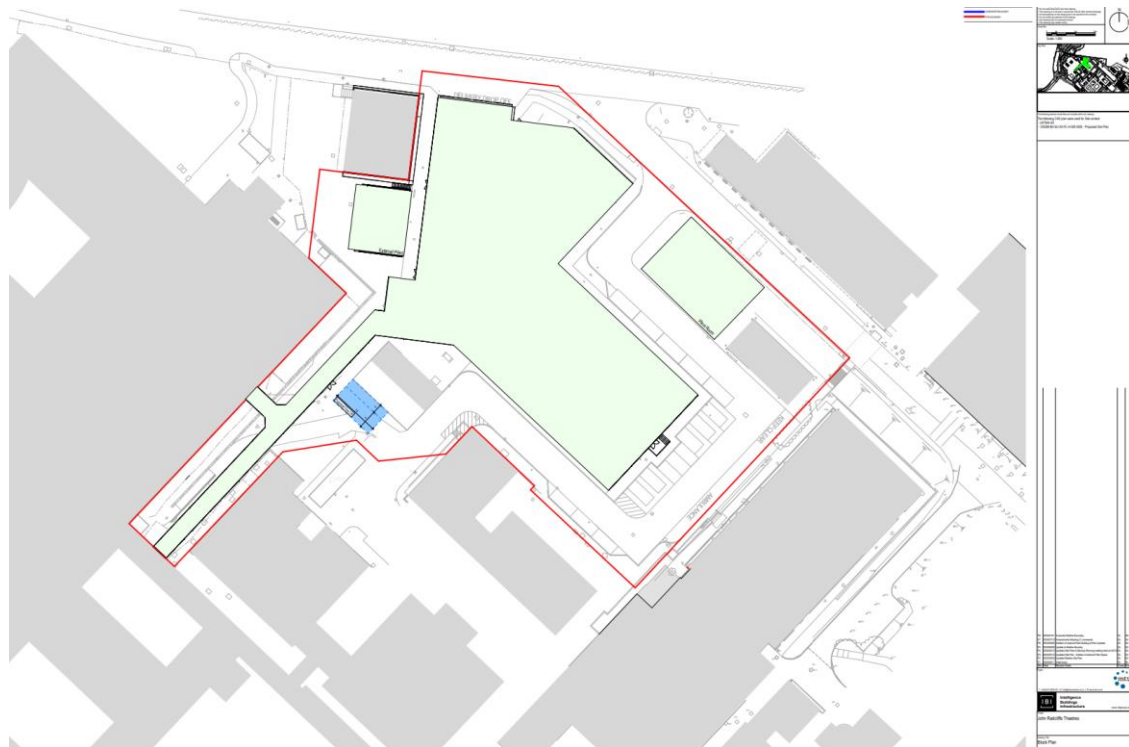


Figure 3: Proposed Block Plan

7. RELEVANT PLANNING HISTORY

7.1. The site has a long planning history, the table below sets out the most relevant recent planning history for the application site:

13/03369/FUL - Erection of an additional storey at Oxford Centre for Magnetic Resonance Research (OCMR) Unit to create new office space, a seminar room, refreshment area, WCs and shower facilities. Refurbishment of the existing entrance area on the ground floor to form a larger waiting and reception area, new changing facilities, new accessible WC and refurbishment of existing WCs. Formation of rooftop plant and installation of solar panels. PERMIT 14th February 2014.

13/03369/NMA - Non-material amendment of planning permission 13/03369/FUL to accommodate MRI equipment within the lower ground floor of the building, with the installation of MRI system quench duct at roof level and the removal of double doors and replacement with a panel of brickwork to match existing.. PER 1st August 2016.

16/00859/FUL - Application for Ronald McDonald House to provide 62 bedrooms including communal areas, admin facilities, plant and store rooms along with associated landscaping and drop off area.(amended plans). PER 17th August 2016.

16/02485/FUL - Erection of theatre unit with link corridor and enclosed screened compound to be located outside of the Women's Centre in Car Park 2 for a temporary period of 28 weeks (Part retrospective). PER 15th November 2016.

17/00984/FUL - Erection of single storey rear extension to Centre for Occupational Health and Wellbeing to allow re-location of Marston Medical Centre to the John Radcliffe Hospital.. PER 15th September 2017.

17/02010/FUL - Erection of a Neuroscience research building. PER 22nd December 2017.

17/02010/NMA - Non-material amendment to planning permission 17/02010/FUL to allow alterations to parking and cycling layout which include; reconfiguration of parking bays and erection of a larger cycle shelter and omission of stairwell from level 2 to the roof.. PER 19th April 2018.

17/02010/NMA2 - Non-Material Amendment to 17/02010/FUL to allow changes to roof level layout, provision of bin stores and cycle storage and external alteration to level 1 (north elevation).. PER 1st March 2019.

17/02350/FUL - Erection of two modular units outside the minor injuries entrance to provide as assessment facility to reduce waiting times.. PER 6th November 2017.

18/01851/FUL - The expansion of the Emergency Department of the John Radcliffe Hospital through to the provision of a two storey extension to A and E unit and refurbishment of existing space to provide, resuscitation bays, paediatric resuscitation bays, enhanced resuscitation room and isolation room. The provision over ancillary works such as external plant and other associated landscape works including revised land layout and dedicated ambulance parking bays.. PER 16th November 2018.

18/03362/FUL - Erection of a temporary sub-station and formation of enclosure on roundabout.. PER 28th February 2019.

19/00937/FUL - Removal of the existing ticket and barrier parking system and installation of an automatic number plate recognition system (ANPR system). Installation of 5no. new car parking signs. PER 27th June 2019.

19/01567/FUL - Erection of 2 no. single-storey buildings for meeting room and office use. PER 15th August 2019.

18/01851/NMA - Non-Material Amendment to planning permission 18/01851/FUL to allow enlargement of the first floor window to the south west and North East Elevations, replacement of white cladding to ground floor entrance area with engineering brickwork and 100mm increase in height of the approved extension.. PER 4th October 2019.

19/01950/CPU - Application to certify that the proposed replacement of facade panels on the West Wing and Children's Hospital at the John Radcliffe Hospital is lawful development. PER 12th September 2019.

19/02247/VAR - Variation of condition 2 (Develop in accordance with approved plans) of planning permission 16/00859/FUL (Application for Ronald McDonald House to provide 62 bedrooms including communal areas, admin facilities, plant and store rooms along with associated landscaping and drop off area.(amended plans)) to allow a change of proposed tree species at the site boundary, alterations to cladding, addition of handrail and maintenance access door to rooftop terraces and addition of plant area compound to rear of the building with air conditioning units and compressors to service the building (amended plans).. PER 26th November 2019.

19/02595/VAR - Variation of condition 2 (Deemed in accordance with approved plans) and 3 (Sample materials) of planning permission 18/01851/FUL (The expansion of the Emergency Department of the John Radcliffe Hospital through to the provision of a two storey extension to A and E unit and refurbishment of existing space to provide, resuscitation bays, paediatric resuscitation bays, enhanced resuscitation room and isolation room. The provision over ancillary works such as external plant and other associated landscape works including revised land layout and dedicated ambulance parking bays.. PER 10th March 2020.

20/02983/FUL - Demolition of existing Barnes Unit and link corridor and relocation of tissue building; erection of new Adult Intensive Care Unit over 5 floors to connect to the existing Trauma Building across 4 floors; new replacement link corridor

within the AICU building connecting the Trauma Building with the main hospital entrance and ancillary works at the John Radcliffe Hospital, Oxford (part retrospective).. PER 5th August 2021.

21/01004/FUL - Replacement of cladding to the Trauma Building. PER 7th June 2021.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents	Neighbourhood Plans:
Design	96-101, 123-130, 131-141,	DH1 - High quality design and placemaking DH7 - External servicing features and stores		GSP4 - Protection of the setting of the site CIP1 - Development respect existing local character CIP4 - Protecting important assets
Conservation/Heritage	195-214	DH2 - Views and building heights DH3 - Designated heritage assets DH4 - Archaeological remains		
Housing	60-81			
Commercial	85-87 90-95	E1 - Employment sites - intensify of uses		
Natural environment	102-107, 157-175, 180-182, 185-194	G2 - Protection of biodiversity geo-diversity G7 - Protection of existing Green Infrastructure G8 - New and enhanced Green and Blue Infrastructure		GSP3- conserving and enhancing biodiversity

Social and community	118-122	V7 - Infrastructure, cultural and community		
Transport	108-117	M1 - Prioritising walking, cycling and public transport M2 - Assessing and managing development M3 - Motor vehicle parking M4 - Provision of electric charging points M5 - Bicycle Parking	Parking Standards SPD	TRP1 - Parking at major employment sites TRP3 - Travel plans TRP5 - Promotion of cycling
Environmental	157-175	RE1 - Sustainable design and construction RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface RE5 - Health, wellbeing, and Health Impact Assessment RE6 - Air Quality RE8 - Noise and vibration RE9 - Land Quality	Energy Statement TAN	
Miscellaneous	7-12 123-130, 152-156,	S1 - Sustainable development S2 - Developer contributions RE2 - Efficient use of Land RE7 - Managing the impact of development V8 - Utilities	External Wall Insulation TAN,	

		SP41 - John Radcliffe Hospital Site		
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9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 26th September 2023 and an advertisement was published in the Oxford Times newspaper on 21st September 2023. Further site notices were displayed on 24th January 2024 and an advertisement was published in the Oxford Times newspaper on 18th January 2024.

9.2. Comments received from both rounds of consultation are summarised below.

Statutory Consultees

Oxfordshire County Council (Highways)

9.3. No objection subject to conditions (Travel Plan, Construction Traffic Management Plan, Site-Wide Cycle Parking Arrangements, Car Parking Management Plan, and Framework Transport Strategy) and contributions of £170,288 towards the new Eastern Arc bus route and £3110 towards Travel Plan Monitoring. Key issues:

- The proposal seeks to erect a new 7,541sqm modular theatre building at the John Radcliffe (JR) Hospital.
- The scheme results in the loss of Car Park 1 which currently holds 127 visitor bays, 20 disabled bays and 5 staff bays. The Transport Assessment (TA) states that 136 bays will be lost in total with staff bays being reallocated around the site to ensure no loss of visitor bays. Paragraph 8.2.3 of the TA states that Car Park A3 has 142 bays which will all be reallocated as visitor bays and controlled using ANPR cameras.
- The principle of a reduction in car parking is accepted but there are concerns over the impact of this with car parking at the hospital already over-subscribed.
- There are currently 1543 staff parking bays on site and 3523 staff permits, there are also 655 on the waiting list. The proposal will result in 174 additional staff plus patients so when factoring in the reduction in car parking this could have a significant impact on the operation of the site and the Local Highway Network.
- The County Council feel that the site needs to be looked at holistically to determine why so many members of staff need to drive to the site and how this number can be reduced through providing better options to travel using active and sustainable modes.
- The proposal will provide an additional 35 cycle parking bays for the new theatre, but no information has been provided on where this will be located or in what form. It needs to be acknowledged that existing cycle parking at the hospital is insufficient in terms of numbers and quality. Most cycle parking is uncovered which makes cycling to the site unattractive for large

parts of the year and there is a high number of bike thefts. Improving cycle parking across the site would greatly help modal shift for staff and visitors and would mitigate the impact from the reduction in car parking.

- Contributions have been requested towards the proposed Eastern Arc Bus Route, this will connect the site with Redbridge, Thornhill & Oxford Parkway Park & Rides along with areas of Cowley, Marston, Headington and Cutteslowe. This will likely replace and improve existing bus services to the site and again will help modal shift away from private car journeys for staff and will mitigate the impact from the loss of car parking.
- Travel Plan specific comments have been made by the County Council's Travel Plan Team.

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

9.4. No objection subject to two conditions requiring a detailed surface water drainage scheme and provision of a record of the installed SuDS and site wide drainage scheme.

Active Travel England

9.5. Following a high-level review of the above planning consultation, Active Travel England has determined that standing advice should be issued and would encourage the local planning authority to consider this as part of its assessment of the application.

Thames Water Utilities Limited

9.6. Thames Water (TW) recognises this catchment is subject to high infiltration flows during certain groundwater conditions. The scale of the proposed development doesn't materially affect the sewer network and as such we have no objection. However care needs to be taken when designing new networks to ensure they don't surcharge and cause flooding. The developer should liaise with the Lead Local Flood Authority to agree an appropriate sustainable surface water strategy following the sequential approach before considering connection to the public sewer network. With regards to the foul water sewerage network infrastructure capacity and surface water network infrastructure capacity, TW does not have any objection based on the information provided.

9.7. Thames Water has identified an inability of the existing water network infrastructure to accommodate the needs of this development proposal. Thames Water has been unable to agree a position on water networks with the Developer at this time and therefore requests a condition requiring evidence that all water network upgrades required to accommodate the additional demand to serve the development have been completed or an infrastructure phasing plan is agreed.

Natural England

9.8. No objection: Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on designated sites and has no objection.

9.9. In relation to the New Marston Meadows Site of Special Scientific Interest, the development will not damage or destroy the interest features for which the site has been notified.

Historic England

9.10. No advice to offer in this case. Seek the views of your specialist conservation and archaeological advisers.

Thames Valley Police

9.11. No objection

Oxfordshire Fire and Rescue Service:

9.12. It is taken that suitable fire service access will be provided in line with B5 of Building Regulations and that these works will be subject to a Building Regulations application and subsequent statutory consultation with the fire service, to ensure compliance with the functional requirements of the Building Regulations 2010. It is recommended that early engagement with the Fire and Rescue Service is undertaken should there be any issues or queries in relation to fire safety.

Public representations

9.13. Headington Heritage commented on this application. Their first consultation response summary:

- Will exacerbate housing need by creating demand for an extra 174 staff and their families, approximately 60-80 new households. The basement, fourth and fifth floors, approximately 50% of the total floorspace will increase this yet further, this is unaddressed in the application.
- Will increase the need for travel for staff, patients, relatives who cannot afford to live in Oxford and is therefore contrary to policy even with car park space reduction.
- Will exacerbate Oxford's environmental and pollution issues by generating more traffic from above and suppliers and ancillary staff.
- The Transport Assessment (TA) does not follow the methodology given in the Local Plan 2036 and only considers staff and outpatients, not by additional ancillary services.
- The proposal marginally reduces parking, but this is offset by extra demand, to be satisfied by Just Park, Park on my Driveway and illegal parking in Headington which is unenforced.
- A vapourware "medium to long term" OUHT Framework Transport Strategy (FTS) for the JR cannot be accepted.
- OUHT sent a team of five to the Inspector's examination to successfully block Oxford City Council's Local Plan Site Plan to "reduce parking" on the site, and has stated in the TA in this application "the FTS is referred to within this document to provide an overview of the how the overall parking at the

hospital will broadly be retained over the next 5 years”.

- The lack of clarity about the usage of the top two floors and basement means the application cannot be determined, specified uses and impacts must be robustly indicated in the grant of permission.
- Cycling provision at the JR is already very poor, (or very heavily used) The provision of 1:5 is far too small, as many out-patients and relatives will be able to cycle.
- The scheme will downstream flooding especially as it appears a SUDS is not considered feasible, this is in the Headington Hill Tributary catchment where the taxpayer has spent £3 to mitigate flooding already caused by runoff from the JR hard surfaces.
- Marston and Oxford Flooding is not even recognised, and the two attenuation tanks(19m*6*1.8) are far too small to stop flash flooding.
- The application is muddled, referred to as emergency department in one document, and for elective surgery in others, stating staff parking removed, but then indicating the expected travel by car in another.
- No attempt to use the new roofspace to generate power to tackle climate change.

Second consultation response summary:

- Fundamentally, the OUHT is the major contributor in Oxford to housing need and the environmental, health and social disaster of endless traffic jams induced by hospital traffic (staff and patients) and parking (4646 spaces at the JR, Churchill and Nuffield), yet clearly will not contribute to the solutions, despite clear undertakings underpinning the Allocation Policies for the OUHT Sites agreed to in COM.11(Nov2019) which would be resolved at the Planning Application Stage i.e. NOW.
- If health demand and the provisions for it are increasing, then so are housing and transport pressures, so this must be offset by converting the football fields of parking at the JR and other OUHT hospitals to provide housing for staff and reduce the need to travel to make this acceptable in planning terms (Efficient Use of Land and Reduction of the Need to Travel, environment)

Officer response

9.14. In determining planning applications, only policies relevant to the development proposed can be applied. Therefore specific housing policies are not applicable in this case as it is not a proposed housing development. Neither does the site allocation Policy SP41 for the John Radcliffe Hospital require any provision of housing to counterbalance any increase in staff numbers. Other issues raised are dealt with later in the report.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- a. Principle of development

- b. Design and Heritage
- c. Transport Highways/parking
- d. Neighbouring amenity
- e. Flood risk and drainage
- f. Sustainable Design and Construction
- g. Air Quality
- h. Land quality
- i. Trees and Landscaping
- j. Biodiversity
- k. Archaeology
- l. Noise
- m. Obligations

a. Principle of development

10.2. At the heart of the National Planning Policy Framework (NPPF) remains a presumption in favour of sustainable development, which means that development proposals that accord with the development plan should be approved without delay unless material considerations dictate otherwise. Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Any proposal would be required to have regard to the contents of the NPPF along with the policies of the current up-to-date development plan, which include the newly adopted Oxford Local Plan 2036 (OLP) and the Headington Neighbourhood Plan (HNP).

10.3. Policy S1 of the OLP states that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF, working with applicants so that sustainable development can be approved that secures economic, social and environmental improvements. Planning applications that accord with Oxford's Local Plan (and, where relevant, with neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise. Development should make efficient use of land making best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader considerations of the needs of Oxford in accordance with RE2 of the OLP.

10.4. Policy SR2 sets out that where appropriate the Council will seek to secure physical, social and green infrastructure measures to support new development by means of planning obligations, conditions, funding through the Council's Community Infrastructure Levy (CIL) or other mechanisms.

10.5. The John Radcliffe Hospital site is an allocated development site under policy SP41 of the OLP. This states that further hospital related uses will be supported

on the site to provide improved facilities subject to bus routes through the site not being compromised and a drainage strategy being agreed. The policy also encourages a reduction in car parking spaces to ensure people use more sustainable modes of transport. This is echoed by policy TRP1 of the Headington Neighbourhood Plan. The John Radcliffe Hospital Site is also a category 1 protected employment site under policy E1. Policy V7 also allows for new healthcare facilities where they are in a sustainable location, the proposal meets an existing deficiency and there would not be unacceptable environmental impacts.

10.6. The John Radcliffe Hospital (JR) is Oxfordshire's main site for accident and emergency services. It provides acute medical and surgical services including trauma, intensive care and cardiothoracic services. The JR has been specifically identified within the South East Integrated Care Systems (ICS) region as requiring increased capacity. Over the last two years, the demand for emergency surgical services has increased: a new theatre is urgently required to address the growing number of patients waiting for routine elective surgery and the clear and unprecedented levels of waiting list backlog following the Covid-19 pandemic. The development would meet the primary need for additional elective theatre capacity to cater for patient demand. In addition, the basement shell space has potential for a new sterile services facility if required in future and the top two floors for increased clinical capacity, all of which have been taken into account within the assessment of staff numbers and transport implications for the development.

10.7. The development would support and improve existing facilities on site by providing a modern community/healthcare facility. It would be built on an existing staff and visitor car park, resulting in a reduction in car parking spaces. Bus routes would not be compromised. The development would result in an additional 174 jobs and as such would not result in a loss of employment or employment floorspace. It is therefore considered that the proposed development accords with Policies SP41 and E1, subject to other relevant material considerations which are set out below.

b. Design and Heritage

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

10.9. Paragraph 205 of the NPPF states that in considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 206 of the NPPF states 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.

- 10.10. Paragraph 207 of the NPPF states that development proposals that would lead to substantial harm or result in total loss of the significance of a designated heritage asset should be refused unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss.
- 10.11. Paragraph 208 of the NPPF states that where development would lead to less than substantial harm to the significance of a designated heritage asset that harm should be weighed against any public benefits the proposed development may offer, including securing its optimum viable use.
- 10.12. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require local planning authorities to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. The Courts have found that decision makers must give considerable importance and weight to any finding of harm to a designated heritage asset when carrying out the balancing exercise (of weighing harm against other planning considerations). A finding of harm gives rise to a strong presumption against planning permission being granted, however, it can be outweighed by material considerations substantial enough to do so.
- 10.13. Policies DH1 and DH3 of the OLP are consistent with the NPPF. DH3 includes the balancing exercise identified in paragraphs 207-208 of the NPPF. DH1 requires new development to be of high quality that creates or enhances local distinctiveness and that meets the key design objectives and principles set out in Appendix 6.1 of the OLP for delivering high quality development in a logical way that follows morphological layers and is inspired and informed by the unique opportunities and constraints of the site and its setting. Policy GSP4 of the HNP seeks to ensure development responds appropriately to the site and surrounding area and Policy CIP1 that development responds to and enhances the distinctive local character areas. CIP4 supports high quality and innovative design that takes account of its context and heritage. Development should enhance the distinctive identity, character and setting in terms of scale, layout, density, orientation and massing.
- 10.14. DH3 states that planning permission or listed building consent will be granted for development that respects and draws inspiration from Oxford's unique historic environment (above and below ground), responding positively to the significance character and distinctiveness of the heritage asset and locality. For all planning decisions for planning permission or listed building consent affecting the significance of designated heritage assets, great weight will be given to the conservation of that asset and to the setting of the asset where it contributes to that significance or appreciation of that significance. Development that would or may affect the significance of heritage asset either directly or by being within its setting must be accompanied by a Heritage Assessment. Substantial harm to or loss of Grade II listed buildings, or Grade II registered parks or gardens, should be exceptional. Substantial harm to or loss of assets of the highest significance, notably scheduled monuments, Grade I and II* listed buildings, Grade I and II*

registered parks and gardens, should be wholly exceptional. Where a proposed development will lead to substantial harm to or loss of the significance of a designated heritage asset, planning permission or listed building consent will only be granted if it meets the tests set out in the policy. Where a development proposal will lead to less than substantial harm to a designated heritage asset, this harm must be weighed against the public benefits of the proposal. Policy CIP2 of the HNP seeks to protect important views within Headington itself, and out of the HNP area. Policy CIP4 seeks to protect important designated and non-designated assets.

- 10.15. Policy RE5 states that the Council seeks to promote strong, vibrant and healthy communities and reduce health inequalities. Proposals that help to deliver these aims through the development of environments which encourage healthier day-to-day behaviours and are supported by local services and community networks to sustain health, social and cultural wellbeing will be supported. Developments must incorporate measures that will contribute to healthier communities and reduce health inequalities and for major developments details of implementation and monitoring should be provided.
- 10.16. Policy RE2 seeks to ensure development proposals make efficient use of land making best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader considerations of the needs of Oxford. Development should be of an appropriate density for the use, scale (including heights and massing), built form and layout, and should explore opportunities for maximising density.
- 10.17. Standards of amenity (the attractiveness of a place) are major factors in the health and quality of life of all those who live, work and visit Oxford. Policy RE7 is an all-encompassing policy covering different aspects to ensure a standard of amenity. Development should protect amenity, not result in unacceptable transport impacts affecting communities, occupiers and neighbours, and provide mitigation measures where necessary.

Heritage significance

- 10.18. The Old Headington Conservation (OHCA) area adjoins the northern boundary of the JR Hospital. It lies within the ancient bounds of the royal forest of Shotover and Stoward and has its origins in a royal manor belonging to the Saxon Kings. The boundaries of the present village are clearly defined; on the south by Cuckoo Lane; on the west by the grounds of the former Manor House estate, now John Radcliffe Hospital; on the north by open agricultural land (and of course the A40), and on the east by Bury Knowle Park. The development site within the JR site close to the Dunstan Road character area. Dunstan Road provides an important approach to the core area of the historic village from Northway and Marston but provides a contrasting character to the historic core. Its leafy green nature contributes to its rural and sylvan character. Although the cemetery itself is not in the CA, the chapel is noted as a positive public building and the cemetery provides a buffer of green open space, which separate the village from the surrounding urban development with wide open long distant views northwest over the Oxfordshire countryside.

10.19. Headington Hill Conservation Area (HHCA) forms part of the green landscape setting of Oxford which is considered to make an important contribution to its historical significance. Elevated viewpoints from designated and non-heritage assets within the historic centre contribute to heritage significance by providing opportunities to experience and appreciate the historic character of central Oxford and the architecture of individual historic buildings in views and by illustrating the historic relationship between the city and its rural setting.

Design and appearance and Heritage impact

Design

- 10.20. The height, scale, and massing of the proposed five storey (plus basement) extension has been designed to respond to the topography and existing hospital buildings, in particular the four storey Trauma Building and the five storey West Wing building. The extension is an irregular shape, as a result of the car park layout and adjacent buildings and linked into Trauma and West Wing by a long corridor. It measures approximately 27m high (max) and 42m wide adjacent to the internal road and 22m high and 27m wide across the rear part, the link corridor approximately 68m long and 3.5m wide and 14m high (plus basement). The extension has a flat roof with parapet and would sit approximately 3m lower than the adjacent West Wing. It would be approximately 8m taller than Trauma Building and the same height as the Critical Care building which sits behind Trauma.
- 10.21. The development has been designed to offer flexibility for the future phasing of in-patient accommodation based on the demands and needs across the hospital and the wider Integrated Care Systems (ICS) South East region, and the quantum of floorspace proposed is considered appropriate and realistic to meet the demand.
- 10.22. Materiality proposed is a mixture of light and dark grey terracotta cladding, standing seam cladding, a Staffordshire blue grey engineering brick plinth, powder coated aluminium windows and doors and louvres and glass balustrade. It would utilise prefabricated modular construction. The colour and appearance would match in with the existing buildings. It is a modular prefabricated design to speed up construction and minimise disruption.
- 10.23. The submitted rapid Health Impact Assessment demonstrates the development has been designed to promote and contribute to a healthy living environment within the existing site context. In accordance with RE5 of the OLP
- 10.24. Externally there would be two associated external plant room/ enclosures; an enclosed two storey building to the eastern side and an open enclosure to the western side. Information has been submitted setting out the needs and requirements for plant as part of the development. This provides sufficient justification for the buildings in their proposed locations and size, particularly in view of the fact that the eastern plant building would necessitate the removal of two trees. The materiality of the building would match the proposed extension. Details of the external plant enclosure have not been provided but could be secured by condition.

10.25. External lighting is proposed and would be controlled based on external ambient light, time and movement. External lighting will be provided to the new building perimeter by column/building mounted LED lights. All column mounted would have downward light distribution only and any new columns would be limited to 6 metres tall. The installations would provide illumination levels required for security of the buildings, moving traffic, parked vehicles and for the safety of personnel. Lighting to pedestrian walkways around the new building would be provided by building mounted lights. All carpark and roadway lights would have integral photocell and movement sensor and would all be linked to operate in groups or as one in line with an agreed external lighting control strategy. External lighting is to have an initial luminous efficacy of no less than 70 lm/W. Details of the manufacturer and location could be secured by condition to ensure appropriate appearance and no adverse impact on amenity.

10.26. It is considered that the development is of an appropriate design and appearance that responds to its context in accordance with Policies DH1 of the OLP and GSP4 of the HNP.

Impact on Heritage Significance and views

Conservation Area (CA)

10.27. The existing hospital buildings already form a visual distraction and juxtaposition to the rural edge of the graveyard and Dunstan Rd due to the height and massing of the buildings which sit at a higher level on the rise of the hill. There is therefore already a degree of harm to the setting of the OHCA. The new development would sit within the collection of buildings and would be screened to some extent from the CA by the Wolfson Building and industrial block that sit in front. It would nonetheless add to the massing of hospital buildings and increase the visual distraction and juxtaposition. The impact would be mitigated to some extent by the overall distance to the CA and Dunstan Road. However, it is considered that less than substantial harm would result and be of a high level.

Views

10.28. Whilst the site is outside the designated view cones in Policy DH2, the development would be visible from Raleigh Park, Elsfield View Cone and in the long-range views looking east from St Marys Tower high view point within the City Centre and from closer views within the surrounding streets. A Visual Impact Assessment has been submitted as part of the application. This demonstrates that from Elsfield view cone the new extension would sit within the mass of the existing building. It would marginally rise above the lowest of the existing buildings and fill in some of the gap between the highest buildings. The existing buildings form a visual distraction within the green landscape setting of Oxford in views out sitting prominently on/above the line of the wooded escarpment or hills at Headington in the HHCA. The present level of harm is a high level of less than substantial harm. It is considered that the new extension would add to this visual distraction and cause some additional harm as a result. This would still be less than substantial harm and of a high level.

10.29. Members of the public commented that the potential impact of the development in views from Raleigh Park was not assessed within the LVIA. Officers have made an assessment using the View Cones Assessment for Oxford and recent photos and maps. The new extension would sit within the mass of the existing buildings which are visible on the skyline within the green landscape setting in this view within the HHCA. It is considered that it would likely be partially seen above and between existing Hospital buildings in some views from Raleigh Park and thus cumulatively add to their visual impact. It is considered that the new extension would add to this visual distraction and result in some additional harm. This would still be less than substantial harm and of a high level.

10.30. Elsewhere within views from the surrounding area and streets, the new extension would be behind houses, buildings and trees due to the topography of the area and the steep gradient of the land down towards Marston. It would be most visible from Conniston Avenue glimpsed behind the houses and trees on Ambleside Drive. From further away, the extension would be visible above the existing hospital buildings when viewed from Oxrad Sports and Leisure Centre. Given the distance between the development and the neighbouring streets together with existing buildings and trees, it is considered that the extension would not be overly dominate within these views and as such there would be no significant adverse impact.

Public Benefits

10.31. Paragraph 205 of the NPPF states 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. In terms of considering the planning balance of public benefits against harm to designated heritage assets, paragraph 206 states that there should be a clear and convincing justification for the harm. Paragraph 208 states that where a proposal will lead to less than substantial harm, that harm should be weighed against the public benefits including, where appropriate, securing the optimum viable use.

10.32. In terms of public benefits, National Planning Practice Guidance states that public benefits that flow from a development could be anything that delivers economic, social, or environmental objectives. They need to flow from the development and should be of benefit to the public at large and not just a private benefit, although benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

10.33. Officers consider that the development would result in the following public benefits:

- Social benefits derived from the improved public health facilities for the whole of Oxfordshire and Oxford City and the South East Region (through the Integrated Care Systems region) by providing an increase in number of theatres and ancillary facilities that would reduce the waiting list back log and also provide increased capacity for the future. A very high level of weight is afforded to this;
- Economic benefit from increased employment opportunities and a moderate

level of weight is afforded this;

- Environmental benefits through sustainable design and construction and connection into the existing district heating system. A low to moderate level of weight is afforded to this;
- Increased biodiversity through new planting. A low level of weight is afforded to this;

10.34. In accordance with Historic England's 'Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment', it is considered that clear and convincing justification for the need and design of the building has been provided and the less-than-substantial harm to the setting of the Central Conservation Area and Old Headington Conservation Area would be outweighed by the overall significant high level of public benefits derived from the development.

Summary

10.35. The development would result in a high quality development that responds to the existing hospital buildings. It would not be significantly visible from the public realm and where it is it would sit within the existing hospital complex. In assessing the impact of the development, officers have attached great weight and importance to the desirability of preserving the setting of the Conservation Area and important protected views. Any harm caused has been clearly and convincingly justified. It is considered that the level of less than substantial harm that would be caused by the proposed development would be outweighed by the high level of public benefits that would result. As such the development would in accord with the NPPF, Policies DH1 and DH3 of the OLP and Policies GSP4, CIP2, CIP3 and CIP4 of the HNP, and the duties set out in the Planning (Listed Buildings and Conservation Areas) Act 1990.

c. Neighbouring amenity

10.36. Policy RE7, as referred to in paragraph 10.17 above, seeks to ensure a standard of amenity and make sure that development protects amenity and would not result in an unacceptable impact on neighbours.

Overbearing/light/privacy

10.37. The proposed main building is located within the John Radcliffe Site and away from the boundaries with the nearest neighbouring residential properties in Sandfield Road to the south-west (around 160 metres) and Ethelred Court (about 125 metres) to the north-east. The proposed development would sit against the backdrop of existing hospital buildings. Due to the distance from neighbouring properties, together with the topography, mature trees and hedging screening the development would not appear overbearing, or would result in an adverse impact on light or privacy in accordance with policy RE7 of the Oxford Local Plan 2036.

Noise

10.38. Policy RE8 of the OLP provides that planning permission will only be granted for development proposals which manage noise to safeguard or improve amenity,

health, and quality of life. Planning permission will not be granted for development that will generate unacceptable noise and vibration impacts. Conditions will be used to secure mitigation measures and operational commitments.

10.39. A noise assessment has been submitted with the application which follows appropriate noise guidelines. Mechanical services plant will also be installed as part of the development, although the exact location(s) is unknown at this stage. The nearest noise sensitive receptors to the proposed site are residences on Ethelred Court and Sandfield Road, to the north-east and south-west of the site, respectively. The Assessment states that based on the measured background noise levels, it is recommended that the free-field rating level from all new building services plant associated with the development should be controlled to no greater than 32dB_{L_A,Tr} external to the windows of the existing noise sensitive properties (Ethelred Court) to comply with the proposed planning noise limit. However, to meet this standard design/mitigation measures would be required to be incorporated. The main plant items can be controlled to not exceed the planning limit, provided the isolation room extract fans are in an acoustic enclosure, and AHU's are attenuated to not exceed approximately 64dBA at 1m. It should be noted though that these levels are indicative at this stage. The emergency plant has also been attenuated to ensure the proposed limit of +5dB above is not exceeded. Furthermore, testing will only take place on weekdays between 9am and 6pm.

10.40. On the basis of the information submitted, Officers are satisfied that there would not be an adverse impact on adjoining residents, subject to the appropriate mitigation measures being installed. Details of the proposed plant and mitigation measures could be secured by condition, together with anti-vibration isolators and isolated fan motors from the casings. A further condition should be imposed to ensure noise emitted does not exceed the background noise.

10.41. Subject to the conditions, the development would accord with RE of the OLP.

d. Transport Highways/parking

10.42. Policy M1 states that planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport. In accordance with policy M2, a Transport Assessment for major developments should assess the impact of the proposed development and include mitigation measures to ensure there is no unacceptable impact on highway safety and the road network and that sustainable transport modes are prioritised and encouraged. A Travel Plan, Delivery and Service Management Plan and Construction Traffic and Environmental Plan Management Plan are required for major development.

10.43. Policy M3 sets out the Council's policy for motor vehicle parking. In the case of the redevelopment of an existing or previously cleared site, there should be no net increase in parking as existing on site and a reduction will be sought where there is good accessibility to a range of facilities. Policy TRP1 of the HNP seeks to combat Headington's congestion by only supporting any increase in employee parking on major employment sites that is robustly demonstrated. Policy TRP3 requires travel plans for employees on major development.

10.44. Policy M5 and Appendix 7 sets out minimum cycle parking standards and for Hospitals this would be 1 space per 5 members of staff. Policy DH7 of the OLP sets out design requirements for bike & bin stores and external servicing features. These should be considered from the start of the design process.

10.45. A Transport Assessment together with a draft Travel Plan and Delivery and servicing details have been submitted in support of the application. The development would result in the loss of Car Park 1 which currently has a total of 152 spaces: 127 visitor parking spaces, 20 disabled spaces and 5 staff spaces.

Car parking

10.46. The TA states that 16 visitor spaces would be retained on site (10 disabled and 6 drop-off visitor spaces). 121 visitor spaces would be re-provided within Car Park A3 and the remaining 10 disabled spaces in Car Park L to ensure no overall loss of visitor spaces for the whole hospital site but consequently there would be an overall reduction in staff car parking spaces within those car parks and for the hospital site. Parking would be controlled using ANPR cameras.

10.47. The development would also result in an increase of 174 staff numbers to facilitate the new theatres. There is currently a high demand for staff parking spaces which are allocated via an eligibility permit scheme and enforced by a parking monitor. The Trust has acknowledged that whilst parking is a necessary requirement for the JR, a concerted effort is required to encourage staff to travel by sustainable modes of travel in order to alleviate congestion. Therefore the Trust is preparing a wider Framework Transport Strategy for the whole JR site to manage staff parking across the site. The Strategy will comprehensively review the current situation and identify and implement measures to encourage uptake of sustainable modes of travel for staff and meet their own targets for Net Zero. This will include measures such as a review of staff car parking permit eligibility criteria and discussions with local transport operators to review the provision of public services at the site. By reviewing staff car parking permit eligibility criteria, limiting permits to those in most need and discussing with local transport operators to review the provision of public services at the site, the Trust believes it can reduce the demand for staff parking on site.

10.48. The reduction in parking on the JR site is supported by policy S4P1 of the Oxford Local Plan 2036 and TRP1 of the Headington Neighbourhood Plan in order to encourage more sustainable modes of transport to and from the site. The County Council as Local Highways Authority (HA) has raised no objection to the development (see paragraph 9.2 above) but has raised the issues of site wide car parking management and quality of cycle parking. Whilst the car parking proposed would maintain the level of existing visitor car parking spaces, the staff parking permit scheme is under pressure and needs reassessing holistically for the whole site. Cycle parking is generally poor quality, not sheltered and unsafe which is a deterrent to use.

10.49. The HA has requested conditions be imposed requiring the submission of the Framework Transport Strategy (FTS) and revised site wide Travel Plan to encourage modal shift and help to mitigate and address these issues. Furthermore, in order to mitigate the impact of the JR as a whole and then

encourage and enable staff to use sustainable travel, the HA considers that a financial contribution towards the new Eastern Arc bus route is required.

10.50. The proposed Eastern Arc bus route will replace the existing 700 route which is currently unviable long-term. In addition to serving Redbridge, Oxford Parkway and Thornhill Park & Rides, it will also serve the larger residential areas of Cowley, Headington, Marston and Cutteslowe (also supporting growth in the south and north of the city). It is expected to be more frequent and run later than most services currently serving the JR and as such will help in achieving the modal shift away from private car which will mitigate the impact from the development. The provision of this bus route is therefore relevant to this application and necessary to make the application acceptable in planning terms. A sum of £170,288 has been requested which is considered relevant to the site and reasonable and proportionate in scale and kind to the proposed development in accordance with Regulation 122 of the Community Infrastructure Level Regulations 2010.

10.51. A contribution is also required towards monitoring of the Travel Plan.

10.52. The Trust has agreed to these contributions which would be secured via a S106 agreement.

Cycle Parking

10.53. The TA states that the development proposals would provide 35 cycle parking spaces. In line with Policy M5 35 cycle spaces are required for 174 staff based on 1 space per every 5 staff. These are shown to the rear of the site and further details could be secured by condition. Showers would be provided on the fourth floor. The provision of these spaces would meet the Policy requirement for additional spaces for this development. The site wide FTS would deal with the site wide cycle parking again secured by condition.

10.54. In conclusion, it is considered that subject to conditions and the contributions secured by a legal agreement the development accords with Policies M1, M2, M3 and M5 of the OLP and Policies TRP1 and TRP3 of the HNP.

e. Flood risk and drainage

10.55. Policy RE3 relates to flood risk management and states planning applications for development on sites larger than 1 ha in Flood Zone 1 must be accompanied by a site specific Flood Risk Assessment (FRA) to align with national policy.

10.56. Policy RE4 relates to sustainable and foul drainage, surface and groundwater flow, and states that all development proposals will be required to manage surface water through Sustainable Drainage Systems (SUDs) or techniques to limit run off and reduce the existing rate of run-off on previously developed sites. Surface water run off should be managed as close to its source as possible, in line with the stated drainage hierarchy.

10.57. Policy SP41 requires a drainage strategy to be produced by the developer in liaison with the City Council, Thames Water and the Environment Agency, to establish the appropriate drainage mitigation measures for any development.

Planning permission will only be granted if sufficient drainage mitigation measures are incorporated into the design of proposals.

- 10.58. The application site falls within Environment Agency Flood Zone 1 and is therefore not at a high risk of flooding.
- 10.59. The proposed Sustainable Drainage Scheme (SuDS) strategy is comprised of attenuation tanks for surface water runoff. Surface water will discharge to the existing surface water drains, subject to confirmation of the presence, location and capacity of nearby private surface water sewers. On site infiltration testing confirms that discharge to ground is not feasible due to very low infiltration rates. There are no surface water features within 100 m to discharge to. The proposed SuDS strategy would ensure surface water runoff is stored on-Site in SuDS features for the 1 in 100 year event including a 40% allowance for climate change and will not cause flooding to the proposed development in accordance with DEFRA's non-statutory technical standards (DEFRA, 2015). Proposed SuDS features comprise an attenuation tank to attenuate a minimum of 285 m³ of surface water runoff.
- 10.60. Thames Water has raised no objection to this in terms of potential connection or infrastructure capacity in relation to surface water and connection to the existing infrastructure. The LLFA has also raised no objection to the SUDS Strategy subject to conditions requiring submission of the detailed SUDS scheme and SuDS Monitoring, and record of the SUDS once installed.
- 10.61. Concerns have been raised regarding the development and surface water runoff. The existing site is a hard surfaced carpark. The development would attenuate the existing surface water before releasing it at a controlled rate. By doing so the impact would be a betterment over the current situation where water collects and runs off uncontrollably. Whilst the concerns of residents are understood, Officers are satisfied that the development would not worsen the situation and in the absence of any objections from the statutory consultees, and subject to the suggested conditions, the development is considered to be acceptable.
- 10.62. Subject to conditions, the proposal is therefore considered acceptable in relation to policies RE3 and RE4 of the Oxford Local Plan 2036.

f. Sustainable Design and Construction

- 10.63. Policy RE1 states that planning permission will only be granted where it can be demonstrated that sustainable design and construction principles have been incorporated. The policy requires for major developments involving new buildings that at least a 40% reduction in carbon emissions from a 2022 Building Regulations compliant base case.
- 10.64. The proposed development is an extension of the existing Trauma buildings and utilises the existing building services system from the existing building. As it is an extension it is therefore not required to comply with the 40% target of reducing carbon emissions from 2013 Building Regulations compliant base case. However, the extension will need to achieve minimum Part L building regulation compliance in any event. It is proposed that development would also be designed to reduce

energy consumption and carbon emissions and would meet BREEAM Excellent rating. This would be achieved through low air permeability, LED lighting (sensor controlled where possible) low specific fan power air handling equipment, heat recovery to air handling units where appropriate and decentralised domestic hot water storage. It would connect to the existing site district heating LTHW system which includes a CHP engine and Air Source Heat Pumps. Electricity would be provided via the existing steam generation plant which is more energy efficient than gas fired steam boilers within the energy centre given carbon emissions associated gas and distribution losses. It would also connect to the existing chillers. Implementation of the energy strategy and attainment of BREEAM Excellent could be secured by condition. It is considered that the development meets Policy RE1 of the OLP.

g. Air Quality

- 10.65. Policy RE6 of the OLP has regard to air quality and states planning permission will only be granted where the impact of new development on air quality is mitigated and where exposure to air quality is minimised or reduced. The application site is located within the Oxford city-wide Air Quality Management Area (AQMA), declared by Oxford City Council (OCC) for exceedances of the annual mean NO₂ air quality objective (AQO). Policy M4 (Provision of Electric charge points) of the OLP 2036 requires a minimum of 25% of parking spaces to be provided with charging points on non-residential developments, and adequate ducting should be provided to all spaces to enable additional charging points in the future as demand requires.
- 10.66. The application has been accompanied by an Air Quality Assessment (AQA) to address policy RE6 of the Oxford Local Plan 2036. This assesses the potential for future users/residents of the proposed development to be exposed to poor air quality.
- 10.67. The baseline assessment shows that the application Site is located within the Oxford city-wide Air Quality Management Area (AQMA) for exceedances of the annual mean NO₂ air quality objective (AQO).
- 10.68. The AQA shows air quality conditions for future residents of the proposed development have been shown to be acceptable, with concentrations measured at the façade of a neighbouring building and at nearby roadside monitors consistently below the air quality objectives in recent years, including those before the pandemic. Therefore, the location of the application site is considered suitable for its intended use.
- 10.69. According to the site's energy report, the proposed development would connect to the hospitals existing heat network which utilises heating and power from an existing Low Temperature Hot Water (LTHW) district heating system consisting of a combined heat and power (CHP) system supported by air source heat pumps (ASHP). It would also introduce three new standby generators in case of mains failure emergency. As the site is not introducing a new combustion system that would operate regularly the development proposals would not introduce further emissions from combustion processes.

- 10.70. An overall net loss of parking from the campus, would further assist with managing and improving levels of air quality as fewer members of staff would be able to travel by car. The new theatre, when in operation, would result in additional patients and outpatient trips to the hospital per year. The increase in traffic movements is considered to be small and would not cause a significant impact in terms of traffic impact on the local highway network. The AQA has used a worst-case scenario for traffic data and emissions. Overall air quality is predicted to improve in future.
- 10.71. The impacts of demolition and construction work on dust soiling and ambient fine particulate matter concentrations have been assessed on the AQ Assessment, which identified that the development is a medium risk site for dust soiling as a result of earthworks. The sensitivity of the area to human health impacts is medium. However, it is considered that the use of good practice control measures would provide suitable mitigation for a development of this size and nature and reduce potential impacts to an acceptable level. Provided these measures are implemented and included within a management plan, the residual impacts are not significant. The site specific dust mitigation measures could be secured via a Construction Environmental Management Plan condition.
- 10.72. In conclusion predicted air quality impacts as a result of traffic generated by the development would not be significant at any sensitive location in the vicinity of the site. The results of the assessment also indicate that pollution levels are below the relevant criteria at all locations across the development. As such, the site is considered suitable for the proposed use from an air quality perspective. Subject to the condition, the development accords with Policy RE6 of the OLP.

h. Land quality

- 10.73. The Council has a statutory duty to take into account, as a material consideration, the actual or possible presence of contamination on land. As a minimum, following development, land should not be capable of being determined as contaminated land under Part 2A of the Environmental Protection Act 1990. Policy RE9 requires a land quality assessment report where proposals would be affected by contamination or where contamination may present a risk to the surrounding environment. The report should assess the nature and extent of contamination and the possible impacts it may have on the development and its future users, biodiversity, the natural and built environment; and set mitigation measures to allow the development to go ahead safely and without adverse effect.
- 10.74. The application has been accompanied by a Site Investigation Report.
- 10.75. The former and current use of the land is as a Hospital and this has the potential to cause ground contamination risks at the site. There is also mapping information which suggests the presence of made or filled ground at the site.
- 10.76. The submitted Site Investigation Report also contains a desk study phase 1 summary which outlines previous site uses and the potential contamination risks that could be present on the site as a result of previous use.

- 10.77. The site investigation report provides information on ground gas, groundwater and soil contamination risks following an intrusive site investigation that have been carried out across the site. No significant risks were identified following the investigation and no specific remedial measures were considered necessary at the site.
- 10.78. However due to the relatively limited extent of sub-surface investigation at the site and low number of samples taken of made ground, there may be undiscovered areas of contaminated ground in areas of the site not investigated. Whilst the overall ground contamination risk at the site is expected to be low, it is considered prudent to undertake a careful watching brief for unexpected ground contamination risks during site re-development. This could be secured by condition.
- 10.79. 5. It is considered that the existing made ground at the site is likely to be unsuitable for re-use in landscaped areas of the site due to potential anthropogenic inclusions and phytotoxic contaminants. Suitable pre-tested clean soil should be utilised in any landscaped areas of the site to support plant growth, again secured by condition.
- 10.80. Subject to these conditions, the development accords with Policy RE9 of the OLP.

i. Trees and Landscaping

- 10.81. Policy G7 of the Local Plan seeks the protection of existing Green Infrastructure features and states planning permission will not be granted for development that results in the loss of green infrastructure features such as hedgerows, trees or woodland where this would have a significant public amenity or ecological interest. It must be demonstrated that their retention is not feasible and that their loss will be mitigated.
- 10.82. The policy goes on to state that planning permission will not be granted for development resulting in the loss of other trees, except in the following circumstances, that it can be demonstrated that the retention of the trees is not feasible; and where tree retention is not feasible, any loss of tree canopy cover should be mitigated by the planting of new trees or introduction of additional canopy cover, and where loss of trees cannot be mitigated by tree planting on site then it should be demonstrated that alternative proposals for new green infrastructure will mitigate the loss of trees, such as green roofs or walls.
- 10.83. Policy G8 states development proposals affecting existing Green Infrastructure features should demonstrate how these have been incorporated within the design of the new development where appropriate. This applies to protected and unprotected Green Infrastructure features such as hedgerow, trees and small public green spaces.
- 10.84. The scheme involves the removal of 5 individual trees (three moderate quality 'B' category trees and two low-quality 'C' category) and one 'C' category group of trees. The trees amenity value is limited to those who work and visit the hospital due to the site's location within the hospital and high hedge screening to the along

the northern boundary with the cemetery Elsewhere in and around the car park are areas of low-quality grass.

- 10.85. Two of the larger moderate quality trees to the northwest of the site adjacent to the internal road (opposite the Wolfson Building) would be lost to allow construction of a two storey plant associated room building. In order to justify the loss of these trees, the Applicant has provided information and justification for the size and quantum of plant for the development, and considered any other locations . The plant room would comprise generators on the ground floor and further generators and switch rooms plus circulation/landing space on the upper floor. The size and scale of the external plant room is driven by the electrical load and demands for the development. A large amount of infrastructure is required to generate the energy needed to meet the demands of the theatre building, but the electrical demand is even greater in this instance due to the steam generation of electricity adopted due to its energy and sustainability credentials when compared with more traditional means of energy production, which generate more significant levels of carbon emissions. There are no other locations or existing buildings that could accommodate the infrastructure required. Officers consider that the loss has been justified in this case.
- 10.86. Due to the constraints of the site, the trees lost cannot be re-provided on the application site or close by. It is therefore intended to plant replacement trees elsewhere within the hospital grounds. A detailed landscape plan was not submitted with the application but the submitted Tree Canopy Cover Assessment (TCCA) indicates that the trees could be re-provided to the south of the hospital site around the listed Manor House, within its parkland setting and the Old Headington Conservation Area, and also around residential blocks to the southwest of the site.
- 10.87. Whilst this is acceptable in principle, a detailed landscape plan including species and size/ girth, has been requested in order to ensure that the proposed trees are of appropriate species, size and in the right location to mitigate the tree loss and also be appropriate to the parkland setting of the Listed Manor House.
- 10.88. It is noted that the TCCA lists some indicative species that could be used and shows the general placing of trees around the JR site. However, it is considered that this is insufficient and some species and locations inappropriate (for example Goat willow (*Salix caprea*) is not appropriate for a parkland setting). A cohesive landscape design needs to be provided that takes into account, species, location, canopies and other aspects such as proximity to building, existing tree belts, the temporary helipad and heritage assets. At the time of writing the report, the plan is still awaited and therefore Committee will be verbally updated.
- 10.89. The TCCA shows that replacement trees could mitigate the tree canopy lost over 25 years. However, it does not show this with the existing tree canopies together. Therefore, Officers have requested the plans are updated to show existing and predicted tree canopy (which reflects the landscape plan) to ensure that the new tree canopies can grow as predicted and would not be compromised by existing canopies.

10.90. Subject to receiving a satisfactory landscape plan and the amended TCCA, it is considered that the development would accord with Policies G7 and G8 of the Oxford Local Plan. The landscape plan could be secured by condition.

j. Biodiversity

10.91. OLP policy G2 states that development that results in a net loss of sites and species of ecological value will not be permitted. Compensation and mitigation measures must offset the loss and achieve an overall net gain of 5% for biodiversity and for major development this should be demonstrated in a biodiversity calculator. Policy G8 requires new development that affects green infrastructure to demonstrate how these have been incorporated within the design, including health and wellbeing and biodiversity enhancement. Policy GSP3 Conserving and enhancing biodiversity of the HNP seeks to protect and enhance biodiversity on both designated and non-designated sites in Headington. It should be noted that the relevant provisions of the Environment Act 2021 requiring a minimum of 10% net gain on major developments came into effect in February this year. However, applications submitted before this time, as in this instance, are not required to meet 10% net gain and therefore Policy G2 still applies in this case.

10.92. The Local Planning Authority (LPA) has a duty to consider whether there is a reasonable likelihood of protected species being present and affected by development at the application site. The presence of a protected species that may be affected by the development is a material consideration for the LPA in its determination of a planning application (paras' 98, 99 ODPM and Defra Circular 06/2005: Biodiversity and geological conservation). The LPA has a duty as a competent authority, in the exercise of its functions, to secure compliance with the Habitats Directive (Regulation 9(1) The Conservation of Habitats and Species Regulations 2017 '2017 Regulations'). The Habitats Directive is construed from 31 December 2020 to transfer responsibilities to UK authorities to enable it to function as retained EU law. This applies to European sites (SACs and SPAs) and European Protected Species, both in and out of European sites.

10.93. Officers have reviewed the submitted Preliminary Roost Assessment and Ecological Walkover, Preliminary Ecological Appraisal (PEA) and revised Biodiversity Metric Report

10.94. No protected species constraints were identified in the ecological survey work undertaken in support of the planning application. A precautionary working method statement has been recommended to address the potential for constraints to arise prior to works commencing, which is appropriate. Officers are therefore satisfied a robust assessment has been undertaken in this regard. The development should be implemented in accordance with the measures within the PEA and ecological enhancement measures provided as part of the development. Both secured by condition.

10.95. In terms of biodiversity net gain (BNG), the updated Biodiversity Metric 4.0 submitted indicates that the proposed development would result in a net gain of +10.59% (0.20 habitat units). It is not possible to provide this gain within the application site due to the site constraints and so off-site provision is required (off-site is taken to mean outside the red line of the application site). The BNG would

take the form of 11 medium sized trees (18-20cm girth) which would be planted elsewhere within the hospital grounds and within the Applicant's ownership.

- 10.96. In order to ensure that the proposed medium trees achieve the required biodiversity gain over 30 years, Officers have requested a landscape plan that details species, stock size and justification for their locations. At the time of writing the report this information is awaited and committee will be verbally updated.
- 10.97. On the basis that this landscape plan demonstrates the net gain can be achieved, Officers consider that the development would provide a minimum 5% BNG and meet the requirement of Policy G2 of the OLP and Policy GSP3 of the HNP. The off-site provision could be secured via a s106 legal agreement.
- 10.98. If, however, the information does not sufficiently demonstrate this, then other off-site provision on land outside the Hospital would need to be secured. In this instance, Officers request that delegated authority is given to the Head of Planning and Regulatory Services to agree with the Applicant the off-site provision elsewhere via another provider to meet the minimum 5% BNG requirement and secured via the s106 legal agreement.

k. Archaeology

- 10.99. Policy DH4 states that within the City Centre Archaeological Area, on allocated sites where identified, or elsewhere where archaeological deposits and features are suspected to be present (including upstanding remains), applications should include sufficient information to define the character, significance and extent of such deposits so far as reasonably practical within a Heritage Assessment and, if applicable, a full archaeological desk-based assessment and the results of evaluation by fieldwork.
- 10.100. Development proposals that affect archaeological features and deposits will be supported where they are designed to enhance or to better reveal the significance of the asset and will help secure a sustainable future for it. Proposals which would or may affect archaeological remains or features which are designated as heritage assets will be considered against the policy approach in policy DH3.
- 10.101. Archaeological remains or features which are equivalent in terms of their significance to a scheduled monument are given the same policy protection as designated heritage assets and considered against policy DH3. Proposals that will lead to harm to the significance of non-designed archaeological remains or features will be resisted unless a clear and convincing justification through public benefit can be demonstrated to outweigh that harm, having regard to the significance of the remains or feature and the extent of harm. Where harm to an archaeological asset has been convincingly justified and is unavoidable, mitigation should be agreed with Oxford City Council and should be proportionate to the significance of the asset and impact.
- 10.102. This application is of interest because it is a sizable development within a zone of dispersed Roman pottery manufacturing activity orientated on the Dorchester-Alchester Road. The site also has moderate to low potential for

prehistoric activity and activity related to the nearby mid/late Saxon and medieval settlement of Headington. In 2004 a sherd of medieval pottery and animal bone was recovered from a service trench cut through the application site.

10.103. In view to the potential for archaeology and bearing in mind the character of the site and the scale of the proposed works, the development should be subject to a condition to secure an archaeological trial trenching followed by further mitigation if required. Subject to the condition, the development would accord with Policy DH4 and the NPPF.

I. Utilities

10.104. Policy V8 seeks to ensure there is sufficient existing utilities capacity to support the development and that the capacity will be delivered to meet the needs of the development. The siting and appearance of utilities infrastructure should be designed to minimise impacts on amenity and to be as unobtrusive as possible.

10.105. A Utilities Statement has been submitted with the application.

10.106. Heating and Gas: The development would connect into the existing hospital district heating system and therefore no natural gas supply would be needed.

10.107. Drainage: The development would connect into the existing drainage system, using attenuation tanks and reducing peak flows from the site, accounting for climate change. This would be a betterment over the existing situation where surface water from the impermeable car park surface is discharged into the network unrestricted and without attenuation. Thames Water has confirmed that the proposed development would not materially affect the sewer network and that they have no objection.

10.108. Electricity: There is sufficient electrical capacity on the site to accommodate the development. The development would be connected to the existing substation located adjacent to development.

10.109. Telecoms: The development would have two new separate fibre connections via diverse routes and points of connection, linked to the main John Radcliffe Hospital building.

10.110. Water: The site would be supplied through a dedicated 12-inch main located to the northwest of the site on Dunstan Rd, running adjacent to the Old Headington Village Hall. Mains connect to two 140,000 litre sectional tanks from where mains cold water is distributed around the site using cold water booster pumps. A normally closed emergency supply is positioned on Sandfield Road, southeast of the site. A number of cold-water sectional cisterns will be strategically positioned in the building plant rooms to provide uninterrupted 24-hour storage, even during outage. This would be used to feed to domestic water system and the fire suppression system. This design ensures that the flow rate requirements remain within site limits, aligning with the predefined capacity already allocated by Thames Water (TW). Whilst TW has indicated a lack of infrastructure capacity for clean potable water, the Applicant has contacted TW to resolve this concern. The

2 large existing water tanks at the JR mean that the proposed development would not be reliant on Thames Water's incoming water feed directly for supply. The Grampian condition suggested by TW would ensure that no development could commence until any necessary upgrades have been undertaken to accommodate the needs of the development or a phased development and infrastructure plan agreed with them.

10.111. As such it is considered that the development accords with V7 of the OLP.

11. CONCLUSION

11.0. 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 it clear that proposals should be assessed in accordance with the development plan unless material considerations indicate otherwise.

11.1. 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.

11.2. 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.

11.3. Officers would advise members that having considered the application carefully, the proposal is considered acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Local Plan 2036 and the Headington Neighbourhood Plan, when considered as a whole, and that there are no material considerations that would outweigh these policies. On the basis of the above, Officers recommend that the Oxford City Planning Committee resolve to grant planning permission for the proposed development for the reasons set out at the beginning of this report subject to the satisfactory completion (under authority delegated to the Head of Planning and Regulatory Services) of a legal agreement under section 106 of the Town and Country Planning Act 1990 to secure contributions and BNG and the conditions set out in Section 12 below.

12. CONDITIONS

Time

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

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

Plans

2. Subject to other conditions which require amended plans and updated information, the development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy DH1 of the Oxford Local Plan 2036.

Materials

3. Notwithstanding the materials listed on the submitted plans, samples of the exterior materials to be used shall be submitted to, and approved in writing by, the Local Planning Authority prior to their installation on site and only the approved materials shall be used.

Reason: In the interests of visual amenity in accordance with policies DH1 of the Local Plan 2036 and CIP1 and GSP4 of the Headington Neighbourhood Plan.

Transport

4. Prior to commencement of development including demolition and enabling works a Construction Environmental Traffic Management Plan (CTEMP) shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of works, and the works of demolition and constructions shall be carried out in accordance with the approved plan. This approved plan shall include:
 - The CTEMP must be appropriately titled, include the site and planning permission number.
 - Routing of construction traffic and delivery vehicles is required to be shown and signed appropriately to the necessary standards/requirements. This includes means of access into the site.
 - Details of and approval of any road closures needed during construction.
 - Details of and approval of any traffic management needed during construction.
 - Details of wheel cleaning/wash facilities – to prevent mud etc, in vehicle tyres/wheels, from migrating onto adjacent highway.
 - Details of appropriate signing, to accord with the necessary standards/requirements, for pedestrians during construction works, including any footpath diversions.
 - The erection and maintenance of security hoarding / scaffolding if required.
 - A regime to inspect and maintain all signing, barriers etc.
 - The site-specific dust mitigation measures and recommendations that are

identified on Table 19 (pages 30 and 31) of the Air Quality Assessment that was submitted with this application (AQA New Theatre Block Oxford John Radcliffe Hospital -28th June 2023),

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

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding highway network, road infrastructure and local residents, particularly at morning and afternoon peak traffic times and 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 in accordance with Policies M1, M2, RE6 and RE7 of the Oxford Local Plan 2036.

5. Within 6 months of the decision or other timeframe as maybe approved in writing by the Local Planning Authority, a Framework Transport Strategy (FTS) for the whole of the hospital site shall be submitted to and approved in writing by the Local Planning Authority. The FTS shall include the following details:-
 - Staff, visitors and other transport user survey findings;
 - Measures to encourage sustainable modes of transport other than the car;
 - Details of a scheme of new cycle parking for the whole hospital site that is secure, sheltered and accessible (including provision for tricycles and electric powered cycles);
 - Provision of increased staff changing/shower facilities to latest current standards;

- Electric vehicle charging infrastructure and spaces;
- Timescales for implementation of these measures and cycle parking scheme.

The FTS shall be implemented in accordance with the approved details and timescales therein and retained and maintained thereafter.

Reason: To promote sustainable modes of transport and to ensure a satisfactory form of development and to comply with Government guidance contained within the National Planning Policy Framework and Policies M1 and M2 of the Oxford Local Plan 2036.

6. Notwithstanding the draft Travel Plan submitted, prior to first occupation a revised Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved Travel Plan shall be given to every employee and the development shall be occupied in accordance with the Travel Plan at all times thereafter.

Reason: To promote the use of sustainable transport and to ensure all employees and visitors are aware from the outset of the travel choices available to them and to ensure a satisfactory form of development and to comply with Government guidance contained within the National Planning Policy Framework and Policies M1 and M2 of the Oxford Local Plan 2036.

7. Prior to occupation of the development details of the additional 35 covered/ sheltered and secure cycle parking spaces required for the development hereby approved and staff changing/shower facilities to current standards shall be submitted to and approved in writing by the Local Planning Authority. The cycle parking shall be installed prior to first occupation in accordance with the approved details and thereafter the areas shall be retained solely for the purpose of the parking of cycles.

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

8. Prior to commencement of development a Car Parking Management Plan for the whole of the hospital site shall be submitted to and approved in writing by the Local Planning Authority. This should stipulate the number of spaces and areas available on the hospital site for both staff and visitors and how parking will be managed and enforced. The hospital site shall be operated in complete accordance with the approved car parking management plan at all times thereafter.

Reason: To ensure adequate car parking provision is made, but that does not cause an increase in the trip rate approved as part of the planning permission.

Contamination

9. Throughout the course of the development, a watching brief for the identification of unexpected contamination shall be undertaken. Any unexpected contamination that is found during the course of construction of the approved development shall be reported immediately to the Local Planning Authority.

Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to and approved in writing by the Local Planning Authority. Where unacceptable risks are found remediation and verification schemes shall be submitted to and approved in writing by the Local Planning Authority. These approved schemes shall be carried out before the development (or relevant phase of development) is resumed or continued. Proposed landscaped areas must include the addition of clean, pre-tested soils that are suitable for use and will support plant growth.

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

Noise

10. The external noise (rating) levels emitted from the air source heat pump equipment shall not exceed the existing background level at any noise sensitive premises when measured and corrected in accordance with BS4142:2014 +A1:2019 "Methods for rating and assessing industrial and commercial sound.

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

11. Prior to installation, details of all the proposed plant, including mechanical, servicing and emergency plant and air handling units, shall be submitted to and approved in writing by the Local Planning Authority. The plant (including installation and ducting) shall be mounted with proprietary anti-vibration isolators and fan motors shall be vibration isolated from the casing and adequately silenced and maintained as such. The approved details shall be installed and retained at all times thereafter.

Reason: To protect amenity in accordance with Policies RE7 and RE8 of the Oxford Local Plan 2036.

Archaeology

12. No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work comprising 1) trial trenching and 2) further mitigation in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the Local Planning Authority. This shall be undertaken by a professionally qualified archaeologist working to a brief issued by the Local Planning Authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

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

Lighting

13. Prior to installation, details of the site lighting strategy including locations (elevations and floor plans), technical specification and light spill shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be installed and thereafter maintained.

Reason: in the interest of amenity and good design in accordance with Policies DH1 and RE7 of the Oxford Local Plan 2036.

Sustainable Design

14. The development shall be constructed in complete accordance with the submitted Energy strategy and evidence of the attainment of BREEAM Excellent shall be submitted to the Local Planning Authority prior to first occupation.

Reason: to ensure sustainable development in accordance with RE1 of the Oxford Local Plan 2036.

Trees and Landscaping

15. Notwithstanding the submitted Landscape Plan, a detailed 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. Details of tree pits within hard surfaced areas shall be provided.

Reason: In the interests of visual amenity and residential amenity in accordance with policies DH14, RE7, G7, G8 and DH1 of the Oxford Local Plan 2036.

16. The Landscape Plans approved by the Local Planning Authority under condition 15 above shall be carried out no later than the first planting season after first occupation or first use of the development hereby approved unless otherwise agreed in writing beforehand by the Local Planning Authority.

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

17. 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 2036.

18. Prior to first occupation or first use of the development hereby approved a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules and timing for all

landscape areas shall be submitted to and approved in writing by, the Local Planning Authority. The approved landscape management plan shall be carried out from the date of implementation of the approved landscape scheme under condition 16 above.

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

Biodiversity

19. The development hereby approved shall be implemented strictly in accordance with the measures stated in Section 4 of the report ‘Preliminary Ecological Appraisal Report’ by E3P and dated June 2023, or as modified by a relevant European Protected Species Licence.

Reason: 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.

20. Prior to occupation of the development, details of ecological enhancement measures including at least one bat roosting device and one bird nesting device shall be submitted to and approved in writing by the local planning authority. Details must include the proposed specifications, locations, and arrangements for any required maintenance. The approved devices shall be fully constructed under the oversight of a suitably qualified ecologist prior to occupation of the approved development. Any new fencing will include holes suitable for the safe passage of hedgehogs. The approved devices and fencing holes shall be maintained and retained in perpetuity unless otherwise approved in writing by the local planning authority.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 174 of the National Planning Policy Framework.

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.