

Oxford City Planning Committee

7th October 2025

Application number:	24/00585/VAR
Decision due by	6th May 2024
Extension of time	Extension of time until 22 nd October 2025
Proposal	Variation of condition 6 (Management of Car Park) of planning permission 21/01271/CT3 (Resurfacing of car park with new drainage system and provision bicycle stands (Retrospective) (Amended Plans)) to allow improved public access by converting it into a public suburban car park operated by Oxford City Council.
Site address	Car Park, Meadow Lane, Oxford, Oxfordshire – see Appendix 1 for location plan
Ward	Donnington Ward
Case officer	Robert Fowler/Andrew Murdoch
Agent:	Other - Jessop and Cook Architects
Applicant:	Oxford City Council
Reason at Committee	The application was called in by Councillors Pegg, Muddiman, Kerr, Jarvis, Rawle and Turner due to strong views on the development from the local community regarding the impact on local amenity and concerns about the level of consultation with Falcon Boat Club.

RECOMMENDATION

Oxford City Planning Committee is recommended to:

- (i) **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 9 of this report and grant planning permission; and
- (ii) **agree to delegate authority** to the Director of Planning and Regulation to finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Director of Planning and Regulation considers reasonably necessary.

1. EXECUTIVE SUMMARY

- 1.1. This report considers an application to vary Condition 6 of the planning permission that was granted in December 2021 for the retrospective resurfacing of the car park at Meadow Lane in East Oxford (reference

21/01271/CT3). The requirements of the condition sought to manage the car park by limiting its use to a private car park for the Falcon Rowing Club and for the car park to be locked outside of the rowing club's normal hours of use. The application seeks the variation of the condition to change the car park into a public suburban car park operated by Oxford City Council.

- 1.2. Additional information has been sought from the applicant following significant local interest in the application and objections from the local highway authority. The additional information that has been provided includes details relating to an altered layout to the car park, confirmation that a charging regime to preclude longer stay or commuter parking is proposed and additional justification for the car park in policy terms.
- 1.3. Whilst the acceptability of the proposals in principle, amenity and transport terms are finely balanced officers recommend that the variation to the condition would be acceptable subject to conditions to ensure that the management of the car park continues to preclude commuter parking to safeguard local amenity, ensures adequate parking for local community groups (including the Falcon Rowing Club) and alterations are made to the layout to resolve concerns relating to highway safety.

2. LEGAL AGREEMENT

- 2.1. This application is not subject to a legal agreement.

3. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 3.1. The proposal is not CIL liable.

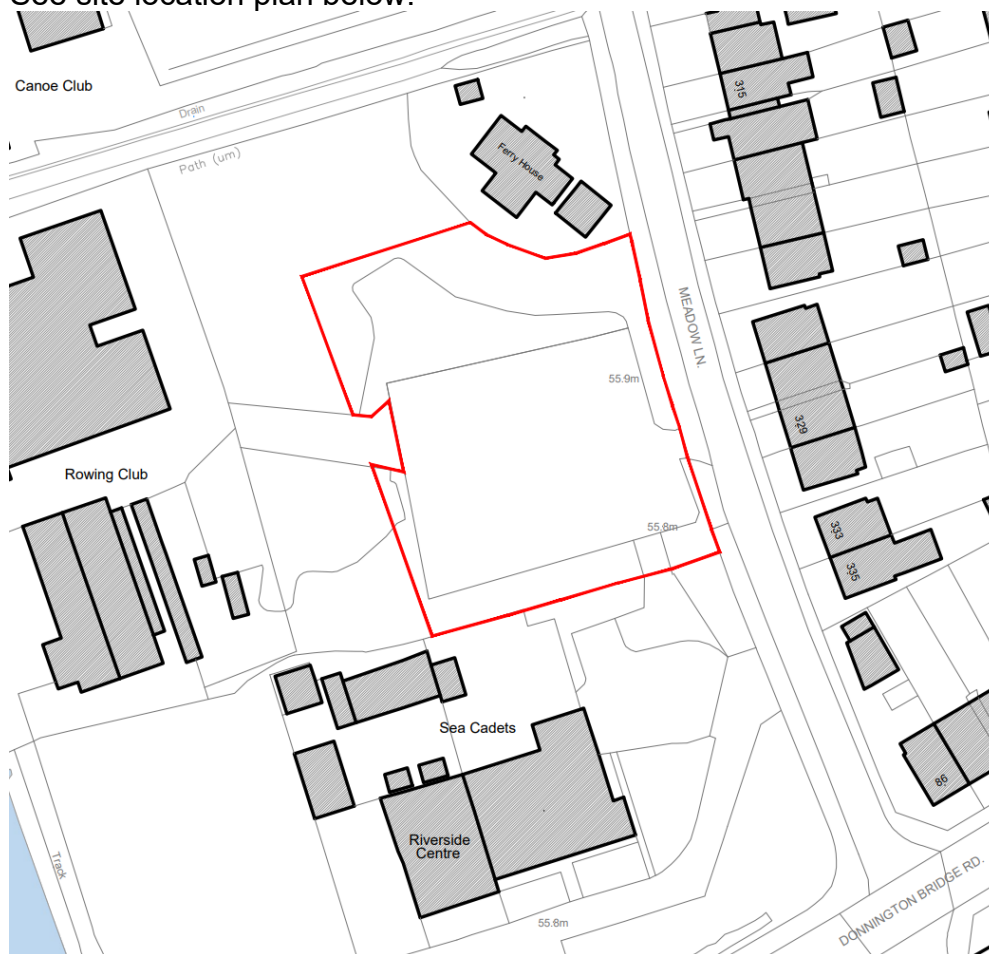
4. SITE AND SURROUNDINGS

- 4.1 The application site is an existing car park on Meadow Lane, to the north of Donnington Bridge Road. The car park is situated to the north of the 'Riverside Centre' (a community and youth centre), east of the recently constructed Falcon Rowing Club building and south of Ferry House (a large detached dwellinghouse). On the opposite side of the road to the car park are houses facing onto Meadow Lane; these are characteristic of this part of the City being arranged as rows of wider terraced properties and having front gardens, some of which are used for car parking.
- 4.2 Meadow Lane itself is relatively narrow, with the western side of the road being less developed and predominately open. Other uses within the vicinity of the site include the Sea Scout building and allotments to the north. Meadow Lane continues north where it is blocked to motor vehicles but forms an important cycle and pedestrian route into the Iffley Fields residential area, including Fairacres Road and Bedford Street. Despite being closed to through traffic the road is relatively busy and particularly busy for cyclists and pedestrians (with St Mary and St John CE Primary School being located approximately a quarter of a mile to the

north of the application site).

- 4.3 The application site encompasses the entire surface car park and some of the surrounding existing vegetation. Whilst the site is only approximately 60m from the River Thames there are limited views of the river from the application site because it is flat and low lying. The application site is largely surrounded to the north and west by a number of mature trees.
- 4.4 The existing car park is surfaced in a dark asphalt and laid out to accommodate 37 car parking spaces and five Sheffield stands. There is an existing railing (approximately 1m in height) along the boundary with Meadow Lane. The site is accessed by pedestrians, cyclists and cars from a single entrance onto Meadow Lane; there is a height restriction (approximately 2m) barrier and a vehicle gate. There is also a gate at the southern boundary of the site which connects the site to the Riverside Centre.
- 4.5 The application site lies outside of any Conservation Areas and would not impact on the setting of any listed buildings or non-designated heritage assets. The site lies within the Oxford Green Belt.

See site location plan below:



(Extract from Site Location Plan, 24/00585/VAR)

5. PROPOSAL

5.1 The car park was originally granted planning permission in 1971 (with a temporary consent that was then made permanent, subject to a condition for summer use only in 1973). Until the last quarter of 2018 the car park was constructed of a largely unmade surface and did not have any spaces delineated. The car park was open to the public and there was no charging regime in place (though a gate at the entrance presumably allowed it to be closed if required). At some point in the last quarter of 2018 the car park was resurfaced without planning permission, vegetation was removed from parts of the edge of the car park and the spaces were painted with white lines. It is likely that when the car park was resurfaced its capacity was increased (to approximately 43 car parking spaces according to the application form submitted with the application to regularise the car park resurfacing). In December 2022 retrospective planning permission (21/01271/CT3) was granted to retain the resurfaced car park with a reduced number of car parking spaces (37 spaces) subject to conditions requiring remedial landscaping and surface water management improvements. The applicant proposed that the car park was retained for use by the Falcon Rowing Club to overcome concerns relating to the acceptability of the proposals in principle, highway and amenity terms; the use of the car park in this way became a condition of the planning permission 21/01271/CT3 – Condition 6.

5.2 This application seeks to vary Condition 6 of the planning permission 21/01271/CT3 with a view to facilitating the conversion of the existing car park into a public suburban car park operated by Oxford City Council. Condition 6 of planning permission 21/01271/CT3 reads:

Within four weeks of the date of this decision the existing car park gate shall be closed and locked and shall only be unlocked and open when the Falcon Rowing Club is in operation and shall only be used exclusively by the users of the Falcon Rowing Club. Notwithstanding the provisions of Part 11, Class C of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) or any order replacing or re-enacting those provisions the existing gate on the application site shall not be removed or altered other than its replacement on a like for like basis unless agreed otherwise in writing by the Local Planning Authority.

Reason: To prevent uncontrolled commuter parking and residential car parking on the site in a manner that would be contrary to Policies M1 and M3 of the Oxford Local Plan (2036), in the interests of neighbouring residential occupiers as required by Policies RE6, RE7 and RE8 of the Oxford Local Plan, and to ensure that there is adequate car parking for the Falcon Rowing Club in accordance with Policy V7 of the Oxford Local Plan (2036).

5.3 The imposition of the above condition was justified on the basis that the resurfacing and other improvement works that were approved with the retrospective planning permission (21/01271/CT3) would only be acceptable in highways, amenity and in terms of providing adequate car parking for a

community facility if measures were in place to preclude commuter parking. The applicant for the application 21/01271/CT3 put forward the option of closing the carpark to the general public and instead allowing its use by Falcon Rowing Club on the days they operate. An existing gate is required to be locked, preventing access to the public, and Falcon Rowing Club have use of the car park on the days they operate.

- 5.4 Whilst the application does not seek specific wording for the condition to be varied it clearly seeks to remove the aspects of Condition 6 that preclude the use of the car park by the public. As part of the variation application it is proposed to alter the layout of the car park (with the use of painted white lines), provide a disabled car parking space, replacement 4 no. cycle hoops, two payment meters and replace the existing height restrictor. Whilst these aspects of the development are not specifically included in the application description they would be permitted development in any case (as they are small-scale developments that can be carried out by a local authority on the basis of Class A of Part 12, Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended)).
- 5.5 The planning history of the site and the basis for the imposition of Condition 6 of planning permission 21/01271/CT3 is explained in further detail in the officer delegated report for that permission which can be found in **Appendix 2**.

RELEVANT PLANNING HISTORY

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

21/01271/CT3 - Resurfacing of car park with new drainage system and provision bicycle stands (Retrospective) (Amended Plans): Approved
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RELEVANT PLANNING POLICY

The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents
Design	131, 135	DH1 - High quality design and placemaking	
Natural environment	181, 182, 187	RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface RE6 - Air Quality	

		G1 - Protection of Green/Blue Infrastructure G2 - Protection of biodiversity geo-diversity G8 - New and enhanced Green and Blue Infrastructure	
Social and community	96, 98, 103,	H14 - Privacy, daylight and sunlight V7 - Infrastructure, cultural and community	
Transport	110, 113, 116, 117, 118	M1 - Prioritising walking, cycling + public transport M2 - Assessing and managing development M3 - Motor vehicle parking M5 - Bicycle Parking	Car and Bicycle Parking Technical Advice Note, March 2022
Environmental		RE8 - Noise and vibration RE9 - Land Quality RE7 - Managing the impact of development	
Miscellaneous	11, 12, 39, 125, 142, 143, 144, 153, 154	RE1 - Sustainable design and construction RE2 - Efficient use of Land G3 - Green Belt	

6. CONSULTATION RESPONSES

6.1. Site notices were displayed around the application site on 27th March 2024.

Statutory and non-statutory consultees

- 6.2. Oxfordshire County Council (Highways):
- 6.3. Oxfordshire County Council Highways initially objected to the proposals on the basis of the impact on highway safety. In addition to this it was stated that the proposals would go against both County Council and City Council policies and strategies to reduce demand for car parking and car-based trips within the City.
- 6.4. Following revised information including a technical assessment of the proposals, a revised design and access statement, and the submission of a revised layout plan the objection was withdrawn and the following comments were received:

On the basis of the information now provided, which includes greater detail of the car park layout with set-back give-way markings, the internal circulation area and visibility splays and the explanation that boat users could continue to unload large items from the access lane taken from the dropped kerb access to the south of the car park, I no longer object to the application on the grounds of highway safety.

The information presented has demonstrated that any additional risk of the potential for conflicting movements and overspill parking is reduced to an acceptable degree.

In terms of the policy position, it is useful to now have an explanation in the planning submission of the history and context behind the proposals. Particularly the fact that historically the land had been used informally for public parking, up until the fairly recently applied planning condition. In this context it can be considered that the proposals do not introduce new car parking spaces. The proposals to operate the car park under a pay and display scheme would largely prevent the car park from being used for commuter purposes, as could have been the case prior to the implementation of the planning condition.

I still struggle to see any real benefit behind the proposals and do not agree that the proposals meet the requirements of those visiting a district or local centre as the car park does not serve a district or local centre. I also do not consider that opening up the car park on a pay and display basis is likely to have much of a perceptible impact in reducing any on-street parking pressures in the locality.

(Extract from Officer response, Oxfordshire County Council, 12th June 2025)

Public representations

- 6.5. Comments were received from the following addresses: 5 St Anne's Road, Falcon Rowing Club, 55 Wharton Road, 59 Pitts Road, Park House

(Souldern), 5A Kirk Close, 127 Hurst Street, 1 Bugloss Walk (Bicester), 54
 Ock Street (Abingdon), 111 Oxford Road (Abingdon), Windflower House
 (Horton cum Studley), 7 Radcliffe Road, Mendip House Pullens Lane, 35
 Osler Road, 72 Norreys Avenue, 28 Nicholas Avenue, 40 New High Street,
 Ferry House Meadow Lane, 11 Marston Ferry Road, 52 Margaret Road, 26
 Kennett Road, Goatley House Church Hanborough , Flat 4 Langford House
 Gloucester Street (Farringdon), 43 Frenchay Road, 37 Florence Park Road,
 11 Elms Road, 20 Chawley Lane, 39 Bellenger Way (Kidlington), 57
 Alexander Close (Abingdon), 78 Marlborough Ave (Kidlington), 20 Chawley
 Lane (Cumnor), 115 South Avenue (Abingdon), 109 The Avenue
 (Kennington), 1 The Sandlings School Road (Hythe), York Cottage Long
 Lane (Newbury), 8 Watermill Way, 24, 53, 74, 83, 87 Warwick Street, 11
 Edith Court Upper Road, 27 Stanley Road, Sandy Lane (no number
 provided) (Milton Common), 44 Percy Street, 48 Chequers Court (Bristol), 35
 Osler Road, 7 Lewin Close, 11A Lakeside, 43 Frenchay Road, 107 Church
 Cowley Road, 5 Canning Crescent, 31 Bedford Street, 32 Flat A Ash Grove,
 28 Arnold Road, 56 Atwater House, Armstrong Road, 2 Anne Greenwood
 Close, 8 Ferny Close Radley (Abingdon), 75 Drayton Road (Abingdon), 70
 Laurel Drive (Southmoor), 69 Millwood End (Long Hanborough), 4 Poplars
 Close (Stone), 4 College Court High Street (Kidlington), 36 North Street
 (Marcham), 30 St Marys Avenue (Reading), 29 Farmclose Road (Wheatley),
 17 Overstrand Close (Bicester), 12 Collett Drive (Bampton), 31 Sunningwell
 Road, 36 St Marys Road, 48 St Annes Road, 5 Selwyn Crescent (Radley), 8
 Raymund Road, 65 Queens Road (Carterton), 69 Millwood End Long
 Hanborough, 2 Jack Straw's Lane, Flat1, 2A Girdlestone Road, 16, 37
 Campbell Road, 55 Beech Road (Wheatley), 10 Wellington Square
 (Swindon), 373A Woodstock Road, 109 Radley Road (Abingdon), 147
 Radley Road (Abingdon), 6 Sandfield Road, 44 Percy Street, 11 Nuneham
 Courtenay, Nuffield College Oxford, 9 Newman Lane (Drayton), 42 New High
 Street, 86 Needlepin Way (Buckingham), 31 Magdalen Road, 3 Lane Ness,
 (Benson), 6 Kingston Close (Abingdon), 45 Kings End (Bicester), 27 Hugh
 Allen Crescent , 105 High Street, (Chalgrove), 51 Hayfield Road, 22 Forest
 Road,, 4 Eynsham Road, 71 Courtland Rd, Barracks Lane (No number
 provided), 36 Astley Road, (Thame), 36 Slaymaker Close, 38 Plater Drive,
 Oldfields Farm (Stratton Audley), 211 Iffley Road, 179 Howard Street, 49
 Courtland Roa, 39 Bullingdon Road, 54, 49 Boundary Brook Road, 24 The
 Motte (Abingdon), 23 kings Orchard (Brightwell cum Sotwell), Juniper
 Cottage, 1 Beauchamp Lane, Tanners Cottage Lower End (Great Milton), 14
 St Pauls Crescent (Great Milton), 33 St Pauls Crescent, Ross House, Ross
 Court, 57, Alexander Close (Abingdon), 36 Bertie Road (Cumnor), 1 Farm
 Close (Ringwood), 3 York Avenue, 10 Naldertown (Wantage), 301, 379, 303
 Meadow Lane, Manor Farm Bungalow, Northampton Road (Weston-on-the-
 Green), 39 Manor Drive (Horspath), 6 Fernham Gate (Farringdon), 24
 Addison Crescent, 14 Wharton Road, 45, 75 Stratford Street, 111 Merewood
 Avenue, 10 Maidcroft Road, 72 High Street (Finstock), 57, 90, 94, 103, 107
 Fairacres Road, 25 Blakeman Lane (Eynsham), 306 Barracks Lane, 7
 Augustine Way, 7 Tackley Place, 28 Iffley Turn, Oxford Sea Scouts (Meadow
 Lane), 2, 43 Argyle Street, 2a Burgan Close, 90 Crescent Road, 77
 Campbell Road, 71 Courtland Road, 4 Farndon Road, 9 Frenchay Road, 11a
 Westbury Crescent, 78 Lytton Road, Mendip House Pullens Lane, 31

Ramsay Road, 108 Southor Road, 92, 125 Staunton Road, 21 Belvedere Road, 3 Fane Road, 14 Tree Lane, 11 Bay Tree Close, Oxford Media & Business School One Cambridge Terrace, 2 Wylie Close, 6 Kingston Road, 39 Manor Drive, 17 Cotman Close (Abingdon), Barrow Cottage The Green (Leafield), 8 Herman Close (East Hanney), 7 Lewin Close, 32 Monmouth Road, 14 Chawley Lane, 22 York Avenue, 24 St Leonards Road, 4 Stanley Road, 31 Sunningwell Road, 43 Norreys Avenue, 7 Tackley Place, 14 Robinsgreen (Swindon) 17 Maple Furlong (Benson) 27 Lock Crescent (Kidlington), 22 Larkdown (Wantage), 42 Pontefract Road (Bicester), 86 Copse Lane, 56 London Road (Milton Common), 31 Sunningwell Road, Ivybank 17 (Wantage), 43 Church Street (Sutton Courtenay), 33 North Hinksey Lane, May Cottage High Street (Aston), Pangkalan, Silver Street (Swindon), 59 Old Road (Wheatley), 70 Laurel Drive (Southmoor), 29 Littlebrook Meadow (Shipton-Under-Wychwood), 37 Millwood End (Long Hanborough), **objecting** to the proposals, in summary these comments included concerns relating to the following:

- Concerns about the charging schedule
- More detail needed relating to the charging of the car parking
- Charging may reduce accessibility of rowing club
- Concerns about cost of car parking
- Falcon Rowing Club members come from further afield so require car parking
- A condition of Falcon Rowing Club's building included a management plan for the provision of car parking
- Other nearby clubs have their own dedicated car parking (whereas Falcon Rowing Club does not)
- Car park cannot currently accommodate all of Falcon Rowing Club's requirements (and so opening to other users would mean it would be over-capacity)
- The car park was resurfaced and improved to meet Falcon Rowing Club's requirements
- Guest coaches and coaches from further afield need car parking at Falcon Rowing Club
- Concerns about loss of car parking for Falcon Rowing Club for users with reduced mobility/disability
- If the variation is granted can Falcon Rowing Club members be provided permits
- Equipment needed by Falcon Rowing Club is heavy and cars are required to take equipment to the site
- Impact of anti-social behaviour from public use
- Impact on highway safety
- Impact from noise/pollution

6.6. Comments were received from the following addresses: 72 St Leonards Road, 10 Twynhams Road Tackley, 18 Oxford Close, 320 London Road, 44 Iffley Turn, 221 Iffley Road, 44, 71 Frelands Road, 78 Donnington Bridge Road, 26 Chester Street, 26 Cavell Road, 50 Arnold Road, 51 Corallian drive (Faringdon), 49 Balliol Road (Bicester), 37 Jay Close (Bicester), 31 Binning Close (Drayton), 3 Pound Close (Yarnton), 18 Oxford Road (Cumnor), 18 Leen Valley Way (Hucknall), 18 Butlers Drive (Carterton), 11 Seedling Road

(Bodicote), 82 Swinburne Road, Rotherfield Mews (Henley-on-Thames), 17 Outram Road, 21 Lincoln Road, 13, 42, 72, 88 Freeland Road, 92 Crescent Road, 44 Chester Street, 1, 2, 3, 4, 11, 13, 14, 14, 16, 17, 19, 21, 25, 27, 31, 35, 39, 41, 55, 57 Bedford Street, 16 Bannister Close, 28, 31, 45, 53 Arnold Road, 318 Flat 1 Headington (incomplete address), 12 Cowleaze (Chinnor), William Lucy Way (no number provided), 105 Radley Road (Abingdon), 6, 8, 12, 17, 23, 28, 38, 51, 53 Stratford Street, 33 Station Road (Wallingford), 30 Chester Street, 83 Bagley Close, 33 Maidcroft Road, 24 Chester Street, 41 Cardigan Street, 17 Broad Gap (Banbury), Flat 2, 304 Banbury Road, 27 Acorn Close (Bicester), 26 Fletcher Road, 55 Bodley Road, 33 Parkside (Marcham), 14 St Pauls Crescent, 49 Ypres Way (Abingdon), 56 Wilding Road (Wallingford), 33J West St Helen Street (Abingdon), 5 Waxes Close (Abingdon), Wantage (No address provided), 1, 13 The Oval (Bicester), The Old Pound (Wootton), Flat 1, 107 The Moors (Kidlington), The Limes (Chipping Norton), 4 The Glebe (Wheatley), 17 Sycamore Gardens (Bicester), 9 Staniland Court (Abingdon), 32 Round Close Road (Adderbury), 109 Ridgefield Road, 3, 7, 13, 16, 21, 28, 32 Parker Street, 32 Pauling Road, 57 Old High Street, 90 North Street (Middle Barton), 8 Norreys Road (Cumnor), 335 Meadow Lane, Mathews Way (Abingdon), 34 Masons Road, 7 Larch End (Garsington), 122 Kimmeridge Road (Cumnor), 18B Kempson Crescent, 18 Japonica Close (Bicester), Highwinds Woodperry Road, 4 High Street (Cumnor), Harpes Road (no number provided), 165 Foxhills Way (Brackley), 33 Foxglove Close, 5 Drayton Close, 3 Dale Close, 37 Coverley Road, 62 Courtland Road, 16 Costar Close, Brize Norton Carterton (no number provided), 20 Bracegirdle Road, 24 Blackbird Close (Brackley), Beauchamp Lane (No number provided), 54 Barretts Way (Sutton Courtenay), 35 Abingdon Road, 33 Abelwood Road, 51, 64, 66, 81, 82, 90 Warwick Street, 34 Percy Street, Meadow Lane (no number provided), 12 Howard Street, 57 Hertford St, 17 Bannister Close, 320 London Road, 33, 45, 47, 49, 52, 66, 70, 71, 73, 87, 92, 100, 101, 104, 108, 111, 113, 115 Fairacres Road, St Mary & St John CE Primary School Meadow Lane, Donnington Football Club, 16 Boulter Street, 9 Hastoe Grange, 348A Woodstock Road, 20, 58 Cornwallis Road, 2 Crown Street, 32 Dale Close, 168 Howard Street, 117 Mogridge Drive, 6 Oswestry Road, 1 Press Way, 10 Stubble Close, 34 Cornwallis Road, 15 Church Cowley Road, 64 Nowell Road, 6, 27, 35, 36, 38, 49, 50B, 58, 62, 63, 66, 68 Argyle Street, 28 Collinwood Road, 18 Oxford Road (Cumnor), 22 Harcourt Green (Aylesbury), 40 Cavell Road, 19 Owens Way, 12 Percy Street, 44 Sunningwell Road, (No number provided) Warneford Road, Iffley Fields Residents' Association, 27 Spring Field Way (Sutton Courtenay), 14 The Paddox, 58 Spruce Drive (Bicester), 12 Lock Crescent (Kidlington) The Barn (Thrupp), **supporting** the proposals, in summary these comments included points relating to the following:

- Support the opening up of the car park to other users
- Support the proposals to open but car park should be opened and closed at reasonable times
- Support use by the school, would like 30 minute free drop off for parents
- Support use of car park by other water sport activities
- Car park should be free for school drop off
- Car parking would be useful for guests of clubs in the area
- Hours of car parking should deter long-term or commuter use

- Consultation should take place with community groups about the management of the car park
- Car parking permits could be made available for local residents to use the car park
- Would be useful for football clubs in the area
- Car park should be closed at night
- Support provision of cycle parking
- Proposals would reduce congestion
- Would be beneficial for angling clubs
- Support provision of a car club space
- Reduction in congestion in nearby residential roads
- Benefit for disabled users of the car park

6.7. Comments were received from the following Lindale Berry Hill Road (Adderbury), No Address Provided, 115 Fairacres Road, Cllr Kerr (Ward Councillor), **neither objecting nor supporting the proposals**, in summary these comments included points relating to the following:

- Would like reasonable charging rates for car parking
- Returning to original provision as an equitable facility for residents and others
- Would like provision of designated car club space

Officer Response

6.8. A large number of comments have been made with respect to this application. In summary, the majority of objections to the application have been made by members of Falcon Rowing Club and relate to the potential loss of provision of car parking for the Club. The majority of comments in support of the application have been made by residents who support the opening of the car park to the public.

6.9. A small number of comments may have been labelled by residents as objections but were in fact supporting the re-opening of the car park to the public (and should therefore have been arguably titled a comment in support); likewise a number of objections actually support the variation of the condition and should have been labelled as a comment supporting the application. Officers have labelled the comments above as comments objecting to or supporting the application based on the way that these comments were labelled by the residents making those comments rather than based on a supposition about their content.

6.10. The matters raised in comments above have been carefully considered in the officer report below.

7. PLANNING MATERIAL CONSIDERATIONS

Officers consider the determining issues to be:

- i. Principle of development
- ii. Impact on Amenity

- iii. Highways Impacts
- iv. Other Matters

i. Principle of development

Greenbelt

- 7.1 The application site is located within the Green Belt; the planning permission granted for the resurfacing of the car park and associated improvements (reference 21/01271/CT3) considered the acceptability of those proposals in the context of their impact on the Green Belt. Development can only be acceptable in the Green Belt where it is not considered to be inappropriate development in accordance with local and national planning policies as required by Policy G3 of the Oxford Local Plan (2036) and Paragraph 150 of the NPPF. In this context, it was acknowledged that the development of the car park had altered the appearance of the site, specifically as it had previously been constructed of a largely unmade surface but was then enlarged and surfaced in tarmac. The principle of this development was appropriate because it constituted local transport infrastructure and was an improvement to an existing car park. Despite this, Paragraph 154 (formerly Paragraph 150 at the time of the determination of application 21/01271/CT3) of the NPPF requires that such development is only acceptable where it preserves the openness of the Green Belt and does not conflict with the purposes of including the land in the Green Belt. The location of local transport infrastructure in the Green Belt must be justified to be considered acceptable in the context of Paragraph 154 of the NPPF.
- 7.2 With respect to the consideration of the acceptability of the application 21/02171/CT3 in terms of its location in the Green Belt it was concluded that this was justified as a result of the recent development of the Falcon Rowing Club (planning permission 19/00410/FUL) as the resurfacing and improvements to the car park could contribute towards the provision of car parking for that building. It is worth considering that the development of the Falcon Rowing Club building in the Green Belt was justified in the context of relating to the provision of outdoor sport which is itself an appropriate development in the Green belt for the purposes of Paragraph 154 of the NPPF (Paragraph 145 at the time of determination of application 21/01271/CT3). The proposed management of the car park, as suggested by the applicant as part of the application 21/01271/CT3 and required by condition as part of the granting of planning permission therefore linked the acceptability of the resurfacing of the car park in Green Belt terms with the provision of car parking for Falcon Rowing Club.
- 7.3 On the basis of the above, the proposed variation to condition 6 that is sought with this application would remove some of the justification as the car park that was identified as making the resurfacing and associated improvements (with application 21/01271/CT3) acceptable in Green Belt terms as the car park would no longer be associated solely with Falcon Rowing Club. Despite this, Officers consider that the provision of the car park is still associated with outdoor sport and recreation given the location

adjacent to a number of community facilities for outdoor sports (which still include the Falcon Rowing Club) as well as public access to the river.

- 7.4 The proposals include small ancillary changes to the car park (which would be permitted development in any case, on the basis of work that can be undertaken by a Local Authority as set out in Part 12 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended). As a result, these aspects of the development are acceptable in terms of their impact on the Green Belt.
- 7.5 On the above basis, the principle of the car park in Green Belt terms is still acceptable despite the variation of condition that is sought. As a result, the proposals meet the requirements of Policy G3 of the Oxford Local Plan (2036) and Paragraph 154 of the NPPF.

Impact on Community Facilities

- 7.6 The proposed development should be considered in terms of its acceptability in the context of Policy V7 of the Oxford Local Plan (2036); this seeks to safeguard the loss of community facilities. The requirements of the policy mean that development should be refused where it would lead to the loss of the viability of a community facility or prejudice its operation which could include the loss of car parking. In this context, officers consider the Falcon Rowing Club to be a community facility and have carefully considered the impact of the proposed changes to the condition on the provision of car parking for that facility. A number of objection comments have focused on the loss of car parking having a negative impact on the function and viability of the Falcon Rowing Club and in particular a condition of the planning permission 19/00410/FUL for the development of the new building for the rowing club which required the provision of car parking:

No development shall commence until a Car Parking Management Scheme has been submitted to and approved in writing by the Local Planning Authority. The Car Parking Management Scheme shall, as a minimum, include details of access arrangements for the car park and its ongoing management including the following: o A plan to show the number and layout of car parking spaces; o Details of the groups that will have access to the car park; o The hours of use when the car park will be made available for those groups; o The means of restricting access and egress to ensure parking will not be available for unsolicited commuter vehicles; o The means for implementing and enforcing the car parking management scheme; o The method of monitoring and amending the car parking management. The development shall be undertaken strictly in accordance with the Car Parking Management Scheme as approved at all times.

Reason: To reduce the pressure for car parking in the locality in accordance with policies CP1, TR3 and TR12 of the Adopted Oxford Local Plan 2001-2016.

(Condition 19 of planning permission 19/00410/FUL)

- 7.7 The application site for this application (24/00585/VAR) was not included in the application site for the rowing club (19/00410/FUL). Condition 19 of the planning permission 19/00410/FUL was discharged with a management plan that included the provision of 35 car parking spaces on the application site. The approved management plan included the provision of public car parking and some physical separation between the private (Falcon Rowing Club) and public car parking. It is understood that the car park has not been managed in accordance with the approved management plan.
- 7.8 Officers note that there are a number of objections that relate to the above matter. It is important for members to be aware that at the time that the management plan was submitted to the Council to discharge Condition 19 of planning permission 19/00410/FUL Falcon Rowing Club did not have a lease that would allow them to manage the car park in line with their submission.
- 7.9 Whilst not strictly a matter for the consideration of this application officers would indicate that it may be possible for Falcon Rowing Club to provide an alternative management plan that would propose the use of the car park if this application is approved; albeit acknowledging that they would not have exclusive use of the car park. Officers consider that this is a matter for Falcon Rowing Club and the applicant for this application.
- 7.10 In addition to the above, it is noted that at the time that the application 19/00410/FUL was approved the former Oxford Local Plan (2006-2016) formed the adopted Development Plan. Policies in that plan differ from the current adopted plan, and specifically Policy M3 of the Oxford Local plan (2036) in prescribing parking standards for community facilities and buildings. It is unlikely that if planning permission was granted for the Falcon Rowing Club's new building now that exclusive provision of car parking would be required. It should also be noted that since the approval of planning permission 19/00410/FUL a Controlled Parking Zone (CPZ) has been implemented in Meadow Lane that means that any overspill parking from the Falcon Rowing Club is less likely given parking controls in the area. In this respect, it is arguably the case that the requirements of Condition 19 of planning permission 19/00410/FUL would not be justified in policy terms now.
- 7.11 Officers do not consider that the proposed opening of the car park to the public and the end of its exclusive use by Falcon Rowing Club would be contrary to Policy V7 of the Oxford Local Plan (2036). The car park would still be open to the users of the Falcon Rowing Club and the opening of the car park to other uses would have wider benefits in the context of this policy by allowing its use by other community facilities in the area which include other clubs and the school (as well as public access to the river).

ii. Impact on Amenity

- 7.12 Policy RE7 of the Oxford Local Plan 2036 states that planning permission will only be granted for development that ensures that standards of amenity

are protected. This includes the amenity of communities, occupiers and neighbours is protected in addition to not having unacceptable unaddressed transport impacts and provides mitigation measures where necessary.

- 7.13 Policy RE8 of the Oxford Local Plan 2036 states that planning permission will only be granted for development proposals which manage noise to safeguard or improve amenity, health, and quality of life. Planning permission will also not be granted for development that will generate unacceptable noise and vibration impacts. Planning permission will not be granted for development sensitive to noise in locations which experience high levels of noise, unless it can be demonstrated, through a noise assessment, that appropriate attenuation measures will be provided to ensure an acceptable level of amenity for end users and to prevent harm to the continued operation of existing uses.
- 7.14 The principal impacts of the car park in amenity terms relate to the increase noise and emissions from vehicles using the car park; with the increased use arguably arising as a result of the car park having an increased capacity and year round use because of it being properly surfaced. The uncontrolled use of the car park for commuter parking was one of the reasons for the imposition of Condition 6 of planning permission 21/01271/CT3. It should be noted that there was a period of time between the unauthorised resurfacing of the car park in late 2018 and the implementation of the management of the car park in line with the aforementioned condition in early 2022 when the car park was used by the general public. It is understood that there were impacts on some local residents during this period; the car park had been enlarged, surfaced in tarmac and was free to use without restrictions or enforcement. In addition to the increase use throughout the day it was understood that there were some issues with anti-social behaviour and evening/nighttime use.
- 7.15 When the application 21/02171/CT3 was approved the above impacts on local residents were acknowledged in the officer report but it was concluded that with the correct management of the car park it could be made acceptable in amenity terms. Given the presence of the gate on the application site and the applicant's proposals to lock the gate and allow the site to only be used by the Falcon Rowing Club the aforementioned amenity impacts could be made acceptable. This led to the imposition of Condition 6 of planning permission 21/01271/CT3.
- 7.16 The supporting information submitted with the application (which includes a Design, Access and Impact Statement) does not identify how the proposed car parking management of the site with the implementation of a charging regime would safeguard amenity impacts. However, the main impacts arising from the use of the car park were previously considered to likely arise from its uncontrolled use. On this basis, officers recognise that the applicant will provide more control over the use of the car park than has previously existing. A charging regime is to be introduced which would be priced to deter long-term and commuter parking.

- 7.17 As a result of the above, officers recommend that the variation of the condition to implement a charging regime with a weighted payment rate to deter long-term and commuter parking would likely resolve any amenity impacts from the car park's use. It should also be noted that the site operated for many years as a public car park, albeit acknowledging that the use was likely restrained by the quality of surface and capacity. On the above basis the variation of condition would be acceptable in the context of Policies RE7 and RE8 of the Oxford Local Plan (2036).

iii. Highways Impacts

- 7.18 Policy M3 of the Oxford Local Plan 2036 states the parking requirements for all non-residential development, whether expansions of floorspace on existing sites, the redevelopment of existing or cleared sites, or new non-residential development on new sites, will be determined in the light of the submitted Transport Assessment or Travel Plan, which must take into account the objectives of this Plan to promote and achieve a shift towards sustainable modes of travel. The presumption will be that vehicle parking will be kept to the minimum necessary to ensure the successful functioning of the development. In the case of the redevelopment of an existing or previously cleared site, there should be no net increase in parking on the site from the previous level and the Council will seek a reduction where there is good accessibility to a range of facilities.

- 7.19 As part of the determination of the application for the resurfacing and improvements to the car park (application 21/01271/CT3) it was acknowledged that the development had led to an increased provision of car parking on the site which was contrary to the aims of policies M1 and M3 of the Oxford Local Plan 2036. The response from the applicant with respect to application 21/01271/CT3 was to manage the car park in such a way that it would not lead to an increase in car parking.

It is proposed for the car park to be locked and only open during times when the Falcon Rowing Club are operating on the site. There is an existing gate (which can be secured) at the entrance to the car park and sufficient space for a car to pull in off of the highway so that the gate can be opened (by the authorised keyholder) without vehicles obstructing the highway. On the basis that the car park solely serves the Falcon Rowing Club then it would only marginally overprovide car parking in relation to that facility, having had regard to the maximum standards required by Policy M3.

(extract from officer delegated report 21/01271/CT3)

- 7.20 Policy M3 of the Oxford Local Plan (2036) does recognise the need for some on and off-street parking to meet the requirements of those using the city centre and district and local centres for both business and pleasure. This is the position that has been advanced in the submitted Design, Access and Impact Statement with his application. Having regards to this officers are mindful that the site is not within close proximity to the city, a district or a

local centre. However, weight does need to be given to the fact that the existing use of the site had been a car park for a considerable period of time until the approval of the application 21/01271/CT3 and the restriction set out within condition 6 of this permission. As a result officers are of the view that the reinstatement of public car parking on this site may be considered acceptable in light of that longstanding historic use of the site.

- 7.21 Revised plans have been received that suggest a circulation of vehicles through the car park (with the use of painted white arrows) that would ensure that vehicles could move through the car park and exit safely if the car park is full. This was raised as a requirement by the County Council as the local highway authority who initially objected to the proposals in highway safety terms. A revised comment from the County Council has removed that objection as the car park can safely operate and users would not have to reverse into Meadow Lane if the park is full. Officers of the County Council have suggested that they question the case put forward by the applicant to resolve the use of the car park for public parking in policy terms. Officers consider that this matter has been considered above and on balance is acceptable as a result of the previous public use of the site for car parking.
- 7.22 Some concerns have been expressed about the use of the site during peak hours. Officers visited the site on a number of occasions on weekend mornings and witnessed that a number of vehicles were parked in previously landscaped parts of the site and not within the surfaced area of the car park. In order to ensure that the landscaped edges of the site are not degraded and there is not an increase in car parking (beyond what is currently approved on the site) then the provision of a low fence or bollards should be required by condition.
- 7.23 The improvements proposed to be provided for circulation through the car park that are proposed with this application are recommended to be included as a condition if planning permission is granted. There is existing provision of cycle parking on the application site which would be unchanged by the proposals. On this basis the development would be acceptable in highway safety and parking terms and meets the requirements of Policies M1, M3, M5 and RE7 of the Oxford Local Plan (2036).

iv. Other Matters

- 7.24 The proposals would create additional public car parking which would include the provision of a disabled car parking space. Officers consider that this is beneficial in the context of Policy M1 of the Oxford Local Plan and Paragraph 117 of the NPPF. In reaching a recommendation to grant planning permission and vary Condition 6 of planning permission 21/01271/CT3 officers have considered the requirements of Section 149 of the Equalities Act (2010).
- 7.25 Several objecting comments refer to a lack of local engagement in the preparation of the application, specifically with Falcon Rowing Club. Officers understand that there was targeted consultation carried out in advance of the

submission of the application and this included the opportunity for interested parties to influence the charging regime, permits or a lease over parts of the site to secure some provision of exclusive use.

- 7.26 The proposed changes to conditions would not impact on the acceptability of the development on site in the context of ecology, drainage or landscaping. Where applicable officers have recommended that original conditions imposed with condition 21/01271/CT3 are included in the new planning decision if permission is granted.

8. CONCLUSION

- 8.1 Having regards to the matters discussed in the report, officers would make members aware that the starting point for the determination of this application is in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which makes clear that proposals should be assessed in accordance with the development plan unless material considerations indicate otherwise.
- 8.2 Officers recommend that it would be acceptable to vary condition 6 of planning permission 21/01271/CT3 which required the car park to be used only by the Falcon Rowing Club and allow the use of the car park by the public and other community groups in line with the management of the car proposed in this application. Despite the main material impacts arising from the proposals in policy terms being finely balanced officers have had regard to the previous use of the car park by the public when recommending that this application should be approved.
- 8.3 On balance, the proposal would be acceptable in principle, there would not be an unacceptable impact in amenity terms and the proposals would be acceptable in highway safety and parking terms. Any specific impacts or mitigation can be adequately addressed by conditions as set out below.
- 8.4 The NPPF has a presumption in favour of sustainable development. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where the development plan is absent, silent, or relevant plans are out of date, granting permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole; or specific policies in the framework indicate development should be restricted. Policy S1 of the OLP 2036 repeats this.
- 8.5 Officers consider that the proposal would accord with the overall aims and objectives of the NPPF and policy S1 for the reasons set out within the report. Therefore in such circumstances, planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.
- 8.6 Officers would advise members that having considered the application carefully including all representations made with respect to the application,

that the proposal is considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Local Plan 2016-2036, when considered as a whole, and that there are no material considerations that would outweigh these policies.

- 8.7 It is recommended that the Committee resolve to grant planning permission for the development proposed subject to conditions with draft wording as set out below and with the final wording of the conditions delegated to the Director of Planning and Regulation.

9. CONDITIONS

Time limit

- 1 The development to which this permission relates must be begun not later than the expiration of three years from the date of the permission 21/01271/CT3.

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

Build in accordance with the approved plans

- 2 The development referred to shall be constructed strictly in complete accordance with the specifications in the application and the submitted plans.

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

Drainage

- 3 The gravel infiltration trenches as shown on the approved surface water strategy plan (Drawing No. 2 Rev. A dated 24.11.2021) submitted with application 21/01271/CT3 shall be installed in accordance with the submitted construction details (Drawing No. SD001 Rev A dated 10.05.2021).

Reason: In the interests of satisfactory drainage as required by Policy RE4 of the Oxford Local Plan (2036).

Landscaping

- 4 Within twelve months of the date of the decision 21/01271/CT3 or by the end of the first planting season following the substantial completion of the remedial work required by Conditions 3 and 4 of the decision 21/01271/CT3 the approved landscaping scheme as set out on the approved plan (Drawing No. 005 Rev A dated 24.11.2021) shall be completed. For the avoidance of doubt the completion of the approved landscaping scheme shall include the planting of four trees as shown on the approved landscaping scheme and either the application of grass seed or turf to the areas shown in green on

the approved plan (Drawing No. 005 Rev A dated 24.11.2021) where those areas currently contain asphalt and that asphalt is required to be removed. If any tree that is planted in accordance with this condition dies within five years of the date of this decision then a replacement specimen shall be planted.

Reason: In order for the development to be acceptable in terms of its impact on the amenity of surrounding occupiers and in terms of its environmental impact as required by Policies RE3, RE4, RE6, RE7, RE8, G1, G3 and H14 of the Oxford Local Plan (2036).

Management of Car Park

- 5 The management of the car park shall include the provision of a charging regime that would include weighted payment rates to deter long-term and/or commuter parking as set out in the submitted Design, Access, and Impact Statement (Jessop and Cook Architects, April 2025). The charging regime shall be commenced within six months of the date of this decision and shall thereafter be retained.

Reason: To prevent uncontrolled commuter parking and residential car parking on the site in a manner that would be contrary to Policies M1 and M3 of the Oxford Local Plan (2036), in the interests of neighbouring residential occupiers as required by Policies RE6, RE7 and RE8 of the Oxford Local Plan, and to ensure that there is adequate car parking for the Falcon Rowing Club and local community groups in accordance with Policy V7 of the Oxford Local Plan (2036).

No Additional Car Parking

- 6 No additional car parking shall be provided on the application site other than within the marked car parking spaces shown on the approved site plan (Drawing No.P.1646_013 REV E) and no areas outside of the marked car parking spaces shall be used informally for car parking.

Reason: In order for the development to be acceptable in terms of its impact on the amenity of surrounding occupiers and in terms of its environmental impact as required by Policies RE3, RE4, RE6, RE7, RE8, G1, G3 and H14 of the Oxford Local Plan (2036).

No additional access

- 7 Notwithstanding the provisions of Part 2, Class B of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) or any order replacing or re-enacting those provisions no additional vehicular access shall be created into the approved car parking area shown on the approved plans.

Reason: To prevent uncontrolled commuter parking and residential car parking on the site in a manner that would be contrary to Policies M1 and M3 of the Oxford Local Plan (2036), in the interests of neighbouring residential occupiers as required by Policies RE6, RE7 and RE8 of the Oxford Local

Plan, and to ensure that there is adequate car parking for the Falcon Rowing Club in accordance with Policy V7 of the Oxford Local Plan (2036).

Improvements to Car Park

- 8 Within six months of the date of this decision the layout of the car parking including the painting of white lines as set out in the approved plan (Drawing No. P.1646_013 REV E) shall be completed.

Reason: In the interests of highway safety as required by Policy RE7 of the Oxford Local Plan (2036).

Boundary Treatment

- 9 Within four months of the date of this decision a detailed plan showing a boundary around the surfaced area of the car park that would preclude access from the car park to the areas outside of that surfaced area (other than the approved access onto Meadow Lane) shall be submitted to and approved in writing by the Local Planning Authority. The approved boundary treatment shall be installed with six months of the date of this decision and thereafter shall be retained and maintained in perpetuity.

Reason: In the interests of ensuring that there is no further increase in the car park size or capacity and there is no further loss of vegetation or green space at the verdant edges of the site as required by Policies M3, G2, G3 and G7 of the Oxford Local Plan (2036).

APPENDICES

Appendix 1 – Location Plan

Appendix 2 –Officer Delegated Report (21/01271/CT3)

HUMAN RIGHTS ACT 1998

Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to [approve/refuse] 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.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

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