



2.2 It also considers the impact of the proposed interventions on the significance of other listed buildings and non-designated heritage assets on the Warneford Hospital site, the settings of which would be affected by the works.

2.3 The key matters for assessment set out in this report include the following:

- What is the special significance of the listed building, curtilage listed buildings, and non-designated heritage assets that are affected by the proposals;
- Whether the proposals would harm, preserve or enhance the significance of the affected heritage assets;
- If harm would be caused to the significance of the assets, whether that harm has been justified;
- If the harm that would be caused has been clearly and convincingly justified, whether there would be sufficient public benefits that would arise directly from the proposals that would outweigh the level of harm that would be caused;
- Whether the proposed works of repair, demolition and alteration meet the objectives of both local and national planning policies.

### **3. LEGAL AGREEMENT**

3.1 This application is subject to a legal agreement.

### **4. COMMUNITY INFRASTRUCTURE LEVY (CIL)**

4.1 The proposal is not liable for CIL.

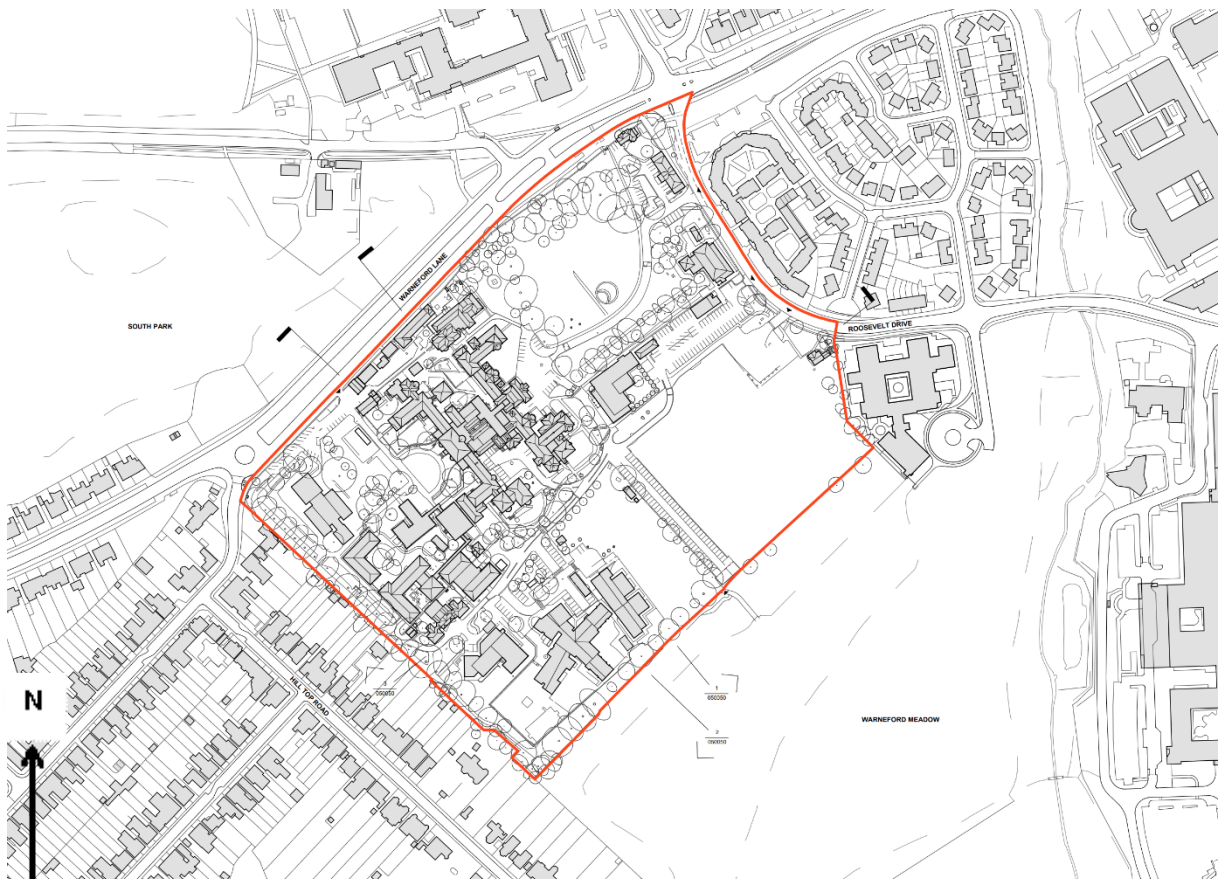
### **5. SITE AND SURROUNDINGS**

5.1 This application concerns the site of the Warneford Hospital, which is located approximately 2.4km east of the city centre, to the south of Headington Hill. The site is bounded to the north by Warneford Lane, across which lies the top corner of South Park and the site of Cheney Farm, formerly occupied by TOAD distillery. It is bounded to the west by the residential properties at the northern end of Divinity Road and Hill Top Road, and to the south by Warneford Meadow, which is a designated Town Green and included on the Oxford Heritage Asset Register (OHAR). To the east of the site lies residential development and student accommodation along Roosevelt Drive and Headington Care Home, beyond which is located the Old Road Campus.

5.2 The Warneford Hospital itself occupies much of the north-eastern quarter of the site. The building dates from the 19<sup>th</sup> century and was purpose-built as a 'lunatic asylum' for fee-paying patients on open land beyond the unsanitary conditions of the city centre. It is listed at Grade II.

5.3 The 19<sup>th</sup> century Mortuary, Chapel, and early-20<sup>th</sup> century Nurses' Home associated with the asylum and located to the north of the main hospital building are also independently listed at Grade II; as is the early-20<sup>th</sup> century Gate Lodge and Front Garden Area, Wall, and Gate Piers located in the north-eastern most corner of the site, near the junction of Warneford Lane and Roosevelt Drive, where the entrance to the site was once located.

- 5.4 In addition to the above, there are also a number of other surviving 19<sup>th</sup> century ancillary buildings and structures associated with the asylum on the site which are not listed in their own right, but meet the criteria to be considered curtilage listed to the Grade II main hospital building. These include: an Isolation Hospital, Apple Store House, former Laundry, Farmhouse, former Stables, and sections of original boundary wall.
- 5.5 There is a large area of formal lawn planted with belts of mature trees to the east of the main hospital building, occupying most of the northeastern quarter of the site. This was laid out in the later 19<sup>th</sup> century to provide a picturesque parkland setting to the hospital, and continues to serve this function today. Originally, there were formal gardens to the west of the main hospital building too, but these have been eroded by successive development through the later 20<sup>th</sup> and early 21<sup>st</sup> centuries.
- 5.6 The south-western quarter of the site is occupied by various areas of hardstanding and the recent Highfield Adolescent Inpatient Unit, whilst the south-eastern quarter of the site is largely an open grassed area of land, with sizeable areas of car parking to the west and north, and the early-2000s POWIC building – occupied by the SANE charity - located near to the main hospital building.
- 5.7 Within the hospital grounds there are rare idiosyncratic features surviving from the 19<sup>th</sup> century asylum gardens, including remnants of ‘airing court’ walls and historic bunds, and as a whole the site merits consideration as a non-designated historic landscape.
- 5.8 See Appendix 1 for a map of heritage assets on and near the site.
- 5.9 See block plan below:



## 6. PROPOSAL

6.1 Listed Building Consent is sought for a range of repair, alteration and demolition works to listed and curtilage listed structures on the Warneford hospital site as part of a set of wider proposals for the redevelopment of the site, which will include construction of a new hospital and research and development building, re-provision of the POWIC building, and the creation of a new graduate college for the University of Oxford. These redevelopment proposals are the subject of a separate hybrid planning application (ref. 25/01859/OUTFUL).

6.2 Listed Building Consent is sought for:

- comprehensive repair works to the exterior of the Grade II listed *Lodge and Front Garden Area Wall and Gate Piers* (NHLE ref. 1245350), including repointing and stonework repairs, and repairs to rainwater goods and windows;
- a programme of repair works to the historic listed and curtilage-listed boundary walls on the site, as detailed in the submitted *Perimeter Wall Conditions Survey* (Brink Architects, Revision D May 2025). Although it should be noted that the 'immediate' and 'medium term' actions set out in this document are due to be carried out independently by the NHS, subject to separate listed building consents (ref. 26/00085/LBC and 26/00433/LBC) and therefore only the remaining longer term works set out in this document form part of this application;
- repairs to curtilage listed boundary walls where modern buildings and structures attached to the wall are due to be demolished as part of the wider redevelopment of the site;
- demolition of the curtilage-listed Farmhouse and former Stables building (Green Tree Lodge), and the careful dismantling, relocation and restoration of a surviving curtilage-listed 19<sup>th</sup>-century garden pavilion, to enable the construction of the new hospital, R&D and POWIC buildings;
- demolition of limited sections of the curtilage listed boundary walls to enable the new hospital, R&D and POWIC buildings, as indicated on the *Demolition Masterplan Zone 01, 02* (drawing WPO-EPA-Z00-RF-DR-AR-05000) and other submitted drawings;
- the introduction of a new pedestrian gate in the northern curtilage-listed boundary wall to improve wayfinding and access to the redeveloped site from Warneford Lane.

## 7. RELEVANT PLANNING HISTORY

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

52/02307/A_H - Alterations to stables to form living accommodation. PER 29th May 1952.
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72/27065/A\_H - New access road.. PER 27th February 1973.

94/01312/NF - Enlargement of existing opening during construction of Wellcome Building (NF/226/94) and reconstruction of wall afterwards. (Amended plan). PER 1st December 1994.

14/01902/FUL - External alterations involving the replacement of existing corrugated sheeting with 1 x pedestrian gate and 1 x vehicular gate to the boundary wall and 1 x pedestrian gate to the front entrance of the lodge.. APPRET .

14/01903/LBC - Removal of corrugated metal sheets for two gate openings and insertion of new metal gates. Insertion of new metal gates to front entrance of the lodge.. APPRET .

14/02012/LBC - External alterations involving the replacement of existing corrugated sheeting with 1 x pedestrian gate and 1 x vehicular gate to the boundary wall and 1 x pedestrian gate to the front entrance of the lodge.. APPRET .

25/00322/LBC - Installation of 1no. external intercom and access control reader to the Out-Patients Building. PER 16th April 2025.

25/01859/OUTFUL - (i) Outline application (with all matters reserved save for "access"), for the demolition of existing buildings and erection of a graduate college for the University of Oxford comprising Student accommodation (Sui Generis), ancillary college buildings (Sui Generis), provision of landscaping, bin and cycle parking, car parking, public realm and open space.

(ii) Full application for demolition of existing buildings and partial demolition of existing walls, erection of a hospital building (Use Class C2), a research building (Use Class E(g)(ii)), a hospital research link building (C2/E(g)(ii)), and erection of relocated SANE building (Use Class E(g)(i)and (ii)) and pavilion building. Provision of associated car parking, cycle parking, bin storage, access, landscaping, public realm works and associated infrastructure works. Refurbishment and repair of the Gate Lodge and use for residential accommodation associated with the College (Use Class Sui generis) (Amended documents and additional transport documents). PDE ..

26/00085/LBC - Alterations and repairs to limestone perimeter wall.. PCO .

26/00432/FUL - Repair of existing lintel, installation of 3no. buttresses.. PCO .

26/00433/LBC - Repair of existing lintel, installation of 3no. buttresses.. PCO .

## 8. RELEVANT PLANNING POLICY

- 8.1 The Submission Draft Oxford Local Plan 2045 was approved at Council on 26<sup>th</sup> January 2026 for Regulation 19 consultation and submission to the Secretary of State. This emerging plan includes relevant draft policies, which are a material consideration and in most cases support the approach of the referenced Oxford Local Plan 2036 policies.
- 8.2 The application site is also within the Headington Neighbourhood Plan Area.
- 8.3 The following policies are relevant to the application.

Topic	National Planning Policy Framework	Local Plan	Neighbourhood Plans:	Emerging Local Plan 2045
Conservation / Heritage	Section 16	DH3 – Designated Heritage Assets  DH4 - Archaeological assets  DH5 – Non Designated Heritage Assets	Headington Neighbourhood Plan CIP1, CIP4.	HD3 - Designated Heritage Assets  HD4 – Non Designated Heritage Assets  HD5 - Archaeology

## 9. CONSULTATION RESPONSES

- 9.1 Site notices were displayed around the application site on 27th August 2025 and an advertisement was published in The Oxford Times newspaper on 28th August 2025.

### Statutory and non-statutory consultees

#### The Georgian Group

- 9.2 By email dated 19<sup>th</sup> September:  
‘We are grateful for the opportunity to comment, however as the listed buildings affected by the application are outwith our statutory period remit (1700-1837)we do not wish to offer comments, and we defer to The Victorian Society and other consultees for their expert advice on the application.’

The Victorian Society were also consulted, but did not provide any comments on the application.

#### Historic England Commission

- 9.3 In a letter dated 2<sup>nd</sup> September:  
‘Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application. We suggest you seek the views of your specialist conservation and archaeological advisers’.

#### Oxford Preservation Trust

- 9.4 In a letter dated 24<sup>th</sup> September:  
‘This is a significant scheme for Oxford. We commend its vision, ambition and coherence and the detailed preparatory work that has been undertaken to inform it.

We note that the site is allocated within the adopted Local Plan 2036 (Policy SP22) and that any future development should provide “healthcare related facilities”.

We acknowledge the benefits the scheme proposes which include:

- A purpose-built mental health hospital for the 21st century

- A major new mental health and brain science research centre
- A post-graduate medical college
- The conservation, repair and sustainable adaption of a number of listed buildings
- Removal of unsympathetic additions to existing listed buildings
- Improved landscaping, including reinstatement of some historical features
- Improved public realm and accessibility across the site as a whole.

...We note the proposed removal of several curtilage listed buildings, such as the farmhouse and former stables. Having reviewed the Heritage Impact Assessment (HIA) we can see that these two buildings (when compared to other listed buildings across the site) are of less architectural interest due to alterations and conversions into alternative uses over the years. Whilst we regret their loss, we accept the conclusions in the HIA that their removal will result in less than substantial harm to the main hospital building and the wider site.’

Other detailed comments contained within the consultation response related solely to the design of the main hospital and research centre, re-use of the main listed hospital building, demolition of more recent buildings and the need for a whole life carbon assessment of these, and the impact of surface and groundwater flow on the Lye Valley SSSI, which either do not form part of this Listed Building Consent application or are not relevant to it and will therefore not be reproduced in full in this report.

#### Divinity Road Resident’s Association

- 9.5 In a response through the planning portal during the public consultation period: A number of concerns were raised by the Association including overdevelopment of the site, parking and increased traffic flows, and the impact on the character of the Warneford Meadow. However, these relate to the wider development proposals for which planning permission is sought and not to the particular works that are the subject of this Listed Building Consent application. The comments will therefore not be reproduced in full in this report.

#### Internal – Archaeology

- 9.6 In a response through the planning portal dated 12<sup>th</sup> September: ‘This application is of interest because it involves the demolition of a number of ancillary structures to the 19th century Warneford Hospital, the renovation of the Grade II listed early 20th century Gate Lodge and small-scale demolition and repair works to the 19th century perimeter walls.

The initial Warneford Asylum was built to designs by architect Richard Ingleman in the 1820s within an extensive perimeter wall. Initially named the Oxford Asylum it was soon renamed the Radcliffe Asylum. The hospital was a paying hospital for the middle classes, although in due course a fund for poor patients was established. Men and women were strictly segregated, with a male side of the hospital and a female side, until the late 1950s. Over time the Warneford Committee of Management purchased surrounding land and established a perimeter enclosing about 150 acres. The extensive grounds were not only pleasure and exercise grounds for the patients but also provided flowers for the hospital rooms and fruit and vegetables for the kitchens. After WWII the hospital passed into public hands under the NHS.

The buildings to be demolished are 1) the late 19th century asylum farmhouse 2) the late 19th century pavilion (noted to be rare example in an asylum context) to be recorded and rebuilt in a new location and 3) the late 19th century former Stables (Green Tree Lodge). Whilst these ancillary buildings have been heavily altered by NHS

activities and upgrades over the years they would warrant appropriate recording, analysis and contextualisation in a standardised reporting format (Historic England 2016 Understanding Historic Buildings). In this instance a level 4 record is recommended.

The Grade II listed gate Lodge built in 1910 is to be renovated, with works including structural repairs to the gables, replacement windows, render removal and the rebuilding of dwarf garden walls and gate piers. A level 3 record is recommended in this instance.

A level 2 record is suggested for the minor demolition and repair works to the 19th century stone perimeter wall.

Advice: In this case bearing in mind the scope of proposed demolition and other works, I would request that, in line with the advice in the National Planning Policy Framework, any consent granted for this application should be subject to a condition to secure historic building recording'.

### **Public representations**

- 9.7 Three local people commented on this application from addresses in Old Road, Hill Top Road and Apsley Road.
- 9.8 In summary, the main points of objection (two residents) were:
- The impact of the wider redevelopment on the character of Warneford Meadow
  - Traffic levels and road safety
  - Loss of privacy due to the proposed student housing proposed in outline as part of the planning application.

### **Officer response**

- 9.9 It is noted that none of the main points of objection from the public representations or areas of concern raised by the Oxford Preservation Trust relate specifically to the works for which Listed Building Consent are being sought under this application.
- 9.10 In line with the advice given by the Planning Archaeologist it is recommended that a condition should be applied to this Listed Building Consent, should it be granted, as follows:

"No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of historic building recording work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the planning authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including early modern historic fabric (Local Plan Policies DH3 & 4).

The scope of the archaeological investigation should consist of a Level 4 historic building report (Historic England 2016 Understanding Historic Buildings) for those historic buildings being demolished, a Level 3 record for Gate House which is to be refurbished and a Level 2 record for the works to the perimeter walls. The historic building recording should be undertaken by a professionally qualified archaeologist working to a brief issued by the Local Planning Authority'."

## 10. PLANNING MATERIAL CONSIDERATIONS

### Policy Context

- 10.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities, when considering whether to grant listed building consent, 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.
- 10.2 The National Planning Policy Framework (NPPF) makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development, through meeting the three overarching objectives categorised as economic, social and environmental objectives. These objectives should be delivered in decision making and collectively form the heart of the NPPF as the presumption in favour of sustainable development.
- 10.3 This presumption in favour of sustainable development is reflected in policy S1 of the Local Plan, which states "When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF." The policy goes on to state that "It will work proactively with applicants to find a solution jointly which mean that applications for sustainable development can be approved where possible, and to secure development that improves the economic, social and environmental conditions in the area."
- 10.4 The NPPF recognises that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations (paragraph 202).
- 10.5 In determining applications, paragraph 210 of the NPPF requires local planning authorities to take account of:
  - a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
  - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - c) the desirability of new development making a positive contribution to local character and distinctiveness."
- 10.6 When considering the impact of a proposed development on the significance of a designated heritage asset, paragraph 212 of the NPPF requires great weight to be given to the asset's conservation (and the more important the asset, the greater the weight should be), irrespective of the level of harm to its significance. 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 (paragraph 213), and any development causing less than substantial harm to a designated heritage asset only being permitted if the proposal offers public benefits that outweigh the harm (paragraph 214).

- 10.7 These requirements are reflected in Policy DH3 of the adopted Oxford Local Plan, and Policy HD3 of the emerging Local Plan, and apply to curtilage-listed structures too.
- 10.8 When considering the impact of the proposed development on the significance of a non-designated heritage asset, paragraph 216 requires a balanced judgement to be made, having regard for the scale of any harm or loss and the significance of the heritage asset.
- 10.9 This is also a requirement of Policy DH5 of the adopted Oxford Local Plan 2036, and a requirement of Policy HD4 of the emerging Local Plan, which concern non-designated heritage assets.
- 10.10 Finally, paragraph 218 of the NPPF states that local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.
- 10.11 Officers consider the determining issues to be:
- The significance of the affected heritage assets and whether the proposals would harm, preserve or enhance the significance of the affected heritage assets;
  - If harm would be caused to the significance of the assets, whether that harm has been clearly and convincingly justified;
  - If the harm caused is considered to be less than substantial, whether there would be sufficient public benefits that would arise directly from the proposals that would outweigh the level of harm that would be caused.

#### Significance of the affected heritage assets

- 10.12 The Warneford Hospital site contains a collection of listed and curtilage listed structures relating to its history as a purpose-built Regency and Victorian asylum, together with remnant historic landscaped grounds, the historic and architectural significance of which are interwoven and - with the survival of so many parts of a historic asylum being rare - share considerable group value.
- 10.13 The Grade II listed Warneford Hospital building possesses historic and architectural special interest as an early purpose-built mental health institution, opened in 1826 as the Oxford Lunatic Asylum. Designed by Richard Ingleman, an experienced architect who undertook a number of major commissions for prisons and asylums in the early 19th century, the original building was conceived to resemble a country house located within large landscaped grounds, reflecting contemporary beliefs that therapeutic environments and pleasant surroundings supported patient wellbeing, as well as the middle and upper middle class social status of its fee-paying patients.

- 10.14 The hospital's subsequent extensions in 1852 by J. C. Buckler and in 1877 by William Wilkinson contribute to its historic and architectural special interest, illustrating evolving approaches to asylum design across the 19th century and the expansion of institutional facilities through the century. Wilkinson's east range, carried out in the French Renaissance style, is particularly successful, with the staggered and stepped composition of his new entrance ensuring this large extension, which essentially doubled the size of the hospital, nonetheless retains a human scale.
- 10.15 In the latter half of the twentieth century and in more recent decades, the building has continued to be altered and extended, but often with poor quality and ad-hoc additions. These have been necessary to enable the building to continue in use as a functioning NHS mental health hospital, but are detrimental to the building's significance.
- 10.16 Over the same period, alterations to the grounds in which the hospital is set, including the construction of many temporary and poor quality buildings, particularly to the west side of the listed building, and a proliferation of hardstanding for parking, has eroded the legibility of the hospital's historic landscaped grounds, and detracted from views of the asset, particularly the original Ingleman range.
- 10.17 Nonetheless, the setting of the listed building still makes a very important contribution to its heritage significance. Firstly, as noted above, the hospital was built to resemble a country house set within landscaped gardens, and the surviving high stone boundary wall, together with the parkland setting to the east of the hospital and mature trees within the site means the site still retains much of this character. There are also surviving idiosyncratic features within the non-designated remnant historic landscaped grounds of the hospital which relate specifically to its purpose-built design as a lunatic asylum, including two large linear bunds that were for patients to be able to see out across the landscape without being able to escape. The survival of such features on a historic asylum site is rare, and where they survive here, they are of significance in and of themselves, as well as contributing to the setting of the listed Hospital buildings.
- 10.18 The independently Grade II listed Gate Lodge in the northeast corner of the site was designed by N W Harrison in 1910 but partially incorporates an earlier lodge which existed in this location as part of the Regency operation of the hospital. The gate lodge and gates in this location provided access into the eastern part of the hospital site via a sweeping carriage drive which ran along the northern boundary of the parkland before turning south to deliver people in front of the eastern entrance. The early landscape plans show the earlier gate lodge in this location with an associated yard to the south, all intentionally screened from the main hospital by a belt of trees and planting, much of which survives today. The gate lodge is constructed of coursed limestone with ashlar dressings and a pitched and gabled clay tile, hipped roof. L-shaped in plan, it has a paired-back Cotswold vernacular revival style with relatively little altered formal elevations built within the continuous boundary wall and incorporating a carriage and pedestrian access gates (which have been infilled). Low level walls to the front add a sense of grandeur and status to the building, although the ironing railings, carriage opening and a gate pier have regrettably been lost. The gate lodge's significance derives in large part from its historic built fabric and form and its position within the hospital site's boundary wall, adjacent to the carriage entrance, but also from its relationship to the main hospital building and other surviving historic buildings and landscape features associated with the 19th century asylum, with which it shares group value.

- 10.19 The independently Grade II listed Nurses Home was also built by N W Harrison, in 1913, on the site of a former infirmary to the north of the northeast wing of the hospital. Constructed of brick and stone with a slate hipped roof, its design is in an idiosyncratic stripped Classical style. It is arranged over three storeys plus a basement, with the building originally housing communal rooms on the ground floor and private living accommodation on the upper floors. The building's historic and architectural special interest derives largely from its historic built fabric, form, and its spatial and functional relationship with the main hospital building. The large modern extension that surrounds the building to the north and east is detrimental to its significance and the contribution to its significance by its setting is mixed, with the functional additions of low architectural value that have been made to its immediate setting, such as security fencing and temporary buildings, detracting from the ability to appreciate its significance, but its relationship to the surviving historic buildings and remnant landscape features associated with the 19th century asylum making a significant positive contribution.
- 10.20 The Grade II listed Mortuary pre-dates the Nurses' home, having been built in 1891 to the design of Henry Wilkinson Moore, the nephew and mentee of William Wilkinson, who was responsible for designing the east wing of the main hospital. The mortuary is a charming, and accomplished small scale building and the only one on the hospital site known to be designed by Henry. Its architectural significance is derived from its single room plan, compact form, and carefully detailed elevations, and its historic interest from its function, which is a sober reminder of those patients who died in residency at the hospital. Its position on the edge of the hospital site is notable, and its close spatial relationship to the Chapel contributes to its significance, reflecting how death at the hospital was handled within a Christian moral framework. The mortuary also derives significance and shares group value with other historic buildings and remnant landscape features associated with the 19th century asylum; although, as with the Nurses' Home, its setting makes a mixed contribution to its significance, due to the changes made over the course of the later 20th century and in recent decades, with the carparking, modern security fencing, signage and temporary buildings in close proximity to the mortuary visually discordant with the asset and detracting from the ability to appreciate its significance.
- 10.21 The Grade II Chapel itself is the oldest of these three independently listed structures, having been built between 1841 and 1852 to the designs of Thomas Greenshields and H J Underwood and completed by J. M. Derick. The Chapel faces west and comprises a four-bay nave, chancel and vestry, under a pitched roof. It is constructed from ashlar stone and is a simple Decorated Gothic style, with thick corner buttresses and lancet windows. The chapel possesses significance as a fairly typical example of an early- to mid-19th century institutional religious building and is illustrative of contemporary ideas of moral treatment, where religious observance was considered an essential part of patient care and wellbeing. As with mortuary, it shares strong group value with the other surviving 19th century asylum buildings and landscape features on the site, but the hardstanding, car parking and temporary buildings in the chapel's immediate setting detract from the building's prominence and the ability to appreciate its heritage significance.
- 10.22 The collective heritage significance of the historic hospital site is further enhanced by the survival of several associated 19th century and early-20th century ancillary buildings within the grounds, which meet the criteria for being curtilage listed. These include a former laundry, apple storage house, stables, farmhouse and a garden pavilion. Of these, the oldest part of the former laundry, apple house, and pavilion are of greatest architectural interest, but to have so many elements of an historic asylum

site survive is rare, and all contribute positively to our understanding of how the site operated in the 19th and early 20th centuries.

Impact of the proposals on heritage significance, and the magnitude of any harm caused

- 10.23 The works proposed to the exterior of the Grade II listed Gate Lodge and the adjacent wall and gate piers includes repairs to existing original leaded light windows, minor roof repairs, the replacement of defective leadwork, masonry cleaning and stonework repairs to the elevations, and the repair and replacement of defective rainwater goods, and refurbishment of the existing timber front door. Masonry cleaning is also proposed. The schedule of works to the listed building has been informed by a detailed survey of the condition of the building, and has been appropriately specified. Should consent be granted, conditions should be applied securing the submission and approval of mortar and stone samples for the repairs, samples of the the new cast iron rainwater goods and low level iron vents, as well as large-scale drawn details and a manufacturers' specification for any replacement windows that may be required should any of the noted opening lights be beyond repair, to ensure these closely match the existing historic fabric of the listed building in appearance. It is also recommended that a condition should be applied requiring a 1m<sup>2</sup> trial area of the proposed method of masonry cleaning is carried out and approved prior to the whole building being cleaned, to ensure the chosen method does not damage the face or carved detailing of the stonework. However, subject to these conditions, it is considered that these works would result in a clear enhancement to the significance of the listed building, both improving its appearance, which is currently somewhat tired, and helping to ensure the building is watertight and in a suitable condition for continued use, which is in the interest of its long-term preservation.
- 10.24 The proposal to record, carefully dismantle and then rebuild parts of the listed garden wall, to introduce a damp proof course below the coping, would cause a low level of less than substantial harm, with a risk of damage to the original stone during the course of dismantling. However, the new damp proof course would help with water shedding, which would improve the condition of the wall in the long-term, and the benefits of reintroducing cast iron railings and a gate to the wall in a design based on the original lost railings would result in a clear enhancement to the listed wall.
- 10.25 Overall, the proposed works to the Grade II listed Gate Lodge and adjacent garden walls would result in a moderate to high enhancement to its significance. The works are also considered to result in a low level of enhancement to the significance of the other listed and curtilage-listed structures on the site, as well as the non-designated remnant historic landscape, on account of the group value they share.
- 10.26 The programme of repair works proposed to the curtilage-listed high stone boundary walls surrounding the site are similarly considered to be beneficial, both to the significance of the Grade II listed main Hospital Building (to which the walls are curtilage listed), and to other associated heritage assets on the site all of which are enclosed within and share a strong visual connection to the boundary wall.
- 10.27 The introduction of a new pedestrian gate in the northern boundary wall, near to the Grade II listed Gate Lodge would result in the loss of a localised section of original masonry. However, its design and location is based on archival information dating to 1837 which shows proposals for an unrealised set of gates in the same location, and therefore overall the magnitude of harm caused is only a low level of less than substantial harm.

- 10.28 The localised demolition of small sections of historic boundary walls to the south of the main lawn would, again, cause a low level of less than substantial harm. However, elsewhere on the site, larger sections of these walls that have previously been subsumed within the fabric of modern buildings would be revealed when the buildings are removed, with works proposed to make good and infill some non-original openings that have been made in them, which would be beneficial to the ability to appreciate their extent and historic and architectural special interest.
- 10.29 The Farmhouse proposed to be demolished dates from the late-19th century and was designed and built by the Organ Brothers, who were local Oxford builders, based on the Cowley Road. It was built to form part of a farmstead where male patients worked as a form of therapy, as well as serving a practical purpose of providing food for the hospital, and therefore provides some of the only remaining physical evidence on the Warneford site of this popular contemporary approach to mental health treatment. However, in its current setting the legibility of the building's former use is greatly eroded, and of all the surviving curtilage listed ancillary structures it is of the least architectural interest. Therefore, whilst the total loss of the Farmhouse would result in harm to the Grade II listed main hospital building and the other surviving 19<sup>th</sup> century asylum buildings with which it shares group value, our understanding of the operation of the asylum in the 19<sup>th</sup> century, the harm caused would be a relatively low level of less than substantial harm.
- 10.30 Similarly, whilst Green Tree Lodge holds some historic value through its function as part of the 19<sup>th</sup> century 'country house' model of asylum, its legibility as a former stable has been substantially eroded due to the level of alteration that has occurred both internally and externally, including the introduction of domestic scaled windows in the eastern elevation. Therefore, even accounting for the cumulative impact of the loss of both the Farmhouse and former stables, the harm arising from these demolitions is considered to be at most a low to moderate level of less than substantial harm.
- 10.31 The 19<sup>th</sup> century pavilion building was constructed as a place of shelter and recreation within the landscaped grounds of the hospital, and was later used as a sports pavilion. Although modest in scale, it retains attractive decorative elements including decorative roof tiles, barge boards and a veranda, demonstrating the high level of consideration given to the design of the asylum buildings and providing the structure with a good deal of aesthetic value. The pavilion is a rare survival of this type of building in an asylum setting, but is in very poor condition and requires considerable investment and refurbishment to bring it back into use. Therefore, whilst dismantling it temporarily to move it elsewhere in the garden risks some further damage to the historic fabric and would also result in a degree of harm due to the loss of its original location, this does offer a unique opportunity for comprehensive repair and sensitive refurbishment. Therefore, the harm caused to the Grade II listed hospital building (to which it is curtilage listed) and the other associated heritage sets with which it shares group value, is considered to be balanced by the benefits, and overall the proposals would have a neutral impact. Notwithstanding this, it would be important to ensure the work to the structure is carried out in a careful manner in line with best conservation practices, and to this end a condition should be applied to consent, if granted, requiring the submission and approval of a detailed method statement for the building's dismantling, temporary safe storage on site, and reconstruction.

Justification for the harm identified

- 10.32 As identified above, a low level of less than substantial harm would be caused to the Grade II listed garden boundary wall adjacent to the Gate Lodge as a result of carefully dismantling sections of it to fit a damp proof course beneath the coping. However, this harm is considered to be clearly and convincingly justified because the new damp proof course is required to help with water shedding, which the wall does poorly at present, and will continue to exacerbate its deterioration if not addressed.
- 10.33 The low level of less than substantial harm that would be caused as a result of the introduction of a new pedestrian entrance in the northern boundary wall from Warneford Lane is clearly and convincingly justified in the interest of delivering improved wayfinding and accessibility for the site's users, which was supported by the ODRP panel.
- 10.34 Furthermore, having discussed the layout of the wider redevelopment of the site extensively at pre-application stage, and in particular the siting of the relocated POWIC building, Officers are satisfied that the demolition of the Farmhouse, Green Tree Lodge, and some small sections of historic boundary wall, which occupy strategic positions in terms of their proximity to Roosevelt Drive and the large area of land that is currently underutilised and is the proposed location for the new hospital and research and development building, is justified to successfully deliver the wider scheme.

Whether the harm is caused is less than substantial and there are sufficient public benefits to outweigh it

- 10.35 In all instances the harm caused is less than substantial in magnitude.
- 10.36 The harm caused to the Grade II listed garden wall adjacent to the Gate Lodge would be easily outweighed by the heritage benefit that would arise from its repair and the reinstatement of cast iron railings and a gate to match the originals that have been lost.
- 10.37 The harm arising from the introduction of the pedestrian gate in the northern boundary wall would be outweighed by the benefit of improving wayfinding and access to the site from Warneford Lane as part of the wider redevelopment scheme, which, providing a new state-of-the-art mental health hospital and research facility, offers a substantial level of public benefit that clearly outweighs both the low level of harm arising to the boundary wall and that stemming from the demolition of the curtilage-listed Farmhouse, former stables, and small sections of boundary wall.

## **11. CONCLUSION**

- 11.1 Whilst Officers have identified that aspects of the proposals would result in less than substantial harm to the Grade II listed Warneford Hospital building as a result of works of alteration and demolition to curtilage-listed structures; to the Grade II listed Gate Lodge and Boundary Wall stemming from works to introduce a damp proof course; and to the Grade II listed Chapel, Mortuary, and Nurses' Home, and the non-designated remnant historic landscape because of some erosion of the group value they share due to works of demolition, each harmful intervention has been clearly and convincingly justified, and there would be sufficient public benefits stemming from the proposals and the wider redevelopment they are associated with, to outweigh the less than substantial harm, having regard for the great weight that must be given to the preservation of designated heritage assets.

- 11.2 It is therefore considered that the proposed development would meet the objectives of policies DH3, DH4 and DH5 of the adopted Oxford Local Plan 2036. In addition, the proposals for which Listed Building Consent is being sought are considered to meet the principles of planning policies set out in section 16 of the National Planning Policy Framework, and in granting Listed Building Consent, subject to the recommended conditions, it is considered that the Local Planning Authority would meet the duty placed upon decision makers in section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which seeks to “ pay special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.
- 11.3 It is recommended that the Committee resolve to grant Listed Building Consent for the development proposed subject to the recommended conditions set out in section 12 of this report.

## **12. CONDITIONS**

### **1. Time Limit**

The works permitted shall be begun not later than the expiration of three years from the date of this consent.

Reason: In accordance with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in accordance with policy DH3 of the Adopted Oxford Local Plan 2036

### **2. Works as approved only**

This Listed Building consent relates only to the works specifically shown and described on the approved drawings. Any other works, the need for which becomes apparent as alterations and repairs proceed, are not covered by this consent and details of any other works must be submitted to the council as Local Planning Authority and approved before work continues.

Reason: For the avoidance of doubt and to protect the special interest of the historic building in accordance with policies DH3 and DH4 of the adopted Oxford Local Plan 2036

### **3. Historic Building Recording**

No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of historic building recording work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the planning authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

The scope of the archaeological investigation should consist of a Level 4 historic building report (Historic England 2016 Understanding Historic Buildings) for those historic buildings being demolished, a Level 3 record for Gate House which is to be refurbished and a Level 2 record for the works to the perimeter walls. The

historic building recording should be undertaken by a professionally qualified archaeologist working to a brief issued 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 early modern historic fabric, in accordance with policies DH3 and DH4 of the adopted Oxford Local Plan 2036.

#### **4. Scope of repairs to boundary wall**

The scope of repair works to be carried out to the historic boundary wall shall be carried out strictly in accordance with the drawings and *Perimeter Wall Conditions Survey* (Brink Architects, Revision D May 2025) hereby approved, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the extent of repair works is appropriate, in the interest of preserving the historic fabric and significance of the listed and curtilage-listed boundary wall, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

#### **5. Stonework repairs - samples**

Samples of the stone(s), mortar(s), render and any other materials proposed to be used for the approved stonework and façade repairs to the listed Gate Lodge and all boundary walls on the Warneford site shall be made available for inspection on site and approved in writing by the Local Planning Authority before the start of relevant works on the site and only the approved materials shall be used. This shall include a sample panel, no larger than 0.5m x 0.5m, of repointing demonstrating texture, colour and finished appearance that shall be retained and serve as a reference point of a minimum standard of work.

Reason: To enable the Local Planning Authority to give further consideration to the appearance of the approved works, in the interest of preserving the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

#### **6. Stone cleaning – sample panel**

A sample panel no larger than 1m x 1m of the proposed method(s) of stonework cleaning shall be undertaken on site and made available for inspection, and approval in writing, by the Local Planning Authority before the start of relevant works. Only the approved method(s) shall be used.

Reason: To ensure that the methods employed do not have an adverse impact on the historic fabric, in the interest of preserving the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

#### **7. Rainwater goods and vents – samples**

Samples of the new rainwater goods and low level iron vents to be installed on the listed Gate Lodge shall be made available for inspection on site and approved in writing by the Local Planning Authority before they are installed on the building, and only the approved products shall be installed, unless otherwise agreed in

writing by the Local Planning Authority. These should illustrate the profiles of the rainwater goods and the proposed colour and finish of the items.

Reason: To enable the Local Planning Authority to give further consideration to the appearance of the approved works, in the interest of preserving the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

#### **8. Windows – further details**

Manufacturer's specifications and, if required, samples of any new windows or leaded lights to be installed in the listed Gate Lodge shall be made available to, and approved in writing by, the Local Planning Authority before they are installed.

Reason: To ensure these have an appropriate appearance in the interest of preserving the significance of the listed building, in accordance with Policy DH3 of the adopted Oxford Local Plan 2036.

#### **9. Railings and garden gate – further details**

The following details of the new railings and gate to the front of the Grade II listed Gate Lodge shall be submitted to, and approved in writing by, the Local Planning Authority prior to the installation of the railings and gate, and the works shall be carried out strictly in accordance with the approved details only:

- a) elevation drawings of the new railings at a scale of at least 1:20
- b) either by sample or by large-scale drawings, profiles and sections of the different elements of the new railings and gate
- c) material, colour and finish of the new railings
- d) fixings of the new railings and gate to the boundary wall

Reason: To enable the Local Planning Authority to give further consideration to the detailed appearance of the approved works, in the interest of protecting the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

#### **10. Northern access gate – further details**

The following details of the new pedestrian gate in the northern boundary wall shall be submitted to, and approved in writing by, the Local Planning Authority prior to commencement of relevant works, and the works shall be carried out strictly in accordance with the approved details:

- a) Large-scale (i.e. 1:10 or 1:5) drawn details of the proposed new masonry posts;
- b) either by sample or by large-scale drawings, profiles and sections of the different elements of the new bespoke metal gate and railings;
- c) stone samples for the new gate posts;
- d) samples of the metal, glass and vitreous enamel to be used for the bespoke metalwork, gate and overthrow lamp, demonstrating colour and finish.

#### **11. Demolition method statements**

No elements of demolition shall be carried out to the pavilion or any modern buildings attached to the curtilage-listed boundary wall before the following are submitted to, and approved in writing by, the Local Planning Authority:

- a) A contractor's method statement(s) for the demolition of all modern buildings attached to sections of the historic boundary walls clearly demonstrating how the historic fabric of the walls will be protected from harm during the course of the demolition works;
- b) A detailed contractor's method statement for the dismantling and rebuilding of the pavilion. This method statement shall include, but not be limited to
  - (i) a photographic and drawn record of all elements to be dismantled, including elevations, sections, details, and numbered stone/brick/structural timber schedules;
  - (ii) a systematic numbering and tagging system for each component to ensure accurate reassembly of the building in its new location;
  - (iii) details of storage arrangements, including where the materials will be stored, including environmental controls, security and protection measures to prevent damage, decay or loss prior to and during reconstruction;
  - (iv) A precise reinstatement methodology, demonstrating how each element will be reconstructed in its original location, orientation and sequence within the building, using traditional materials and techniques that match the existing fabric;
  - (v) Specification of any repair, consolidations or replacements proposed, with justification and details of materials and workmanship;
  - (vi) Supervision arrangement, demonstrating the work will be carried out and overseen by suitably qualified conservation professionals.

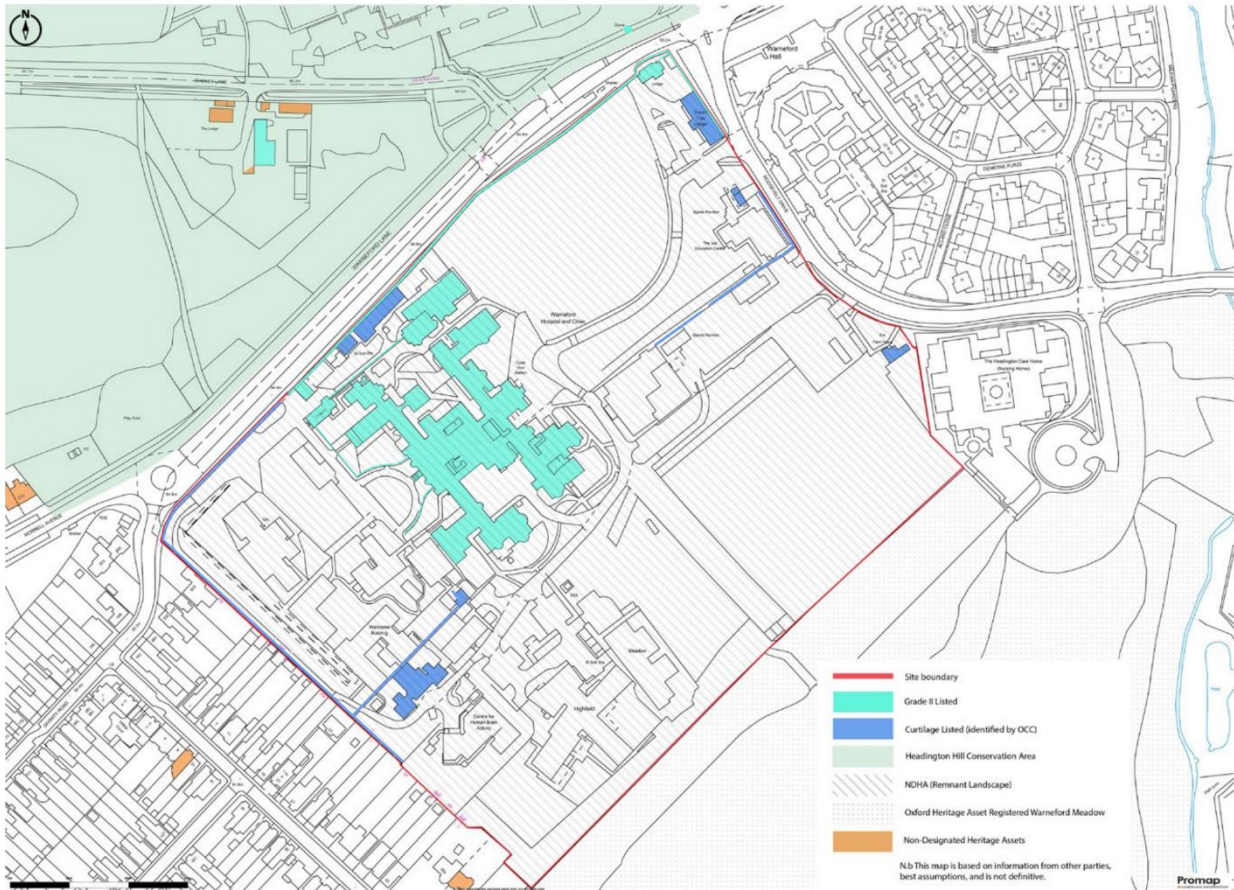
The work shall be carried out strictly in accordance with the approved method statements.

Reason: To ensure that no undue harm is caused to the historic fabric of the walls or pavilion, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

### **13. APPENDICES**

**Appendix 1** – Site location plan

**Appendix 2** – Heritage asset location plan taken from p.5 of the submitted Built Heritage Statement (Donald Insall Associates Ltd, June 2025).



2.1 Heritage Assets 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 listed building consent, officers consider that the proposal will not undermine crime prevention or the promotion of community.