

Agenda Item 5

Oxford City Planning Committee

21st April 2026

Application number: 25/01859/OUTFUL

Decision due by 5th November 2025

Extension of time 30th June 2026

Proposal

- (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 POWIC/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)

Site address Warneford Hospital, Warneford Lane, Oxford – see **Appendix 1** for site plan

Ward Churchill Ward

Case officer Chloe Jacobs

Agent: Becky Hartley **Applicant:** Oxford Health NHS Foundation Trust

Reason at Committee Major Development

1. RECOMMENDATION

1.1 Oxford City Planning Committee is recommended to:

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

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

1.1.2. **agree to delegate authority** to the Director of Planning and Regulation to:

- seek amended plans to show:
 - The revised pedestrian route from the new north gate being diverted around the historic embankment and the 2no trees within this embankment retained. Including any updates to any related architectural, parameter or landscape plans which show these elements.
 - The revised pedestrian route from the new north gate, moving east – this will show a large gap for pedestrians between the car parking spaces. Including any updates to any related architectural, parameter or landscape plans which show these elements.
- seek amended technical documents to reflect the above changes including:
 - Arboricultural Impact Assessment
 - Landscaping and Planting Character Report
 - Landscaping Management Plan
 - Delivery and Servicing Plan
 - Design and Access Statement
 - Design Code
 - Transport Assessment
 - Travel Plan
- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and
- finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and

- complete the section 106 legal agreement referred to above and issue the planning permission.

2. EXECUTIVE SUMMARY

- 2.1 This report considers a hybrid planning application for a 9.1ha site at the Warneford Hospital in Headington. The application comprises a full planning application for the erection of a new, replacement mental health hospital, research and development centre, a new Prince of Wales International Centre (POWIC) for SANE Research building and ancillary works (Zone 01) and an outline application with all matters reserved except access, for student accommodation (Zone 02) which will form part of a new college.
- 2.2 The site has been allocated for re-development within the Oxford Local Plan 2036 and the Emerging Local Plan 2045. Overall, the redevelopment of the Warneford Hospital site for a new mental health hospital, research and development facilities and a graduate college is supported in principle. The loss of the existing sports pitch would be compensated for through a financial contribution towards alternative community facilities which will be secured through the S106. The proposal accords with the spatial strategy, site allocation and relevant development management policies of the Oxford Local Plan 2036, and with the direction of the Emerging Local Plan 2045.
- 2.3 The development has been carefully designed to provide state of the art mental health facility and innovative research centre (Zone 01). The proposed buildings are appropriate in their design, siting and context and would not cause any detrimental harm upon the character and appearance of the surrounding area. The detailed design for the proposed student accommodation (Zone 02) would come forward as part of the forthcoming reserved matters stage however it is anticipated that these would respect the historic character and appearance of the site.
- 2.4 The proposed development would have no impact on views from the elevated panoramic viewpoints in the Central Conservation Areas Appraisal, any of the designated Oxford View Cones, the Headington Hill Conservation Area, or the Grade II listed Cheney Barn. The scheme would result in a moderate level of less than substantial harm to the significance of the Grade II listed Warnford Hospital, a moderate to high level of less than substantial harm to the significance of the Grade II listed Gate Lodge, and a low level of less than substantial harm to the Grade II listed Warneford Hospital Nurses Home, Grade II listed Mortuary, and Grade II listed Chapel. The proposal will also cause some elements of less than substantial harm to the non-designated remnant historic landscape at the Warneford Hospital and a low level of less than substantial harm to the heritage significance of the Warneford Meadow. In accordance with policies DH3 and DH5 of the Oxford Local Plan 2036 and paragraphs 213, 215 and 217 of the NPPF, the harm is clearly and convincingly justified, and is outweighed by the public benefits offered by the scheme, including the instances of heritage benefits identified below.

- 2.5 The proposed Hospital building and Research Centre would not result in significant harm to neighbouring uses including the Headington Care Home or Warneford Halls of residence to the east. Concerns have been raised in regard to the impact of the proposed college buildings on residents along Divinity Road and Hill Top Road however, it is considered that the proposed buildings would not have any significant adverse impacts. Furthermore, the college buildings form part of the outline consent and detailed designs would be secured through a separate reserved matters application where further assessments of the residential impacts would be carried out.
- 2.6 Officers have considered the highway implications of the proposed development and concluded that the proposed development is supported by an appropriate transport assessment which demonstrates that the proposal would promote alternative modes of active travel and whilst proposes and increase in parking on site, the proposal has demonstrated that these are the minimum parking spaces necessary to ensure the successful functioning of the development. It has been demonstrated that the proposal would mitigate against traffic impacts on the local highway network and as such, the proposal would not have a severe impact on the highway network.
- 2.7 The application originally resulted in the loss of 99no. trees across the site. Since the submission of the application and associated documents, the applicant has agreed to retain a further 4no. trees. The submitted reports and landscape plans have not been amended to address these changes however the proposals would comply with Local Plan Policies G7 and G8. The amended plans and technical documents would need to be submitted prior to the decision being issued. Subject to these amended plans and documents, the proposal is considered to respect its setting and landscape context in accordance with Policies DH1, DH3, G7 and G8. In terms of Tree Canopy Cover Assessment, the application reports a relatively small initial impact of 3% loss which as a result of the additional tree planting of the site, will result in an net increase in tree canopy cover across the site of nearly 30% at 30 years.
- 2.8 During the course of the application additional drainage information including further infiltration testing, updated hydrogeology reports and updated flood risk assessments have been submitted to address concerns related to the proposed drainage strategy and to demonstrate that the proposed development would have no adverse impacts on the Lye Valley SSSI. It is now considered that subject to conditions, the proposed drainage system would be acceptable and that the predicted changes in groundwater levels on site would not have a significant impact on Warneford Meadow or the Lye Valley SSSI.
- 2.9 Further information has been submitted during the course of the application to justify the methodology approach chosen for the Preliminary Bat Roost Assessment and to demonstrate that the proposed development would have no adverse impacts on habitats and species within Warneford Meadow or on

the Lye Valley SSSI. It is now considered subject to conditions, that the proposed development would be acceptable in regard to protected species on and off site and that the proposal would not have significant impacts on Warneford Meadow or the Lye Valley SSSI. Subject to conditions, it is considered that subject to off-site provisions, the proposal would achieve a Biodiversity Net Gain.

- 2.10 The development when taken across the combined sites would result in a net gain in tree canopy cover through new and retained soft landscaping.
- 2.11 The development would be of a sustainable design and construction, achieving a reduction in carbon emissions and is on track to achieve BREEAM excellent.
- 2.12 In relation to other matters including but not limited to flooding, air quality, noise, land contamination, the proposed development would be acceptable and accord with the relevant local plan policies.
- 2.13 It is therefore recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers and legal agreements under section 38 and subject also to the conditions in section 12 of this report.

3. LEGAL AGREEMENT

- 3.1 This application is subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the following planning obligations:
 - Community Employment and Procurement Plan
 - Off-site sports contribution towards alternative community facilities. Details to be confirmed.
 - Biodiversity Net Gain.
 - Public transport services including the Eastern Arc bus service and the route 15 bus service.
 - Travel Plan Monitoring
 - Public Rights of Way at Warneford Meadow
 - Car Parking Monitoring and Review Plan
 - An obligation to enter into a S278 Agreement to secure mitigation/improvement works, as shown on drawings ITL14633-GA-033 Rev H, ITL14633-GA-035 Rev E, ITL14633-GA-034 Rev E and ITL14633-GA-038 Rev A. The works include:
 - Southbound Bus Stop Roosevelt Drive
 - A CYCLOPS junction at the Warneford Lane / Old Road / Gipsy Lane
 - Roosevelt Drive junction.
 - An off-road southbound cycle lane on Gipsy Lane.
 - An on-road northbound advisory cycle lane on Gipsy Lane

- Off-road sections of cycle lane on Warneford Lane
 - Two parallel crossings on Warneford Lane
 - One further uncontrolled crossing across Warneford Lane
 - Relining of eastbound on-road advisory cycle lane on Old Road and crossing with Valencia Road.
 - Advisory cycle lanes along both sides of Roosevelt Drive and an informal crossing.
- The reserved matters application for the design of the College Buildings (Zone 02) to come forward and be submitted at the same time as any relevant planning and listed building applications for the buildings within the Radcliffe College: Heritage Zone (Zone 3).

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1 The proposal is liable for CIL contribution of £2,425,216.80.

5. SITE AND SURROUNDINGS

- 5.1 The application site relates to the existing Warneford Hospital site which is located approximately 2.4km to the East of Oxford City Centre within Headington. Headington is home to a number of hospitals including the University of Oxford's Old Road Campus, the Churchill Hospital, The John Radcliffe, The Manor and Nuffield Orthopaedic, as well as home to Oxford Brookes University.
- 5.2 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, as well as Cheney School. 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 Oxford Brookes student accommodation along Roosevelt Drive and Headington Care Home, beyond which is located the Old Road Campus and the Churchill Hospital.
- 5.3 The application site is currently occupied by Oxford Health NHS Foundation Trust's Warneford Hospital, the University of Oxford Department of Psychiatry and the Centre for Human Brain Activity, the Highfield and Meadow Units and the Prince of Wales International Centre (POWIC) for SANE Research and the Isis Centre.
- 5.4 The Warneford Hospital itself occupies much of the north-eastern quarter of the site. The building dates from the 19th century and was purpose-built as a 'lunatic asylum' for fee-paying patients on open land beyond the unsanitary conditions of the city centre. The existing hospital building is Grade II listed.
- 5.5 The current Warneford Hospital site houses a number of services, including three adult mental health inpatient wards comprising two 18-bed wards and a single 16-bed ward. The eating disorders unit with 14 beds is housed within

Cotswold House. To the southwest of the site is the Highfield and Meadow Units, which provides inpatient care for young people aged 11 to 18 with acute mental health needs.

- 5.6 There are a number of listed buildings within the site. The 19th century Mortuary, Chapel, and early-20th 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-20th 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.
- 5.7 In addition to the above, there are also a number of other surviving 19th 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.
- 5.8 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 19th 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 20th and early 21st centuries.
- 5.9 The site benefits from 2no vehicle access points, 1no access is taken from the North of the site along Warneford Lane and the main access is located along the eastern boundary, along Rosevelt Drive.

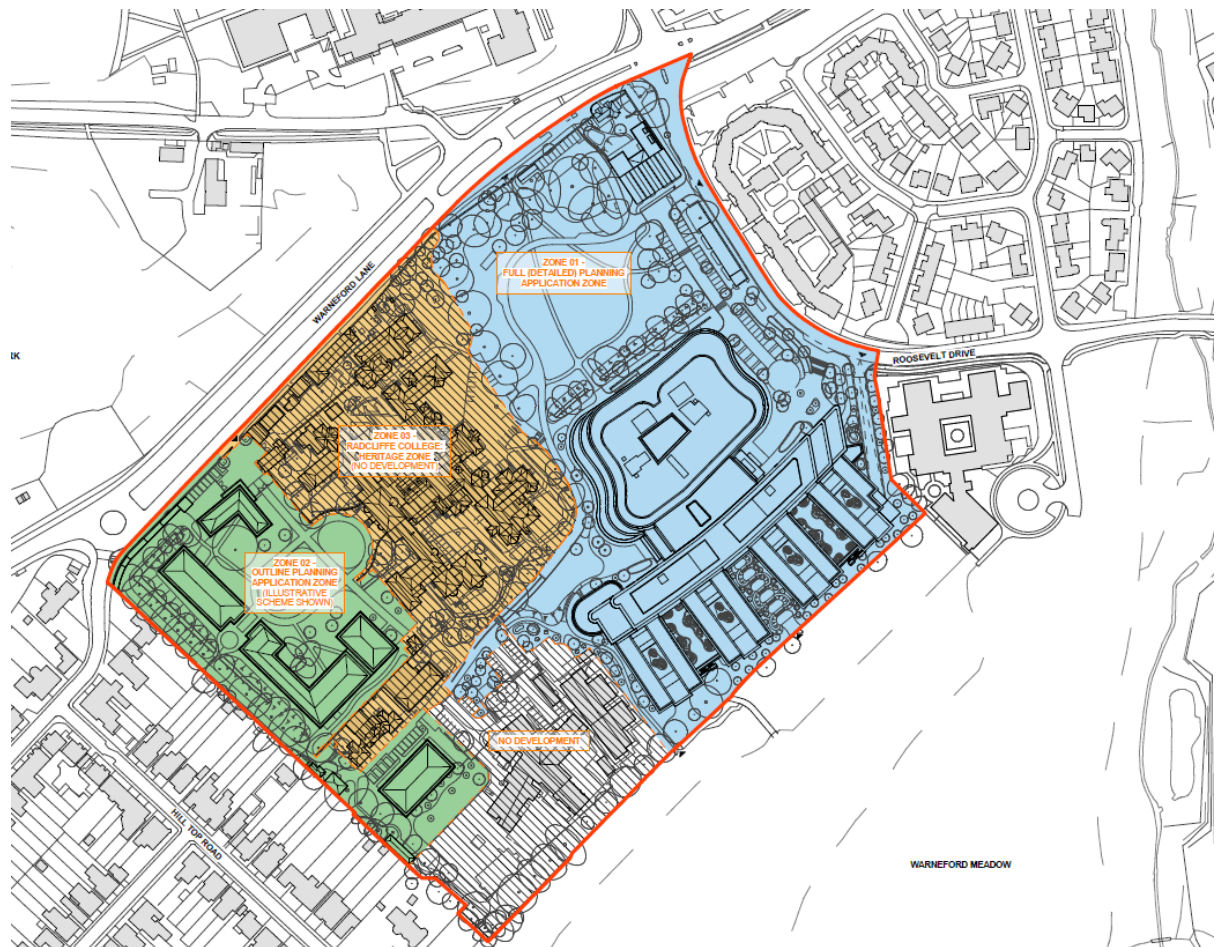
See block plan below:



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6. PROPOSAL

- 6.1 This application is a hybrid application comprising both a full (detailed) application for a new hospital and a Research Centre, a new POWIC/SANE building and associated works and an outline application with all matters reserved apart from access, for graduate student accommodation which will form part of a new college.
- 6.2 The application site plan below shows the extent of the full planning application (Zone 01) shown in blue, the extent of the outline consent (Zone 02) shown in green and the heritage zone (Zone 03) which proposes no development at this time, in yellow. The Highfield and Meadow units located in the south west corner of the site (hashed in grey) is excluded from this application with no development proposed within this location.



- 6.3 The full detailed planning application seeks permission for a new mental health hospital for Oxford and Oxfordshire, research and development (R&D) facilities for world leading medical research taking place at the University of Oxford, with additional space for biotech, pharmaceutical start-up companies, a new POWIC/SANE building and associated works (Zone 01).
- 6.4 The outline consent seeks planning permission for a new student accommodation which will form part of a new graduate college for the University of Oxford focused on medical sciences, bioengineering and related disciplines (Zone 02).
- 6.5 An illustrative masterplan has been submitted to demonstrate that the quantum of development and design principles can be achieved, and to give an indication of how the site could be laid out within the parameters. This document is for illustrative purposes only and would not be an approved drawing.
- 6.6 When submitting an outline application, certain matters relating to the access, appearance, landscaping, layout, and scale can be reserved for consideration at a later date. These are called 'reserved matters'. In this case, the access details for the scheme have been submitted for approval with this application but the appearance, landscaping, layout and scale are reserved matters to be considered for each phase of the development. While some information and principles are provided on these reserved matters within the outline

application, the full detail would come forward, should permission be granted for this application, via reserved matters applications.

- 6.7 The application does not seek any consent for the restoration and reuse of the existing listed hospital building and surrounding area which is within the 'Heritage Zone' (Zone 03). This area is planned to be restored and repurposed as the new College, following those buildings being vacated once the new hospital has been constructed. The works will require detailed planning consent and listed building consent, the details of which can only be fully developed once the buildings have been vacated.
- 6.8 There is also a separate listed building consent application (ref: 25/01834/LBC) which is to be determined alongside this application. The listed building application seeks listed building consent for various interventions including alteration, demolition and repair of listed and curtilage listed structures to facilitate comprehensive development of the site. The works include the demolition of the former farmhouse and former stables; dismantling of former pavilion building and onsite reconstruction and relocation; removal of secondary attached and freestanding structures; alterations and repair of historic boundary walls; and repair and restoration of the Gate Lodge.

7. RELEVANT PLANNING HISTORY

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

There is an extensive planning history associated with the site with numerous planning and listed building applications for various alterations and extensions to the listed hospital, the ancillary buildings and structures, including the listed wall.

Pre-application advice

- 7.2 Pre-application discussions took place between February 2024 and May 2025 in addition to public consultation workshops facilitated by the applicant team. A summary of these discussions are as follows:
- Further consideration needs to be given to the amenity impact of the proposed development on the Headington Care Home
 - Further consideration needs to be given to the amenity impact of the proposed development on residents along Hill Top Road.
 - Request for the copper beech tree on the southern boundary to be retained.
 - Consideration to be given to layout of the research and hospital building and the relationship between the two different functions.
 - Further consideration needed to the retention and future use of Apple House.
 - Further review of the design of the POWIC/SANE building.
 - Further detailed review of the research building.
 - Comprehensive review of the quantum of parking on site.
- 7.3 The outcomes of these meetings have been taken on board by the applicant team and have informed the overall scheme that's been submitted.

Oxford Design Review Panel (ODRP)

- 7.4 The application has been presented to ODRP on four occasions where detailed workshops were focused on the detailed design of the proposed hospital, link and research and development building.
- 7.5 A workshop meeting was held in April 2024 which included a site visit and discussions on the Hospital, the Research Centre, the college and the SANE building. The Panel advised the applicant of the need to develop a masterplan framework that maps out landscape, movement, frontage, access and security needs, test alternative layouts for the masterplans to allow a more equal spread of development across the site and retaining more landscape space, map desire lines to inform creation of public pedestrian/cycle routes and ecological corridors, review site arrival experience and considered different needs and users, review the scale, massing and configuration of the research building to improve its relationship with the hospital and college, engage with Friends of Warneford Meadow about the historic watercourse.
- 7.6 A further focused workshop was held in July 2024 where the main focus was on the east section of the site, which forms the full planning application for the hospital, research centre and the SANE/POWIC building. The panel advised that an LVIA was needed to demonstrate impact of proposed height on the setting and to refine massing of hospital, link, research and POWIC buildings, use sections and elevations to inform and demonstrate high-quality design, develop a landscape strategy, refine and clarify the character landscape zones and to continue to develop internal and external spaces to serve a range of different users and needs,
- 7.7 A third workshop was held in November 2024 where the discussions focused on the evolution of the design of the hospital and the research centre in response to the previous ODRP comments. Following this workshop, the panel advised the team to continue to develop the architectural, landscape and access proposal in more details ensuring that they respond to outcomes of the transport and connectivity strategies, ensure routes and building entrances are clearly legible across the site from all access points, further explore the eastern entrances, provide more detail on the northern gateway and management strategies, implement sustainable transport vision through high-quality cycle parking and shared spaces to avoid conflict between pedestrians and vehicles, explore ways to reduce car parking, consider the relationship between the hospital and research building and revisit the design of the POWIC,
- 7.8 The final ODRP workshop was held in January 2025 where again, the focus was on the eastern part of the site which comprises the full, detailed application. The recommendations following this workshop included recommendations to draw views of the site from the north so the impact of the architecture can be understood and refined, explore how the POWIC can be designed in context with the conversion of the Gate Lodge with shared amenities, develop strategies for signage and lighting, continue to refine the

architecture of the hospital building so it appears more welcoming and permeable from east, identify and map out the external spaces and continue to refine the legibility of the site through mapping visual connections.

Environmental Impact Assessment Screening and Scoping Opinion

- 7.9 A request for a Screening Opinion as to whether an Environmental Impact Assessment (EIA) would be required was received on 20th May 2021. The Screening Opinion was based on the submission of an application for the following development:

The construction of a new mental health hospital; refurbishment and conversion of the current mental health hospital (for us as part of a new post-graduate college in the University of Oxford); construction of a new post-graduate college and association accommodation; construction of a new research facility

- 7.10 An EIA Scoping Report was submitted to Oxford City Council on 22 May 2023 together with a formal request for an EIA Scoping Opinion.
- 7.11 Oxford City Council provided a joint Screening and Scoping Opinion on 2 October 2023, confirming that having regard to Schedule 3 of the Town and County Planning (Environmental Impact Assessment) Regulations 2017 (as amended), the proposed development would constitute EIA development due to the nature of the existing site and the size and nature of the proposed development
- 7.12 As such, in exercise of the powers conferred upon it by Regulation 6 of the Town and County Planning (Environmental Impact Assessment) Regulations 2017 (as amended) the Local Planning Authority concluded that the proposal would constitute EIA development and that an EIA would be required to accompany a planning application submitted in accordance with the details supplied in the request for screening.
- 7.13 The application has therefore been accompanied with an Environmental Impact Assessment and has been advertised both via public site notices and in the newspaper as EIA development.
- 7.14 Section 10 of this report discusses the assessments within the Environmental Statement under the relevant material planning considerations.

8. RELEVANT PLANNING POLICY

- 8.1 The Submission Draft Oxford Local Plan 2045 was approved at Council on 26th January 2026 for Regulation 19 consultation and submission to the Secretary of State. The Emerging Local 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	Other planning documents and Neighbourhood Plans:	Emerging Local Plan 2045
Design	96-108, 124-130, 131-141	<p>RE2 - Efficient use of land</p> <p>DH1 - High quality design and placemaking</p> <p>DH2 - Views and building heights</p> <p>DH7 - External servicing</p>	<p>CIP1 - Development to respect existing local character</p> <p>CIP2 - Protecting locally important views</p> <p>CIP3 - Innovative design</p>	<p>HD1 - Principles of High-Quality Design</p> <p>HD2 - Making Efficient Use of Land</p> <p>HD6 - Views and Building Heights</p> <p>HD12 - Bin and Bike Stores and External Servicing Features</p> <p>S2 - High Quality Design</p>
Conservation/Heritage	202-221	<p>DH3 - Designated heritage assets</p> <p>DH4 – Archaeological remains</p> <p>DH5 – Local Heritage Assets</p>	CIP4 - Protecting important assets	HD3 - Designated Heritage Assets
Housing	61-84	<p>S2 – Developer Contributions</p> <p>H2 – Delivering</p>		<p>H2 - Delivering affordable Homes,</p> <p>H3 - Affordable housing contributions from</p>

		<p>Affordable Homes</p> <p>H8 - Provision of new student accommodation</p> <p>H9 – Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation</p> <p>H14 - Privacy, daylight, and sunlight</p>		<p>other developments S4 - Plan viability</p> <p>H8 - Location of new student accommodation</p> <p>H9 - Linking new academic facilities with the adequate provision of student accommodation</p>
Commercial	85-89	<p>E1 - Employment Sites</p> <p>E2 - Teaching and research</p>	Employment Skills TAN	<p>E1 - Employment Strategy</p> <p>E4 - Affordable Workspaces</p>
Natural environment	187-201	<p>RE3 - Flood risk management</p> <p>RE4 - Sustainable and foul drainage, surface and groundwater flow</p> <p>RE9 - Land</p>	<p>GSP1 - Conserving and enhancing public access green space</p> <p>GSP2 - Provision of green space within developments</p>	<p>G3 - Provision of New Green and Blue Features – Urban Greening Factor</p> <p>G4 - Delivering Mandatory Net Gains in Biodiversity</p> <p>G5 - Delivering Onsite Ecological Enhancements</p>

		<p>quality</p> <p>G2 - Protection of biodiversity geo-diversity</p> <p>G7 - Protection of existing Green Infrastructure features</p> <p>G8 - New and enhanced Green and Blue Infrastructure Network Features</p>	<p>GSP3 - Conserving and enhancing biodiversity</p>	<p>G6 - Protecting Oxford's Biodiversity Including the Ecological Network</p> <p>G7 - Flood Risk and Flood Risk Assessments (FRAS)</p> <p>G8 - Sustainable Drainage Systems</p> <p>R5 - Water Resources and Quality</p> <p>R6 - Soil Quality</p> <p>R7 - Land Contamination</p>
Social and community	102-111		<p>AMP1 - Protecting and enhancing sports, leisure and community facilities</p>	
Transport	109-118	<p>M1 - Prioritising walking, cycling, and public transport</p> <p>M2 - Assessing and managing development</p> <p>M3 - Motor vehicle parking</p> <p>M4 -</p>	<p>Parking Standards SPD</p> <p>TRP1 - Parking provision at major employment sites</p> <p>TRP2 - Connectedness</p> <p>TRP3 - Travel plans</p>	<p>C6 - Transport Assessments, Travel Plan and Service and Delivery Plans</p> <p>C7 - Cycle and Powered Two Wheelers Parking Design Standards</p> <p>C8 - Motor Vehicle Parking Design Standards</p>

		<p>Provision of electric charging points</p> <p>M5 - Bicycle Parking</p>	<p>TRP4 - Provision for people with disabilities to use active forms of transport</p> <p>TRP5 Promotion of cycling</p>	
Environmental	96-108, 124-130	<p>RE1 - Sustainable design and construction</p> <p>RE5 - Health, wellbeing, and Health Impact Assessments</p> <p>RE6 - Air quality</p> <p>RE7 - Managing the impact of development</p> <p>RE8 - Noise and vibration</p>	Energy Statement TAN	<p>G9 - Resilient Design and Construction</p> <p>R1 - Net Zero Buildings in Operation</p> <p>R2 - Embodied Carbon in Construction</p> <p>R3 - Retro-Fitting Existing Buildings</p> <p>R4 - Air Quality Assessment and Standards</p> <p>R8 - Amenity Impacts of Development</p> <p>HD7 - Health Impact Assessment</p> <p>HD8 - Privacy, Daylight and Sunlight</p>
Miscellaneous	7-14	<p>SP22 – Warneford Hospital</p> <p>V8 - Utilities</p>		<p>SPE18 – Warneford Hospital</p> <p>I1 - Digital Infrastructure to</p>

		S1 - Sustainable development DH7 - External servicing features and stores		Support New Development HD12 - Bin and Bike Stores and External Servicing Features
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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.
- 9.2 Following the submission of further information the application was re-advertised with site notices displayed around the application site on the 13th January 2026 with an advertisement published in the Oxford Times newspaper on the 15th January 2026.
- 9.3 Additional documents relating to the off-site highways improvements were submitted on 17th February 2026. These documents, albeit related to the Road Safety Audit were re-advertised for an additional 14 days.
- 9.4 Further additional documents to address officers and neighbour concerns in regard to the drainage of the site and the potential impact of the development on the SSSI and ecology were submitted. The Council re-advertised the application with new site notices displayed around the application site on the 26th March 2026 with an advertisement published in the Oxford Times newspaper on the 26th March 2026. The consultation period for this latest round of re-consultation expires on 20th April 2026 and as such officers will provide a verbal update in response to any comments received to this re-consultation at committee.
- 9.5 The consultation responses received to date in relation to the application are summarised below. Officers would make members aware that copies of all consultation responses listed below are available to view in full on the Council's public access website.

Statutory and non-statutory consultees

Active Travel England

- 9.6 ATE have determined that standing advice should be issued and would encourage the local planning authority to consider this as part of its assessment of the application.

Berkshire, Buckinghamshire & Oxfordshire Wildlife Trust

9.7 BBOWT objects to this application on the following grounds:

- Potential negative impact on the rare and irreplaceable alkaline fen habitat of the Lye Valley SSSI and the Lye Valley and Cowley Marsh LWS as a result of hydrological impact and air pollution impact.
- Potential negative impact on Warneford Meadow Oxford City Wildlife Site - OCWS due to hydrology, lighting, disturbance, noise disturbance, recreational impact and air pollution.
- Potential negative impact on wild bird habitat, contrary to the requirements of paragraph 9A of the Conservation of Habitats and Species Regulations 2010 as amended in the Conservation of Habitats and Species (Amendment) 2012 Regulations.

Cheney School

9.8 Objects to the application. The planning application designs have been drawn up without any consultation with Cheney School, which is located on the Gipsy Lane / Old Road junction. An alternative cyclops design has been proposed by Oxfordshire Liveable Streets.

9.9 Moving the location of the school entrance ensures that the 1700 students of Cheney School are able to enter and exit safely. There is an existing safety issue with the school entrance onto Gipsy Lane, which means that students exiting the school cross the road around 80 meters away from the junction. There is a potential for increased traffic on Gipsy Lane, which will seriously exacerbate this existing safety issue. This can be resolved by incorporating the movement of the school entrance into the design, so that students exit directly onto the junction.

9.10 Two-way cycle access to the junction is essential, as a significant number of students leaving Cheney school will need to turn right onto Warnerford Lane. They are likely to do this in an unsafe manner if the cyclops is designed as a one-way system, creating significant safety risks.

9.11 In addition, we agree with the proposal to separate cycling lanes from traffic with a raised curb, and would encourage this to be extended down Warneford and Cheney Lanes in order to prevent cars parking on the curb or in the cycle lane while doing school runs. Nothing that we as a school have done has made any impact on this behaviour (limited to 40 or 50 cars, but still up to 200 unnecessary vehicle movements, which adds significant risks for child safety and cycling), and we hope that any redesign of the junction will also be able to help with this long-standing problem.

9.12 The planning application also suggests removing the city bound turning point on Warneford Lane, forcing all traffic to the Morrell Avenue roundabout to turn around. We see no benefit to this proposal, which removes the existing, safe turning point providing access to Cheney Lane. The OLS proposal suggests

adding a cycle access lane across the grass central barrier, which we would support.

- 9.13 The OLS proposal includes one further improvement which we strongly support, which is the integration of cycle access to Grays Road into the cyclops intersection proposal. This would significantly improve safety for cyclists, as the existing access is heavily used, but poorly planned, forcing cyclists to make a sharp left hand turn. Failure to incorporate access to Grays Road into the junction would be a missed opportunity for significant safety improvement.
- 9.14 A second letter from Cheney School states that they would like to clarify that if the changes proposed to the Gipsy Lane / Warneford lane junction are made (a variation on a CYCLOPS junction), this would be a net benefit to the school. This is because the improvements in child safety, especially at the end of the school day between 3pm and 3.15pm would outweigh the likely moderate increase in traffic.

Ward Councillors – City Council

- 9.15 Councillor Smowton: Objects to the application. The area already experiences heavy traffic and congestion. The additional parking will worsen this situation. Reducing the parking would encourage applicant towards providing alternative access such as park and ride or other forms of active travel.
- 9.16 Councillor Pressel: Support the principle of improving mental health facilities and services but object to the parking and the impact this would have on congestion pollution. Staff travelling to site should use park and ride and if this is deemed unacceptable then a dedicated minibus service should be provided.

County Councillors

- 9.17 Councillor Garnett: objects to the increase in parking. The applicant needs a better plan that involves active modes of travel including cycling, public transport, car shares. Increases in cars leads to increase pollution, pedestrian safety. Oxford has a shortage of housing and the application does not address this. Extra bus services from the park and rides could be funded as part of the application which would reduce car dependency.
- 9.18 Councillor Brighouse: objects to the application. Some of the smaller facilities will be closed and consolidated on the Warneford site alongside the development of a new college and commercial space. Need to determine if the reduction in these facilities in the city will continue to meet the needs of residents whom need inpatient services. The site is not suitable for a college. There is not enough housing in the area with an already large student population struggling to find accommodation they can afford in area. Little space has been left to provide housing for local people. Affordable housing has been cast aside in favour of additional car parking. The increase in parking will bring further cars and congestion to already congested area with

the junction at capacity. The development in this area has been detrimental to the community around it and this new development should not be supported.

Environment Agency (EA)

- 9.19 There is no fluvial flood risk on this site so have no comments on flood risk.
- 9.20 In relation to land contamination: The current or previous use(s) of the development site relating to a hospital suggest that the land may be affected by contamination. The current or previous use(s) of the site may present an unacceptable risk of contamination that could be mobilised during site works and construction, potentially leading to pollution of controlled waters. Controlled waters are particularly sensitive in this location because the proposed development site is located upon a secondary aquifer A.
- 9.21 The proposed development will be acceptable, if a planning condition is included requiring the submission and validation of a detailed land contamination management strategy for unsuspected contamination during the enabling, construction and/or development works. By cleaning up land contamination, it will be helping to protect and improve the groundwater quality that supports existing drinking water supply, future supply of drinking water and other environmental uses.

Friends of Warneford Meadow (FOWM)

- 9.22 Objects to the scheme based on the height, massing and the harmful impacts the proposal would have on the garden listed II buildings and its setting. Views in and out towards Warneford Meadow will be affected leading to a loss of amenity for the town green and public footpath users. The increase in traffic levels is unacceptable in the already congested area.
- 9.23 A further objection letter has been received by FOWM which includes a hydrology technical note and summary letter, which responds to the updated drainage proposals submitted by the applicant. The report raises concerns over the long term impact of the large basement on the Meadow hydrology and the absence of explicit modelling of the Boundary Brook and Lye Valley water systems. Since FOWM initial consultation meetings with the development team in December 2024 they have consistently raised concern over the impact of the basement and there has been no adequate response or option appraisal of design alternatives. The hydrogeological impact assessment which supports the application cannot be considered robust or policy compliant under OCC's own environment protection principles.
- 9.24 In response to the latest round of consultation, FOWM have further objected to the scheme. They conclude that the significance of the long term hydrological impact on the Warneford Meadow Orchard trees has not been adequately considered, the meadow has NOT been properly considered for its heritage value although it is the setting of the grade 2 listed hospital buildings and is part of the heritage landscape which was integral to the therapeutic vision of

the hospital and that the social and community value of the orchard (and its wider setting in the Warneford Meadow) has not been considered.

Headington Heritage

- 9.25 Objects to the application as the proposal represents a risk to the Lye Valley SSSI North and South Units and Cowley Marsh as there would be a huge loss of groundwater retention caused by the basement car park and other tanked basements proposed on site which would impact on the Lye Valley SSSI, Resultant flooding of Boundary Brook will destroy the South Fen (Lye Valley SSSI Unit 2) by lowering its water table due to scouring of the watercourse, which reduces the height of the watercourse channel, repeated flooding at Cowley Marsh due to urbanisation and the Thames Water drain running down the Lye Valley indicates no more water can be added to this catchment (which has not been assessed),
- 9.26 Also objects to the application on impact on housing – the proposal doesn't seek to provide any additional housing for the employees proposed to work at the site, and the impact on green space and environment.

Natural England (NE)

- 9.27 Natural England has no comments to make on this application. They have not assessed the application for its impacts on protected species. The lack of comment from Natural England does not imply that there are no impacts on the natural environment, but only that the application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes. It is for the local planning authority to determine whether or not this application is consistent with national and local policies on the natural environment. Other bodies and individuals may be able to provide information and advice on the environmental value of this site and the impacts of the proposal to assist the decision making process. Advise LPAs to obtain specialist ecological or other environmental advice when determining the environmental impacts of development.

Oxford Bus Company

- 9.28 In principle the Bus Company wish strongly to support the application. The comments provided are to be treated as informative as opposed to as an objection to the scheme.
- 9.29 The proposal involves a major intensification of activity on the site, also being trip generating uses. Proposal seeks to take advantage of high levels of accessibility by active and public transport and significant improvements are proposed by the applicant.
- 9.30 The site lies on the No. 15 bus route, a route affected by unreliability and journey times as a result of the East Oxford LTNs. Hope further interventions can restore peak afternoon frequencies in short term and core frequencies in medium term.

- 9.31 Site also served on Rosevelt Drive by combined 100/700 service which offers direct connectivity to other teaching hospitals and key destinations in the Eastern arc including Cowley and Blackbird Leys. The ST2 service also provides a direct hourly link to the University Science Area. The site is also served by Thames Travel's H2 offering services to Oxford North, Eynsham and Witney and the 600 which services the Eastern Arc, including ARC Oxford and Oxford Science Park.
- 9.32 The contributions/measures represent a very substantial boost to the attractiveness and effectiveness of the bus as a mode choice to and from the site. This supports a transport strategy in the application that we agree is suitably ambitious, having regard in particular to the likely trip origins to the site, a large proportion of which are from well beyond the city.
- 9.33 Major investments in off-site cycling infrastructure are proposed on Gypsy Lane, Old Road and at the signalised junction between these and Warneford Lane are supported.
- 9.34 Welcome the report and work carried out by OLS and other groups however, some of the suggestions and counter-proposals put forward by other interested groups would result in material difficulties for bus operations and passengers and this needs some more consideration.

Oxford Liveable Streets

- 9.35 The revised plans for walking and cycling infrastructure around the development have taken on board most of our suggestions and are greatly improved.
- 9.36 Main concern is with the design of Warneford Lane - in particular with the proposed closure of the western u-turn allowing access to Cheney Lane. This will push more motor traffic onto the roundabout at the Divinity Rd-Morrell Ave-Warneford Lane roundabout, which already carries significantly too much traffic for cycling to be accessible (well over the 2000pcu/day threshold in LTN 1/20). It will also result, in some drivers using the eastern u-turn illegally. This will create a significant hazard, especially for people walking and cycling who will not be expecting or looking out for vehicles approaching from the wrong direction.
- 9.37 Continue to object to the planned increase in car parking provision, as this significantly undermines the transport plans for the entire city, as embodied in the Central Oxfordshire Travel Plan, and harm Headington in particular. As well as the direct effects of increased motor traffic on road safety, air pollution and noise pollution, the increase in motor traffic would push back, or even make impossible, the traffic reduction necessary for safe junction redesigns, most obviously at the Plain, the London Rd-Headley Way junction, and the Old Rd-Windmill Rd-Slade junction.

- 9.38 Further object to the proposed narrowing of the cycle lanes from 2.4 m to 2 m while widening the motor traffic lane to 4 m, to the shared pedestrian and cycle paths which would worsen conditions for pedestrians who currently have dedicated spaces, the lack of a pedestrian crossing near Divinity Road where there is a strong desire line between Divinity Road and South Park, heavily used by children and school pupils.

Oxford Pedestrians Association

- 9.39 Objection: Pedestrians are top of the transport hierarchy. The plans introduce sections of shared pedestrian/cycle paths along north side of Warneford Lane where there is no need to downgrade provision for pedestrians. Opportunity to improve provision including additional pedestrian crossings towards South Park

Oxford Preservation Trust

- 9.40 On balance, support the planning applications.
- 9.41 The key components of the new buildings include a very large 'link' building (entrance, cafes, link between hospital and research) with curving walls, and finger-like ward extensions. We think this works well – with good landscaping proposals, and cross views. Given its size, the building has a lightness of character, and being curved its appearance will change a lot as sun moves around, and it prioritises horizontality over verticality in its design. This is a large building and will make a significant impact on the view from Warneford Meadow. We would like the applicant to consider further mitigations through landscaping.
- 9.42 It is clear that the historic hospital buildings are no longer fit for purpose and support the outline proposals for their conservation, re-pair and re-use.
- 9.43 Note the proposed removal of several curtilage listed buildings including the farmhouse and former stables. Understand that these buildings are of less architectural interest due to alterations and conversions. Whilst we regret their loss, accept the conclusions of the HIA that their removal would result in less than substantial harm.
- 9.44 The embodied carbon implications of demolishing numerous buildings that are still within their useful lifespan has not been included within the Whole Life Carbon Assessment. It is essential that these implications are set out and understood.
- 9.45 Due to proximity of Boundary Brook there is the potential for surface and groundwater flow to the Lye Valley SSSI. The proposal to include tanked basements for the underground car parking will displace underground water storage. This change has potential to increase surface water run off to the brook and increase its flow which in turn may adversely affect the Lye Valley SSSI South Fen.

- 9.46 Concerns about the balconies on the western elevations of the student accommodation blocks and ask the applicants to consider their removal in order to ensure neighbouring properties are protected from potential noise disturbance.
- 9.47 It is inevitable that a scheme of this size would generate higher volumes of people visiting the site and therefore increased vehicle numbers. Welcome the basement parking which would 'hide' the majority of the parking and enables larger areas of open space and landscaping to be provided at ground level. Efforts need to be made to encourage active travel and public transport to minimise any negative impact on surrounding highway network.

Oxfordshire County Council – Climate Action

- 9.48 No objection

Oxfordshire County Council – Education

- 9.49 No comment

Oxfordshire County Council - Highways Authority

- 9.50 No objection subject to S106 Contributions for public transport services including existing bus services and real time information, travel plan monitoring, public rights of way improvement, an obligation to enter into a S278 Agreement for numerous off site highway improvements and relevant planning conditions relating to cycle parking, EV charging, delivery and servicing management plans, car parking management plans, travel plan, travel plan statement and a construction traffic management plans.

Oxfordshire County Council - Lead Local Flood Authority (LLFA)

- 9.51 No objection, subject to conditions requiring a detailed surface water drainage scheme and SuDS details.

Oxfordshire County Council – Public Health

- 9.52 No objection - The submitted HIA adequately assesses health parameters relevant to the site and surrounding population.
- 9.53 The provision of cycle infrastructure has been noted. This should be secure, covered, and easily accessible to the frontages of building entrances wherever possible, so to promote the uptake of active travel modes
- 9.54 It is noted from the Air Quality Assessment that a dust management plan will be prepared and agreed to ensure that impacts on local receptors are minimised.

Thames Valley Police (TVP)

- 9.55 TVP have some concerns with the proposals in terms of the potential for crime and disorder, and whilst they do not object to this application, they ask that further information is provided and plans amended prior to permission being granted. TVP have asked for a physical barrier to be installed to the basement access to prevent unauthorised vehicular and pedestrian entry. TVP have also recommended conditions for a Security Needs Assessment (SNA) and details of a proposed external lighting scheme to be submitted prior to commencement.

Thames Water

- 9.56 No objection subject to conditions.

Public representations

- 9.57 80no. letters of comment have been received from the following addresses: 13 Marlborough Road, 14 Staunton Road, 104 Barracks Lane, Stratfield Road, 161, 181, 189 (2no letters), 213 Morrell Avenue, 1, 5, 11, 13 (2no letters) 15, 17, 19 (no letters), 22, 37 (2no letters), 39, 41, 42, 73, 77 Hill Top Road, 29, 51, 52 Stapleton Road, 42, 86 Sandfield Road, 39 Rymers Lane, 63, 66 Old Road, 15 Lime Walk, 25 North Way, 57 Latimer Road, 131, 218 Headley Way, 111, 172 Divinity Road, 127 Bateman Street, 32 Beaumont Road, 3 Conniston Avenue, Leaffield Road, 83 Windmill Road, 8 Harold Hicks Place, Willowbank, Old Road, Florence Park, 10 Bickerton Road, 26 Abbott Road, 24 Mattock Close, 11 David Nicholls Close, 1 Stone Street, Rymers Lane, 51 Park Town, Summertown, 4 Swinburne Road, 13 Marston Street, 103 Dene Road, Flat 10 Arthur Slater Court, Brook Street, 50 St Anne's Road, St Clements, 10, 10, 36 ,108 Southfield Road, 5 All Saints Road, 177 Southfield Park, Bartlemans Close, 81 St Clement's Street, Abingdon Rd in Cumnor, 1 Aristotle House, unknown, 107 Fairacres Rd, 38 Canal Street, 26 Trinity Road, 123 Bullingdon Road (2no. letters), , 9 Fairspear Road (Leaffield).
- 9.58 3no. letters were received in general support of the application.
- 9.59 In summary, the main points of objection (76no. residents) were:

Design

- Visual impact on the Meadow
- Main bulk of building is repetitive and largely unrelieved with the roof plant adding to the bulky appearance.
- The terracotta would not sit well with the muted tones of the meadow and would contrast with them
- Design of the lower wings closest to the meadow is very busy with a mixture of colours, materials and textures and they don't relate well to the main part of the building behind.
- Not clear how the new buildings are 'complimentary' to the existing, historic stone buildings or walls, when nothing, not even the colour of the terracotta cladding seems to relate to the historic built forms

Impact on neighbouring amenity

- Overlooking of properties/gardens along Hill Top Road as a result of the proposed balconies
- Loss of privacy from the proposed balconies on the student accommodation blocks
- Increased noise disturbance resulting from students using the balconies at all hours
- Request the balconies are removed in line with the Oxford Preservation Trust's formal comments
- Light pollution from windows
- Changes in activity levels
- Impact on privacy
- Impact on security given close proximity
- The accommodation blocks would be of considerable bulk and height and would be overbearing
- Maintenance buildings located along shared boundary

Highways safety, parking:

- Increase in parking provision – conflicts with citywide transport objectives set out in the Central Oxfordshire Travel Plan
- The travel plan conflicts with Policy M1 and the prioritisation of walking, cycling and public transport.
- Adverse impact on Headington
- Reduced road safety
- High levels of traffic and congestion
- Increased air pollution
- Increased noise pollution
- Pedestrian safety
- Increased road safety for cyclists
- Increase in parking will set a dangerous precedent for other sites in the city
- Need to explore other active travel uses such as buses/mini bus to park and ride/car sharing schemes.
- Proposal forces west bound traffic around the roundabout to access Cheney Lane – this adds extra danger to users of the roundabout of crossing Warneford Lane.
- Pedestrian crossing (near to the roundabout) is in the wrong place – it needs to be on the very clear desire line where no more grass is growing on two tracks 3m wide across the central reservation.
- Pavements are inadequate – surface eroded, vegetation composting restirring the amount of usable space

Cycle parking and infrastructure

- Reduction of the cycle lane on Warneford Lane from 2.4m to 2m alongside widening the general traffic lane to 4m. This is regressive and is a step backwards in the advancement of safer cycling infrastructure. It would not be safe for overtaking or side-by-side cycling.

- Widening the traffic lane on Warneford Lane will increase vehicle motor volume and increase speeds, which are already problematic
- The share use path on the north side of Warneford Lane is not appropriate in this location and a separate cycle track should be provided. Shared provision may encourage cyclists to use the road instead, undermining the benefits of segregation.
- Pedestrian flows are high with approximately 1,500 students and teachers accessing Cheney School at peak hours, when peak pedestrian and cycle flows coincide. This does not align with the conditions in LTN 1/20 (6.5.6) where shared use may be appropriate.
- The proposed number of cycle parkin spaces is insufficient based on the significant increase in the proportion of bicycle trips that the City and County Councils are anticipating over the next 5years.
- The proposal doesn't include adequate safe cycle provision on Rosevelt Drive
- Cycle path along Old Road would be problematic as there is reduced visibility for those exiting their drives.

Drainage/ Impact on SSSI

- Concerned about the drainage of the site – waterlogging on the field
- Needs to cope with storm water
- The Flood Risk Assessment relies on pumped basement attenuation systems discharging to soakaways with minimal freeboard. This approach is non-compliant with the SuDS hierarchy, the SuDS Manual, and Local Plan Policy RE1.
- No seasonal or mounding analysis to show the effect of infiltration on groundwater.
- Proposal has risks on Warneford Meadow - a Town Green and Wildlife Site that depends on natural hydrology. Cutting off or diverting recharge will damage its ecology.
- Infiltration into a secondary aquifer with limited pollution control increases the risk of groundwater contamination. Given the school's proximity, any mobilisation of contaminants (from surface water, hydrocarbons, or construction activities) is a direct concern for pupil health and wellbeing.
- The Basement Impact Assessment admits that groundwater flows towards Boundary Brook and the Meadow, yet no modelling of drawdown cones or diversion effects is provided. Construction dewatering, which is anticipated, risks altering groundwater regimes in a way that has not been assessed.

Trees

- Proximity of buildings to west boundary may impact on current tree levels and health.
- The Arboricultural Impact Assessment (July 2025) shows the proposed College South and accommodation blocks in very close proximity to the Root Protection Areas of retained Category A and B trees
- Proposed basements and foundations will further risk the longevity of trees on site

Other matters

- Construction and building works will impact on health of local residents
- Dust, air quality and vibration issues
- Sports facilities is being built on and so should be re-provided, or a contribution be made to another facility e.g. Cheney School
- Should be provision of child's play facilities on site
- Distinct lack of shops/retail facilities to serve visitors of the site.
- I self advocate for people with a learning disability like me. My only worry is - will they still have enough for patients?
- More employment in this location is not what is needed. Especially with the lack of additional housing nearby meaning more commuter journeys.
- No housing for staff provided within the proposals
- Additional students will ruin the peace of the site and will be intimidating for vulnerable patients.
- The University are building all over Oxford in a gradual privatisation of public assets
- Concerned about impact on nature and wildlife in surrounding green spaces

9.60 It is noted that a large number of objection comments received acknowledge the wider support for improving mental health facilities in Oxford.

Officer response

9.61 Any impact on neighbours' amenity from construction could be mitigated through the construction traffic management plan, including hours and noise, secured by condition.

9.62 Where the above comments relate to material planning considerations i.e. the scale, mass and design of the building, proposed impacts on neighbouring amenity, impacts on wildlife and drainage, transport impacts etc, these have been assessed and addressed in full within the relevant sections of the committee report below.

10. PLANNING MATERIAL CONSIDERATIONS

10.1 Officers consider the determining issues to be:

- Principle of development
- Design and impact on heritage assets
- Archaeology
- Impact on amenity
- Noise
- Highways
- Impact on trees
- Ecology and Biodiversity
- Drainage
- Flooding
- Sustainable design and construction
- Air Quality

- Land Contamination
- Utilities
- Health, Wellbeing, and Health Impact Assessments

Principle of development

Background policies

- 10.2 At the heart of the National Planning Policy Framework (NPPF) remains a presumption in favour of sustainable development, which means that development proposals that accord with the development plan should be approved without delay unless material considerations dictate otherwise. Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Any proposal would be required to have regard to the contents of the NPPF along with the policies of the current up-to-date development plan, which include the newly adopted Oxford Local Plan 2036 and the Headington Neighbourhood Plan.
- 10.3 Policy S1 of the Oxford Local Plan 2036 states that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF, working with applicants so that sustainable development can be approved that secures economic, social and environmental improvements. Planning applications that accord with Oxford's Local Plan (and, where relevant, with neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise. Development should make efficient use of land making best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader considerations of the needs of Oxford in accordance with RE2 of the Oxford Local Plan 2036. Policy S1 of the Emerging Local Plan 2045 echoes this spatial strategy and is therefore given limited weight at this time.
- 10.4 Policy RE2 requires that development proposals must make best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader consideration of the needs of Oxford. The development proposal must have a density appropriate for the proposed use, with an appropriate scale and massing, maximise the appropriate density with a built form and site layout appropriate to the capacity of the site. Policy HD2 of the Emerging Local Plan 2045 promotes making the most efficient use of land and has limited weight at this time.
- 10.5 The Warneford Hospital site is an allocated development site under policy SP22 of the Oxford Local Plan 2036. Policy SP22 states that planning permission will be granted for healthcare related facilities at Warneford Hospital and, provided adequate accommodation is provided for healthcare facilities, any of the following uses:
- residential development, including employer-linked affordable housing;

- student accommodation;
- hospital and medical research;
- B1(a) and B1(b) provided that they have an operational link to hospital uses;
- academic institutional;
- education

10.6 The site allocation for the Warneford Hospital Site is maintained in Policy SPE18 of the Emerging Local Plan. The Emerging Local Plan policy broadly aligns with the current site allocation policy in that it allows for healthcare facilities and related uses such as extra care accommodation, residential development including affordable housing and student accommodation, employment and research that has a link to healthcare and additional academic institutional and education uses subject to compliance with other relevant local plan policies. Policy SPE18 requires development on the site to retain existing features including mature trees where possible, boundary features and areas of priority habitat woodland present on the site. The loss of the sports facility is considered justified. The policy puts an emphasis on the potential impact of any development on the adjacent Wildlife Site, its species and habitats, the Lye Valley SSSI, groundwater flows, the orchard, protected species and habitats and peat reserves. The emerging site allocation policy for Warneford Hospital has limited weight at this time.

NPPF and housing land supply position

- 10.7 Paragraph 78 of the NPPF requires Local Planning Authorities to identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than 5 years old. The latest published Authority Monitoring Report (AMR) (December 2025) shows the Council is currently only able to demonstrate 2.88 years' worth of deliverable sites.
- 10.8 Subsequently, those policies relating specifically to housing delivery in the Oxford Local Plan 2036 including Policy H1 are currently considered to be out of date. This does not mean they have no weight, but an assessment of consistency will take place throughout this application.
- 10.9 In relation to the draft Oxford Local Plan 2045 this has undergone consultation pursuant to Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The plan has not yet been submitted to the Secretary of State for examination and therefore its Policies carry limited weight.
- 10.10 Paragraph 11 of the NPPF states that decisions should apply a presumption in favour of sustainable development. It goes on to say for decision-taking this means where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- I. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
- II. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

10.11 By virtue of the Council's current housing land supply position, the presumption in favour of sustainable development set out in the NPPF at paragraph 11 is now engaged in the decision-making process. Therefore, an assessment will need to be made as to whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole (the tilted balance). This balancing exercise is undertaken within the planning balance section of this report.

Full Application -The proposed hospital

10.12 Local Plan Policy E1 allows for the intensification of uses on employment sites and states that planning permission will be granted for the intensification, modernisation and regeneration for employment purposes of any employment site if it can be demonstrated that the development makes the best and most efficient use of land and does not cause unacceptable environmental impacts and effects. Policy E1 of the Emerging Local Plan 2045 follows a similar approach to the current Local plan policy and therefore more weight is given to the existing policy at this time.

10.13 Policy E2 further allows for the growth of the hospitals, through the redevelopment and intensification of their sites in Headington as set out in the site allocations, including to increase their teaching and research function. It goes on to state that applications for all new education, teaching and academic institutional proposals (other than the expansion of schools providing statutory education) should clearly demonstrate how they support the objectives of and accord with the wider policies of this development plan.

10.14 Local Plan Policy V7 states that planning permission will be granted for the alteration and expansion of existing primary healthcare facilities. Planning permission will be granted for new primary healthcare facilities where the City Council is satisfied that the following criteria are satisfied:

- a) the location is easily accessible by walking, cycling and public transport; and
- b) the proposal will meet an existing deficiency in provision or access, or the proposal will support regeneration or new development; and
- c) the proposal will not result in an unacceptable environmental impact.

- 10.15 Policies C3 of the Emerging Local Plan 2045 echoes the above and supports the improvement and expansion of existing facilities providing the location is easily accessible by active modes of travel and that the proposal would not have any unacceptable environmental impact or loss of amenity. The emerging policy is given limited weight at this time.
- 10.16 The proposal seeks to re-develop the existing hospital site to create a new mental health hospital with research and development facilities (subject to the full part of the application) and a student campus (subject to the outline part of the application). The proposed uses are consistent with the Warneford Hospital site allocation (Policy SP22 and SPE18 (of the Emerging Local Plan 2045)) which promotes the re-development of the site to provide a new hospital on the site of the former playing fields, together with the introduction of additional complementary uses such as the college (academic institutional floor space including student accommodation) and medical research facilities. Furthermore, Policy SP22 states that:
- Any development on the site must retain and enhance the listed buildings.
 - The site would only be suitable for academic institutional uses provided that the requirements of Policy H9 are met.
 - Applicants will be expected to demonstrate how the development mitigates against traffic impacts and maximises access by alternative means of transport.
 - The playing fields should be re- provided or a contribution made to another facility.
 - To minimise impact upon the very sensitive Lye Valley SSSI, planning permission will only be granted if it can be proven that there would be no adverse impact upon surface and groundwater flow to the Lye Valley SSSI. Development proposals should reduce surface water run off in the area and should be accompanied by an assessment of groundwater and surface water. Development proposals must incorporate sustainable drainage with an acceptable management plan.
- 10.17 These principles are expanded on in more detail within the emerging site allocation Policy SPE18.
- 10.18 In principle, the provision of a new mental health hospital is supported where it has been demonstrated that the development makes the best and most efficient use of land. In this case the existing listed hospital building has been deemed not fit for purpose and an alternative is needed. The proposal seeks to provide a modern, state of the art hospital. The hospital would accommodate the relocation of the acute adult mental health ward (18xbeds), the psychiatric intensive care ward (11xbeds), and the two Health Based Places of Safety from Littlemore Hospital to Warneford Park (the site). The two older adult wards, offering 31 beds at the Churchill Hospital will also be relocated to Warneford Park. As a result, the proposed hospital would double the number of hospital wards from four to eight, improving operational efficiencies for the NHS by co-locating care provision within Oxford in one main location. The detailed elements of policy SP22 are considered in greater detail within the relevant technical sections of the report below.

- 10.19 In respect to Local Plan Policies V7 and Emerging Local Plan Policies C3 and C4, the alteration and expansion of primary healthcare facilities is acceptable providing the location is easily accessible by walking, cycling and public transport; the proposal would meet an existing deficiency in provision or access, or the proposal will support regeneration or new development and would not result in any unacceptable environmental impacts.
- 10.20 In this case the proposal would be in an easily accessible location and would meet an existing deficiency in provision in that the existing hospital is no longer fit for purpose.

Loss of Sports Facility and Sports Provision

- 10.21 In order to facilitate the development, the proposal would include the loss of an existing sports field/pitch.
- 10.22 Policy G5 of the Oxford Local Plan 2036 seeks to protect existing open space, sports and recreational buildings and land. It goes on so state that existing open space, indoor and outdoors sports and recreational facilities should not be lost unless:
- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use
- 10.23 Policy G5 states that for outdoor sports facilities, consideration will be given to the need for different types of sports pitches as identified in the Playing Pitch Study. Any replacement provision should be provided in a suitable location equally or more accessible by walking, cycling and public transport, and accessible to local users of the existing site where relevant. This is echoed in Policy G1 of the Emerging Local Plan 2045 and limited weight is given to the Emerging Local Plan policy at this time.
- 10.24 Policy AMP1 of the Headington Neighbourhood Plan Policy states that existing sports, leisure and community facilities will be protected and opportunities for enhancement will be sought. Planning permission will only be granted for development resulting in the loss of existing sports and leisure facilities if alternative facilities can be provided and if no deficiency is created in the area. Alternative facilities will be required to be provided at a location equally or more accessible to residents of Headington by walking, cycling and public transport.

- 10.25 There is an existing sports ground located to the southeast of the site. The sports ground will be developed as the site of the proposed new Hospital. The site allocation policy, Policy SP22 of the Oxford Local Plan 2036 and Policy SPE18 of the Emerging Local Plan 2045 acknowledges the loss of the playing field to accommodate the new hospital and explicitly states that the playing fields should be re-provided or a contribution made to another facility.
- 10.26 As part of the proposal, the applicant would provide a financial contribution towards another facility. This would accord with Local Plan Policy G5(b). This exact figure and the facilities to which this contribution would go towards is currently under discussion with the applicant and with Sport England. It is acknowledged that given the timescales for the commencement and delivery of the proposed development, that there would be a need for a cascade approach outlining a number of potential community facilities to which the contributions could go towards, depending on the timing. In principle, officers consider that a financial contribution towards the re-provision of alternative sports and recreational provision is acceptable. The details of this would be secured within the S106.
- 10.27 The proposed hospital would comply with Policy V7, E1, G5 and the site allocation policy SP22 of the Oxford Local Plan 2036 and the relevant Emerging Local Plan policies.

Full Application - The proposed Research Centre

- 10.28 Local Plan Policy E1 allows for the intensification of uses on employment sites and states that planning permission will be granted for the intensification, modernisation and regeneration for employment purposes of any employment site if it can be demonstrated that the development makes the best and most efficient use of land and does not cause unacceptable environmental impacts and effects. Policy E2 further supports new teaching and research floor space as part of the redevelopment and intensification of the hospital sites, including Warneford Hospital.
- 10.29 The site allocation policy SP22 (and SPE18 of the Emerging Local Plan) is consistent with this direction. It provides explicit support for the provision of new hospital and medical research facilities on the site.
- 10.30 The proposed development would include a new building for research and development, office and laboratory space. The Research Centre will accommodate the UK's leading University Psychiatry Department which currently occupies the site and will allow for the department to expand and for other relevant academic teams from different disciplines to co-locate alongside them. The research centre will also provide space for biotech's, spin-outs and start-ups to work alongside the University and collaborate with clinicians and researchers. Commercial businesses would provide resources to develop interventions through clinical trials into new treatments and create opportunities for clinicians to share knowledge and drive breakthroughs in mental health care.

10.31 The intensification of the site for research and development purposes is therefore considered to be acceptable in principle and in line with the site allocation policy SP22 as well as E1 of the Oxford Local Plan 2036 and the relevant policies of the Emerging Local Plan 2045.

Outline Consent – Student Accommodation/ College

10.32 The outline application would comprise the construction of student accommodation and related buildings to the west of the existing hospital which will form part of the new college (Zone 2).

10.33 Policy SP22 (and SPE18 of the Emerging Local Plan) recognises that, as an existing campus site of the Oxford Health NHS Foundation Trust, the application site is suitable for employer-linked housing or student accommodation.

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

10.35 Policy C4 of the Emerging Local Plan 2045 allows for new learning and non-residential institutions, where these would be accessible by active modes of travel and not create unacceptable traffic impacts, where the proposal would meet local needs or an existing deficiency in provision or access, or the proposal will support regeneration or new development, where it would not result in any unacceptable environmental impact or loss of amenity and where possible, joint user and shared user agreements are made. As explored in more detail in the relevant transport section below, the site is within a highly sustainable location with good access to the site by foot, bus and by bicycle. The proposal seeks to enhance pedestrian permeability and connections through the site and would also seek to provide off-site enhancements to pedestrian, cyclist and bus infrastructure. It is not considered that the proposal would result in any unacceptable environmental impact, nor would it have a detrimental impact on Warneford Meadow, the Boundary Brook or the Lye Valley SSSI.

10.36 Policy H9 of the Oxford Local Plan 2036 states that planning permission will only be granted for new/redeveloped or refurbished academic, research or administrative accommodation for the University of Oxford where it can be demonstrated that the new accommodation would not generate or facilitate any increase in student numbers; or the number of their full-time taught course students living in Oxford in non-university- provided accommodation does not exceed 1,500 at the time of the application. Policy H9 of the Emerging Local Plan 2045 is similar to that of the existing Local Plan Policy however the thresholds have changed from 1,500 to 3,100 students (until the academic year starting 2033). Whilst the thresholds have changed between the existing

and Emerging Local Plan policies, the Emerging Local Plan policy H9 carries little weight at this time.

- 10.37 The new academic accommodation would be for graduate students only. The proposal would generate an increase in student numbers however, as the proposal is for a new student campus, whereby it would provide graduate student accommodation only, the proposal would not result in an increase in students living in non-university provided accommodation. This policy does not apply where graduate accommodation is provided.
- 10.38 Policy H8 states that planning permission will only be granted for student accommodation specific locations, which includes the city centre. Student accommodation must also be managed in a way which complies with the policy; this includes restricting occupation to full- time students enrolled in courses of one academic year or more and subject to a general management regime that has been agreed with the City Council that will be implemented on first occupation of the development (to be secured by a planning obligation). The development must also comply with the relevant car parking standard.
- 10.39 Conditions are proposed to ensure that the accommodation is used for the stated purpose within the application. A condition is proposed requiring the submission of a management strategy for the site. With regard to car parking, it is noted that 44no parking spaces would be provided as part of the outline consent for the college. These parking spaces would be for staff, visitors and for operational/maintenance, including a number of accessible parking spaces. Out of the 44no parking spaces, there would be no parking spaces for students. In order to ensure that none of these 44no. parking spaces would be used by students of the college, a parking management plan detailing how the college proposed to maintain, monitor and enforce the parking spaces has been requested via condition.
- 10.40 Policy H2 states that planning permission for new student accommodation of 25 or more student units (or 10 or more self- contained student units), require a financial contribution towards delivering affordable housing elsewhere in Oxford. The contribution will be required only from the number of units creating a net gain. This affordable housing contribution can be provided on-site where both the City Council and the applicant agree that this provision is appropriate. For mixed-use developments of student accommodation with general housing a pro-rata approach will be used to determine whether a contribution is required, and how much this should be. Contributions towards affordable housing provision from new student accommodation will not be sought where:
- I. The proposal is within an existing or proposed student campus site, as defined in the glossary; or
 - II. The proposal is for redevelopment of an existing purpose-built student accommodation site which at the date of adoption of the Plan is owned by a university and which will continue to be owned by a university to meet the accommodation needs of its students.

10.41 Within Policy H3 of the Emerging Local Plan 2045, the thresholds for requiring affordable housing contributions have changed however there still remains the exemption that affordable housing contributions would not be sought where:

- The proposal is within an existing or proposed university or college campus site, as defined in the glossary; or

10.42 The proposal is for a new student campus (defined as: *accommodation occupied by an educational institution and comprising academic institutional uses including academic (teaching, seminar and lecturing spaces), research (laboratories and special facilities) and/or administrative uses (offices and administrative functions)*) and as such meets the exemptions detailed above. Therefore, an affordable housing contribution as set out in Policy H2 of the Oxford Local Plan 2036 or Policy H3 of the Emerging Local Plan 2045 is not required in this instance.

10.43 The National Planning Practice Guidance (NPPG) requires that student accommodation should now be considered as contributing towards the supply of housing, based on the amount of accommodation it releases onto the housing market.

10.44 The number of residential units proposed in the outline consent includes the conversion of the existing Gate Lodge and the erection of the College/Student accommodation. It is proposed that the Gate Lodge will be converted into 1 no 3-bed house and that purpose-built student accommodation would provide 155 units (175 beds). A total of 143 ensuite rooms, 12 self-contained apartments and 1 x 3 bed house will be delivered by the proposal. A ratio of 2.4 is applied to the communal (ensuite rooms) element as prescribed in the national Housing Delivery Test, to calculate the dwelling equivalent of 60 dwellings. In total the development will therefore contribute 73 dwellings equivalent to the City's housing supply.

Breakdown of homes for outline application stage:

Accommodation block	C3	Sui Gen Generis	Calculation for C3 equivalent for Sui Gen rooms	Total residential supply
Gate Lodge	1 house	n/a		
College South	12 apartments	n/a		
College:	n/a			

Great Court North		16 ensuite rooms		
Great Court West		42 ensuite rooms		
Great Court South		85 ensuite rooms		
Subtotal	13	143 rooms	143 / 2.4 ratio = 60 dwelling equivalent	13 + 60 = 73 dwellings

10.45 Further units would come forward as part of Zone 03 works which relate to the existing hospital building and surrounding land. These units would come forward under a separate planning and listed building application.

10.46 Officers are satisfied that the Environmental Statement and further information provided complies with the 2011 EIA Regulations and that sufficient information has been provided to assess the environmental impact of the proposal.

10.47 In light of the above, the proposed redevelopment of the site to provide a new mental health hospital, research and development, and a college is supported in principle, in accordance with Policies S1, RE2, SP22, E1, E2, V7, G5, H9, H8, H2 and H3 of the Oxford Local Plan 2036 and policies RE2, HD2, SPE18, E1, C3, G1, C4, H9 and H3 of the Emerging Local Plan 2045.

Design

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

10.49 Policy RE2 states that planning permission will only be granted where development proposals make efficient use of land. It also notes that development proposals must make best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader considerations of the needs of Oxford, as well as addressing the following criteria:

- a) the density must be appropriate for the use proposed;

- b) the scale of development, including building heights and massing, should conform to other policies in the plan. It is expected that sites at transportation hubs and within the city and district centres in particular will be capable of accommodating development at an increased scale and density, although this will also be encouraged in all other appropriate locations where the impact of so doing is shown to be acceptable;
- c) opportunities for developing at the maximum appropriate density must be fully explored; and
- d) built form and site layout must be appropriate for the capacity of the site

Policy DH1 of the Oxford Local Plan 2036 states that planning permission will only be granted for development of high quality design that creates or enhances local distinctiveness, and where proposals are designed to meet the key design objectives and principles for delivering high quality development as set out in Appendix 6.1.

10.50 Policies S2 and HD1 of the Emerging Oxford Local Plan 2045 broadly echo the requirements of the existing Local Plan policies in that they promote making the most efficient use of land and providing developments of high-quality design.

10.51 Policy GSP4 of the Headington Neighbourhood Plan states that development will be permitted where its design responds appropriately to the site and the character of the surrounding area.

10.52 Policy CIP1 of the Headington Neighbourhood Plan states that new developments will only be permitted where they respond to and enhance the distinctive local character where it is described in the Character Assessments. This may include consideration of aspects such as materials, scale, siting use, layout, form, design and intensity of activity within the built environment and setting of the Headington Neighbourhood Plan Area.

10.53 Policy CIP3 of the Headington Neighbourhood Plan states that high quality development proposals, which are of an innovative and/or contemporary design will be permitted where they, accord with policies in the Local Plan, respect and take account of local heritage; and enhance the distinctive identity, character and setting in terms of scale, layout, density, orientation and massing.

Full application: the proposed Hospital, Link building and Research Centre

10.54 The existing entrance to the site from Rosevelt Drive would be enhanced to create a more attractive and welcoming arrival. The existing stone boundary walls would be extended and adjusted to create a stronger framed opening for the proposed metalwork gateposts with integral lighting, which would define the pedestrian access points within this entrance.



Visualisation of the Warneford Park entrance with the new POWIC/SANE building (right)

- 10.55 Adjacent to the Rosevelt Drive entrance, the existing building (Green Tree Lodge) would be demolished and the new POWIC/SANE building would be re-located in this location. Given its location along the eastern boundary where it would sit close to the Grays Road/Old Road/Warneford Lane/Rosevelt Drive junction, the proposed building would be highly visible from within the street scene.
- 10.56 The proposed building, given its prominent siting within the historic boundary wall and adjacent to the listed Gate Lodge has been designed to have a more domestic scale than the proposed hospital building and research centre. The proposed building would therefore be of a two storey construction with a multi pitched roof. The roof would feature 5no. 50 degree pitched roofs that form a gable to the north elevation and box gable to the south. The box gable would overhang the south elevation by 0.6m. Solar PV panels would be provided on three of the south west facing roof pitches and air source heat pumps, together with other plant equipment, will be located within a recessed pocket of the central pitched roof.
- 10.57 The overall design of the building draws on the arts and crafts style which was championed by Oxford born and raised architect, Phillip Webb. At ground floor, the building would be finished in rough stone similar to that of the boundary wall, allowing the first floor and roof to be unified and clad in a handmade clay tile. To the rear of the building would be a part two storey part single storey element which would be predominantly glazed. The shallow pitched, hipped roof of the two storey rear element would be finished in standing seam zinc. The single storey elements would feature green roofs.

10.58 The POWIC/SANE would provide flexible office space, meeting rooms, therapy rooms and communal facilities including W/Cs, kitchen space and storage. The extensive glazing would allow for views outside to the shared landscaped space between the POWIC/SANE building and the Gate Lodge. This outside space would also allow for spill out space from the meeting rooms within the POWIC/SANE building.



Proposed view from Warneford Lane and Gipsy Lane

10.59 The LVTIA concludes that whilst larger in scale than the existing Gate Lodge, due to the more domestic scale of the proposed POWIC/SANE building and its varied roof form, the proposal would sit comfortably in views towards the site.

10.60 The POWIC/SANE would contribute to the character of the arrival sequence, framing views south across the lawn to the historic listed building (former hospital).

10.61 As you enter the main entrance from Roosevelt Drive, a tree lined avenue which runs parallel to Roosevelt Drive, will lead visitors southwards towards the hospital and research centre, towards the plaza and eastern entrance. The arrival avenue would be lined with sporadic tree planting which echoes the character of the existing historic landscape with irregular tree planting found throughout the site. Surface level parking (including accessible parking spaces) for visitors of the hospital would also be found the southern end of the approach road. The parking bays are configured with planted screening to avoid large expanses of parked cars. The parking area would be partially interrupted on the western side to permit views and pedestrian access through

to the open grassland of The Lawn from the new entrance piazza. Planting beds will also be used to separate and define the pedestrian routes from vehicles, and mitigate level changes between the road and the entrance. At the south end of the arrival avenue there would be a large sculptural feature, indicating the arrival point and transition to the pedestrian forecourt and entrance to the hospital, link building and research centre. The sculptural feature would act as a wayfinding device with seating around the base also providing space for gathering and for rest. Details of this sculptural figure would be secured via condition.

10.62 The proposal includes the provision on a new bus, taxi and vehicle drop off arrival space along Roosevelt Drive. This arrival space would be connected by accessible routes (both stepped and ramped access) to both the hospital entrance and westwards, around the research centre, connecting to Warneford Green and the wider College. This space would be heavily landscaped with raised beds that double up as proposed seating areas for visitors by virtue of visitors being able to sit on the edge of the planters.



Visualisation of proposed piazza

10.63 The eastern entrance would form the main entrance to the hospital and research centre. The tree line avenue and the new bus stop would meet at a new raised piazza which would have both stair and ramped access from street level. This area has been designed with reflective pools and seating. The large sculptural feature referred to above would form a focal point and create a waypoint at the top of the stairs, signalling the main entrance. The detailed design of this wayfinding feature would be secured via condition.

10.64 The proposed link would provide a conceptual and physical connection between the hospital and research centre providing access to both facilities. The link building is a double height structure that would be primarily glazed, along with vertical planting to allow for a semi-external 'winter garden'. The link would be top lit allowing generous amounts of light into the space. At both the eastern and western ends of the link, the building mass has been stepped down to ensure a more appropriate and welcoming scale for those visiting the site, whilst also breaking up the overall massing of the hospital and the research building. The link would be the main public arrival from the east which would lead through to the reception area to both buildings as well as a shared cafe and facilities. It would provide an east-west connection which would connect visitors to Warneford Green on the western side of the building and to the college beyond.



Visualisation of link building with hospital (left) and research centre (right) including wayfinding totem

10.65 The proposed hospital would be located to the south of the link where it would sit adjacent to Warneford Meadow. The proposed building form has been orientated south to maximise views of the meadow and to improve patients' connectivity to nature.

10.66 The hospital building would consist of a 4 storey rectilinear construction which would run parallel to the link building. The massing of the main body of the building has been stepped down towards the east of the site to respond to the changing land levels and to address potential impacts on the neighbouring care home. The western edge of the hospital has also been stepped down to reduce the scale of the development within the new central public

space/Warneford Green and to mediate and provide relief between the proposal and the existing Grade II Listed Hospital Building. The southern elevation of the hospital would feature four, linear wards which would accommodate patient rooms. The four “wings” would be of a two storey height and would have flat roofs which would feature biodiverse roofs and solar PVs. Between the rear wings, the design incorporates landscaped areas further encouraging this connection with nature. Providing patients with greater proximity to the outdoors and green space is in keeping with the historic ethos of the site.

- 10.67 The hospital is a large structure however, it would allow for the increase in the number of adult wards on site, increasing from four to eight, ensuring better operational efficiency by collating in patient mental health care provision into one central location.
- 10.68 The rear wings have been designed at two storey height to reduce the overall impact of the proposed development on Warneford Meadow to the south. Warneford Meadow is a Town Green, an Oxford City Wildlife Site and has been identified as a non-designated heritage assets in the OHAR (further explored in the heritage asset section of the report below) and therefore views from this space are important. By reducing the wings to two storey the building would step down from its overall four storey height.
- 10.69 The elevations of the main four storey hospital building are formed of terracotta panels and ram pressed terracotta panels, with triple glazed windows and unglazed terracotta vertical fins to provide solar shading. The two storey ‘wings’ are proposed as a prefabricated timber structure, with a combination of stone, render, terracotta tiles and projecting bay windows. The windows would be aluminium and/or timber composite windows. The proposed materials form part of a contemporary palette which is to be used across the hospital, link and research centre which seeks to create a distinct character and contemporary appearance for the new buildings. Subject to further detail being secured by condition the proposed appearance and materials are considered to be acceptable.
- 10.70 Plant, including roof mounted Air Source Heat Pumps (ASHPs), Air Handling Units (AHUs), Solar PV arrays and ancillary plant rooms and equipment would be situated on top of the main hospital building and the research centre. The plant equipment would be screened by a louvered screen. The plant screen on top of the main hospital building would be set back from the building edge, be constructed of an articulated profiled screen in a dark colour to help mitigate the visual impact in long distance views. Whilst the separation of the plant screen goes some way in reducing the overall visual impact and massing of the building, further articulation of the roof plant would be secured via condition to further reduce and mitigate the visual impact of the proposal from Warneford Meadow.



Visualisation of the proposed hospital from Warneford Meadow

10.71 The research centre would be sited to the north of the link building. The building takes on a more organic shape utilising curved edges to create visual interest.

10.72 The building is four storeys at the eastern edge and steps down to a two storey element with a ground level colonnade on the western elevation. The colonnade would provide sheltered access to the western entrances of both the link and the research centre, improving pedestrian connectivity and experience.



Visualisation of the proposed research centre

- 10.73 By reducing the height of the building on the western elevation, this reduces the perceived scale and massing of the building when viewed from Warneford Green to the west and from the Grade II Listed Hospital building.
- 10.74 The Research Building will be constructed of reinforced concrete with a glazed, cast glass and terracotta façade. The proposed materials for the research centre have been carefully considered and provide a contemporary material palette which would be high quality and therefore acceptable.
- 10.75 The roof of the research centre would feature plant, including roof mounted Air Source Heat Pumps (ASHPs), Air Handling Units (AHUs), Solar PV arrays and ancillary plant rooms and equipment would be situated on top of the main hospital building and the research centre. The plant equipment would be screened by a louvered screen which would be set back from the building edge, be constructed of an articulated profiled screen in a dark colour to help mitigate the visual impact and overall massing of the building.
- 10.76 The proposed landscaping proposals are considered to be acceptable, and would provide a mix of functional and amenity spaces which would be beneficial to users and visitors of the site. Notwithstanding this, the current proposed plans show the removal of 2no. trees within the historic bund to the north of the research centre where a proposed new footpath would lead users from the new northern entrance to the research centre. A second path is also proposed from this entrance to the north in an eastwards direction where it passes through 2no parking spaces and then leads along the arrival avenue to the eastern entrance of the hospital. Officers have raised concerns with both of these routes from the north including concerns with the loss of 2no trees and concerns regarding the lack of legibility with the eastern path narrowly passing between 2no. car parking spaces. The agent has agreed to amend these plans post committee and prior to a decision being issued. Subject to these minor revised plans being submitted prior to a decision being issued and the landscaping details being secured by conditions, the proposed landscaping would be acceptable in design terms.
- 10.77 A number of ancillary stores and enclosures are proposed to the north and east of the main building to store bins, bicycles and a substation. The siting of the bicycle stores along the north boundary to serve the POWIC/SANE building and eastern boundaries provides a convenient location next to the proposed pedestrian and cycle access to the site. The proposed stores would all be of an ancillary scale to the building and would have a cohesive design approach with the use of appropriate heights and materials. These would be fully covered and enclosed structures which would ensure that plant is screened and that bin and bicycle storage would be secure.
- 10.78 In light of the above, the proposed development is considered to represent high quality design which responds succinctly to the character and

appearance of the site and the surrounding uses. The proposed development is considered acceptable in accordance with policies DH1 and RE2 of the Oxford Local Plan 2036, S2 and HD1 of the Emerging Local Plan 2045 and policies GSP4, CIP1 and CIP3 of the Headington Neighbourhood Plan and the relevant paragraphs of the NPPF.

Outline: College Buildings

- 10.79 The college (Zone 02) forms part of the outline application with all matters reserved save for access. Therefore, the specific design of the buildings will not be determined until reserved matters stage. Notwithstanding this, to ensure that the site can accommodate the development proposed, and to ensure that there are agreed parameters, a design code and parameter plans have been submitted setting out how the proposed quantum of development can be achieved on the site. The assessment of the application is therefore restricted to issues that may affect the quantum of development rather than detailed points that could be considered as reserved matters.
- 10.80 Illustrative plans have also been included to give an indication of how the site could be laid out within the parameters. This document is for illustrative purposes only and would not form part of the approved drawings.
- 10.81 The parameter plans set limits on the maximum height and maximum developable areas for the site. At the reserved matters stage, it will be important for the design to take a conservation-led approach to ensure any impact on heritage specifically the impact on the setting of the Grade II listed hospital building is minimised.
- 10.82 The submitted parameter plans define the maximum heights of plots A, B and D as having a maximum height of three storeys, with plot C having a maximum height of four storeys. The remaining plots E, F, G, H and I will all be of single storey height. The proposed parameter plans show that the maximum heights would be set in from the parapet by approximately 3m and the drawings indicate that the proposed buildings would feature shallow pitched roofs.
- 10.83 In addition to the parameter plans the application has been submitted with a design code. The design code seeks to secure an overall design approach for the site by looking at the individual character areas and design approaches such as materials, building design, streets, active frontages, neighbouring amenity etc. The design code should be read in conjunction with the parameter plans in order to understand the type of development that will come forward in the reserved matter applications. In addition, the design code seeks to ensure that a high level of design and consideration are applied through the reserved matters applications allowing the site to be developed in a cohesive manner where all plots abide and follow the design code.

10.84 The scheme has been designed in a way to make best use of the site whilst also respecting the historic context of the site to which the buildings would be sited within the historic landscape setting of the Grade II Listed Building.

10.85 Officers are of the opinion that the parameter plans together with the design code would be acceptable at outline stage to set the framework for future development on the site. The reserved matters applications that would follow would deal specifically with the architectural detailing which would then be assessed by the policies set out in the Oxford Local Plan. The overall design strategy is therefore considered acceptable and in accordance with policies DH1 and RE2 of the Oxford Local Plan 2036, S2 and HD1 of the Emerging Local Plan 2045 and policies GSP4, CIP1 and CIP3 of the Headington Neighbourhood Plan and the relevant paragraphs of the NPPF.

Impact on heritage assets

10.86 Policy DH3 states that planning permission or listed building consent will be granted for development that respects and draws inspiration from Oxford's unique historic environment (above and below ground), responding positively to the significance character and distinctiveness of the heritage asset and locality. Emerging Local Plan policy HD3 is broadly in line with the existing local plan policy and continues to follow the NPPF approach. Policy HD3 has limited weight at this time.

10.87 Policy DH2 states that planning permission will be granted for developments of appropriate height or massing, as demonstrated by the following criteria, all of which should be met:

- a) design choices regarding height and massing have a clear design rationale and the impacts will be positive; and
- b) any design choice to design buildings to a height that would impact on character should be fully explained, and regard should be had to the guidance on design of higher buildings set out in the High Buildings Study TAN. In particular, the impacts in terms of the four visual tests of obstruction, impact on the skyline, competition and change of character should be explained; and
- c) it should be demonstrated how proposals have been designed to have a positive impact through their massing, orientation, the relation of the building to the street, and the potential impact on important views including both into the historic skyline and out towards Oxford's green setting

10.88 Policy HD6 of the Emerging Local Plan is broadly in line with the existing local plan policy and has limited weight at this time.

Significance of assets affected by the proposal

Significance of The Warneford Hospital and curtilage listed structures - Grade II listed:

- 10.89 The Warneford Hospital 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.
- 10.90 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.
- 10.91 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.
- 10.92 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.
- 10.93 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 which relate specifically to its purpose-built design as a lunatic asylum, including two large linear bunds which were for patients to be able to see out across the landscape without being able to escape.
- 10.94 Furthermore, the significance of the hospital building is 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 (where not independently listed) and all share a group value. These include a mortuary, chapel, gate lodge, nurses' house, laundry, apple house, stables, farmhouse and a pavilion, as well as large portions of the boundary and airing court walls. The survival of such a collection of asylum buildings is relatively rare, and contributes greatly to our understanding of how the hospital site operated at this time, as well as providing further evidence of the importance of outdoor activity for patient wellbeing.

10.95 The location of the site in Headington is also noteworthy in and of itself, as the asylum was one of a number of hospitals that were set up or moved to Headington in the 19th century - then still an area of open countryside set apart from the city - in the belief that this type of environment was preferential for the treatment of ill health over the unsanitary conditions of the urban environment.

The significance of Warneford Hospital Lodge and Front Garden Area Wall and Gate Piers – Grade II listed

10.96 The gate lodge 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.

10.97 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.

10.98 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. The contribution made to the asset's significance from its setting is mixed. The building's immediate surroundings have changed considerably over the course of the 20th century and in more recent decades, with the former yard to the south now occupied by a grassed area, driveway and carparking; the loss of the entrance drive; and the conversion of the stables that stood at the end of the yard that has left the stables' original function largely unrecognisable. However, aspects of its setting are also of

considerable importance to its heritage significance, most notably 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.

The significance of Warneford Hospital Nurses Home, Mortuary, and Chapel – all separately Grade II listed

10.99 The 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, as noted in the applicants' Heritage Statement, its removal offers the opportunity for enhancement. The contribution made to its significance by its setting is mixed: the building's surroundings have changed considerably over the course of the latter part of the 20th century and in more recent decades, and functional additions of low architectural, including security fencing and temporary buildings, have been installed within the immediate setting of the listed building that detract from the ability to appreciate its significance. Nonetheless, the building still derives significance and shares group value with other historic buildings and remnant landscape features associated with the 19th century asylum.

10.100 The 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.

10.101 The 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. 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.

The significance of Headington Hill Conservation Area

10.102 Headington Hill stands to the East of the Cherwell valley, and when viewed from the west, its hillside forms a green landscape background to the historic city centre in its valley setting. The hillside also provides a number of vantage points giving good views down to the city's skyline. The northern part of the hill, between Marston Road and Headley Way and above Cuckoo Lane, comprises a residential area, which was originally laid out in late Victorian times on a grand scale but subsequently much divided. The southern part of the hill contains the public parks of Headington Hill and South Park, together with Schools and Oxford Brookes University and residential area of the historic Headington Hill hamlet.

10.103 The site of the Warneford Hospital forms part of the setting of the Conservation Area, lying outside of its boundary to the south. It is experienced by people on their way into and out of the Conservation Area, where along Warneford Lane, the high stone boundary wall, glimpses of the historic hospital buildings, and mature trees within the hospital grounds, contribute to the appearance of it as a country house (as Ingleman intended), which in turn contributes to the semi-rural qualities of the Lane that provide a transition between the conservation area and the strongly suburban character of Morrell Avenue and Dinity Road. However, beyond this the hospital site is not considered to make any particular contribution to the character and appearance of the conservation area.

The significance of the Oxford Central (City & University) Conservation Area and View Cones

10.104 The Oxford Central (City & University) Conservation Area comprises the historic centre of Oxford, which up until the early 19th century was a relatively compact settlement centred on Carfax and extending only a short

distance beyond the medieval walls. The central core encompasses an architectural history that spans nearly 1000 years, which includes some exceptional architectural works by some of the most renowned architects of all time. These are evident at the City's core in its townscape and skyline, most notably in the form of the City's iconic collection of 'dreaming spires'. The early-19th century saw the expansion of the city into the suburban areas, creating what was referred to as 'Oxford's base & brickish skirt', following which late-19th and 20th century development subsumed the surrounding medieval villages to form the extent of Oxford City today.

10.105 As detailed in the Oxford Central Conservation Area Appraisal (2023) and the Oxford High Buildings Technical Advice Note (2018) and Evidence Base Report (2018) Oxford's historic built environment, including its central core and surrounding townscape, is intrinsically linked to its landscape setting, with the city's character heavily influenced by its physical and topographical environment, which has three fundamental elements:

- River meadows – these flat open areas permeate the city north to south.
- Wooded farmland, estates & hills – these high and nearby hills form a natural green backdrop and 'amphitheatre' to the east and west of the city.
- Alluvial lowland & vale farmland – these areas of lower lying hills are predominant to the north and south of the city and signal the location of the rivers.

10.106 The landscape and built environment elements identified above and their interrelationship with one another and the intrinsic connection of Oxford's historic development to its landscape setting is fundamental to the significance of the city's Central Conservation Area and can be appreciated both from viewpoints outside of the city looking in (i.e. the view cones) and from high level panoramic viewpoints within the city looking out, including but not limited to Carfax tower, Castle Mound, St George's Tower, St Mary's University Church, St Michael at the North Gate and the Sheldonian Cupola.

Impact of the proposed development on heritage significance

Impact on the Warneford Hospital and curtilage listed structures:

10.107 The proposals do not include any physical alterations to the fabric of the listed Warneford Hospital building itself. However, the provision of a new mental health hospital building would result in the listed building being vacated and no longer used in its original intended function. Often, loss of an original intended function can be detrimental to the conservation of a heritage asset, as vacancy can result in a lack of maintenance and slow deterioration, and the changes needed to bring the asset into a new use can result in the loss of historic fabric and form.

10.108 However, in this instance, the provision of care to mentally ill patients at the hospital has changed beyond recognition since the 19th century and the historic building is clearly no longer fit for this purpose. Successive incremental additions and alterations to the buildings to make them safe for current occupants and staff, including safety windows, security fencing and lighting to name but a few, have had a clear detrimental impact on the historic and architectural special interest of the listed building, and it is clear that use of the building as a mental health hospital is no longer in the best interest of patients, staff, or the long-term conservation of the asset. Through the applicant team's early preparation of a feasibility study demonstrating both the commitment to the future of the listed building and the practicality of its reuse at the heart of a new graduate college for Oxford University, the detail of contractual arrangements which commit the university to the acquisition of the existing hospital buildings once planning consent and funding are achieved for the new hospital, and through the application of a legal agreement that would require the detailed application for the college accommodation buildings (applied for here in outline Zone 02) to be brought forward at the same time as the planning and listed building consent applications for the restoration and reuse of the listed buildings, along with a legal agreement which would prevent the college accommodation being constructed without the restoration of the listed building, Officers have been given confidence that the listed hospital building is not at risk of long-term vacancy and associated neglect. They have also been given confidence that re-use of the listed building and a number of the associated curtilage listed structures as a new graduate college for Oxford University would be possible in a manner that not only preserves, but enhances the significance of the listed building.

10.109 The proposals for which hybrid planning permission is currently sought would see alterations and some demolition to the curtilage listed structures that form part of the listed building, as well as significant changes to its setting.

10.110 In line with the advice of the applicant's heritage consultant and the result of pre-application discussions, the majority of buildings and structures that are curtilage-listed to the Grade II main hospital building will be retained, which will help to preserve understanding of the wider workings of the asylum in the 19th century. The exceptions to this in Zones 1 and 2 are: the late-19th century Farmhouse designed and built by the Organ Brothers as the 'working' part of the 19th-century 'country house' model of asylum; the former Stables (Green Tree Lodge) adjacent to the current main entrance to the site; and small sections of historic walling. A rare surviving 19th century garden pavilion is also proposed to be repositioned, requiring careful demolition and rebuilding. Harm will be caused to the listed building as a result. However, of the surviving 19th century structures, the Farmhouse and Green Tree Lodge are considered to be some of the least valuable, with the Farmhouse lacking special architectural interest and Green Tree Lodge having been so heavily altered as to not be readily legible as a former stables.

- 10.111 Furthermore, it has been demonstrated through the pre-application process that the proposed demolitions are required to deliver the new hospital, research facility, and re-provide the POWIC building for the SANE charity. The less than substantial harm to the listed building is therefore considered to have been clearly and convincingly justified. In moving the pavilion from its original location, an aspect of the original garden design will be lost, but carefully dismantling and rebuilding and restoring it in a prominent new position within the eastern landscape will ensure its future use and provides an opportunity to comprehensively restore what is currently a disused and inaccessible building in poor condition. On balance, the low level of less than substantial harm caused by moving it from its original position is considered to be outweighed by the benefit of its restoration and re-use.
- 10.112 The introduction of a new pedestrian entrance in the northern boundary wall from Warneford Lane would result in the loss of a small amount of original masonry, but 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 as proposed, and the low level of less than substantial harm that will be caused by this aspect of the proposals is considered to be justified in the interest of delivering improved wayfinding and accessibility for the site's users.
- 10.113 The Zone 1 (detailed) proposals would also see the removal of several modern buildings and areas of hardstanding to the east of the listed building. These buildings and features do not contribute to the significance of the listed building and their loss would cause no harm. These buildings would be replaced by the new hospital and research centre (R&D) building surrounded by a series of landscaped spaces and a formal entrance parallel to Roosevelt Drive. The new hospital and research centre buildings would introduce a scale and massing of building hitherto unseen within the hospital site and on a plot of land once open and used by patients for productive gardens and farming. The legibility of the historic use of this land has already been significantly eroded by the introduction of large areas of car parking and the loss of its kitchen and gardening use, but the scale of the new buildings proposed is such that they will cause visual competition with the listed building – hitherto the largest and most prominent building on the site – and would erode the amount of open space around it, resulting in clear harm to the listed building. The magnitude of this harm would be a moderate level of less than substantial harm, having regard to the existing development within the setting of the listed building, the curved form and stepped back massing of the research centre building (which was introduced in response to the concern Officers raised during the pre-application process), the quality of the design and materials of the new buildings, and the retention of the historic bund and mature trees along the northern elevation of the research centre building, the latter of which will help to some degree to soften its appearance.

- 10.114 The new POWIC/SANE building will also introduce additional massing within the eastern part of the hospital site, again of a larger scale than the building it replaces. As discussed further below, the scale and close proximity of this new building to the listed Gate Lodge will, to some extent, negatively affect its relationship to the listed main hospital building. However, I also agree with the applicant's Heritage Statement that the harm caused to the listed hospital building would be a low level of less than substantial harm.
- 10.115 A number of new ancillary structures including cycle stores are proposed adjacent to the historic boundary walls of the hospital, which will obscure some views of them. However, the walls are extensive and the presence of these structures will not materially impact the ability to appreciate the walls' form or detailing. Unlike a number of existing modern buildings on the site that have essentially subsumed sections of the historic walls, the new structures are designed to have minimal fixings to the walls, which could be removed easily without undue damage to the historic fabric. Therefore, on balance, it is considered that these new ancillary structures would not cause harm.
- 10.116 The Zone 2 (outline) proposals would see the removal of all of the poor quality modern buildings, areas of hardstanding and paraphernalia to the west and southwest of the listed building, which clutter and obfuscate the historic gardens in front of the original Ingleman range and greatly distract from the ability to appreciate the west frontage of the listed hospital building. This would be of clear benefit to its significance. New built form will be introduced to the west of the listed building, in the form of a series of college buildings situated roughly parallel to the perimeter of the boundary walls, as well as to the south of the curtilage-listed Isolation Hospital. As defined on the submitted parameter plans, these buildings will be up to four storeys tall, although the majority will be at least a storey less than this. Officers agree with the applicant's Heritage Statement (Donald Insall Associates) that the disparity in height between the diminutive Isolation Hospital and Apple House (which are curtilage listed and therefore form part of the asset being considered) and the adjacent new buildings will cause less than substantial harm. The height and (indicative) massing of the new buildings as set out in the proposed parameter plans is also such that there will likely be a degree of visual competition between the new buildings and the original Ingleman range of the listed building, which currently benefits from being by far the largest building on the site and therefore naturally the focus of attention. However, the arrangement of the new buildings, together with the proposed use of high quality materials as indicated in the Design Code, means that overall the new buildings would be a moderate enhancement compared to the current situation of randomly placed, poor quality buildings; and one that enables the restoration of an open, formal landscape in front of the west elevation of the Ingleman range, restoring some of the qualities of the original garden in this location and allowing better appreciation of this original frontage of the listed building.

10.117 More generally, the landscaping proposals for both Zones 1 and Zones 2 are considered to be sympathetically designed in response to the historic landscape setting of the listed buildings. The restored formal garden and green setting to the west of the hospital will include reinstated axial paths and a sightline to the surviving bund and tree lined path to the west. The most important veteran trees, including all category A trees, will be retained, which will help to preserve the mature character of the listed building's landscape setting; and although somewhat eroded by new areas of surface level parking, the historic lawn to the east of the listed hospital building will be retained. Pedestrian paths will bisect it, but these are proposed to be surfaced in resin-bound gravel, preserving its naturalistic and pastoral character. Furthermore, although not possible to restore the original route of the main driveway to the east of the listed building due to the impact this would have on tree roots, the proposed relocated driveway will still restore something of the picturesque, oblique angle from which visitors once appreciated the exquisite cascading form of Wilkinson's eastern range as they approach the listed building. Overall, the proposed landscape proposals are considered to result in an enhancement to the setting of the listed building.

10.118 On balance, it is considered that the proposals for Zones 1 and 2 would result in a moderate level of less than substantial harm to the listed building, with a large part of this stemming from the new hospital and research centre buildings in the southeast of the site.

Impact on the Warneford Hospital Lodge and Front Garden Area Wall and Gate Piers

10.119 The comprehensive programme of repairs and restoration proposed to the Gate Lodge (subject to the separate listed building consent application), will be of clear benefit to the historic and architectural special interest of the listed building. The building is currently underutilised and providing it with a sustainable long-term use as part of the redevelopment of the wider site is in the interest of its long-term conservation. The Zone 1 proposals would also see alterations to the listed building's setting, the most notable of which is the demolition of Green Tree Lodge and the construction of the new POWIC/SANE building. The loss of the former stable building will cause a low level of less than substantial harm to the listed building, and the new POWIC/SANE's proximity and disparity in scale to the listed Gate Lodge will also cause a high degree of visual competition and harm to the listed building, as illustrated in the verified photomontage visuals contained in the TVIA, looking towards the site from the Warnford Lane/Gypsy Lane/Roosevelt Drive/Old Road intersection, where the building's strident multi-pitched roof form draws the eye, and from within the site looking northeast towards the Gate Lodge. Indeed, it could be said that the new POWIC/SANE building will supplant the Lodge as the new gateway building to the hospital site. However, it is recognised that the design of the POWIC/SANE building was altered

significantly in response to OCC Officers' and the ODRP panel's concerns that its architectural language did not relate sufficiently to the listed Gate Lodge, and it can now be said to serve as a transition between the 'old' and 'new' architecture on the site. It is also noted that the building does step down in scale where it is closest to the listed Gate Lodge. Overall, it is considered that the harm caused by this element of the proposals to be less than substantial, albeit at the high end of the spectrum of less than substantial. The justification put forward for the harm is that this is the only practicable location for the relocated POWIC/SANE building, and the scale of the building proposed is required in order to meet the brief, including the legal requirements around relocating the POWIC/SANE charity, which is accepted.

10.120 The new hospital and research centre building would also introduce an element of visual competition with the listed Gate Lodge, but due to the greater intervening distance this would not have a greater impact than that caused by the new POWIC/SANE building.

10.121 In relation to landscaping, the Zone 1 proposals include the provision of a new garden area between the rear of the Gate Lodge and the new POWIC/SANE building, incorporating permeable stone paving around the perimeter of the building, resin bound gravel paths, lawn, planting and hedging. Replacing existing areas of hardstanding, this element of the proposal would be of aesthetic benefit to the setting of the listed Gate Lodge; although care must be taken to ensure that unsightly fencing or other such treatment is not introduced over time to provide greater separation between the two buildings and their different users. A condition is recommended to preclude this. The amount of parking in close proximity to the Lodge would also be reduced slightly, which is of minor benefit, although it would have been desirable to reduce this further.

10.122 On balance it is considered that the proposals will result in an adverse impact to the Grade II listed Gate Lodge at the upper end of the spectrum of less than substantial harm, with this stemming mostly from the relationship between the listed building and the new POWIC/SANE building

Impact on the Warneford Hospital Nurses Home, Mortuary, and Chapel

10.123 The proposals do not include any physical alteration to the fabric of any of these listed buildings, but would see alterations to their settings.

10.124 The location of these listed buildings on the hospital site is such that there have only ever been limited views to the wider productive gardens, farm and meadow beyond the hospital to the south and south-east; and due to the intervening built form and mature trees, views of the new hospital and research centre buildings in Zone 1 will likely only be experienced from the wider surrounding grounds rather than from within or directly adjacent to the listed buildings themselves. The Zone 1 proposals will have no impact on their

relationship with the main hospital building, and whilst the new hospital and research centre proposals will undoubtedly introduce a scale and massing hitherto unseen on within these assets' wider settings on a plot of land that once open and used by patients for productive gardens and farming, the legibility of the historic use of this land has already been significantly eroded by the introduction of large areas of carparking and the loss of its kitchen and gardening use. The new POWIC/SANE building requires the demolition of the hospital's former stable building, the loss of which will erode the group value the surviving 19th century asylum buildings share, including these three listed building, causing a low level of less than substantial harm, but is otherwise not considered to affect their significance.

10.125 The Zone 2 (outline) proposals would see the removal of all of the poor quality modern buildings, areas of hardstanding and paraphernalia to the west and southwest of the listed building, which clutter and obfuscate the historic gardens in front of the original Ingleman range and distract from the ability to appreciate the historic and architectural special interest of the listed mortuary and chapel in particular. This would be of benefit to the assets' significance. New built form will be introduced in the form of a series of college buildings situated roughly parallel to the perimeter of the boundary walls extending eastwards towards the main asylum building and chapel to enclose a large quadrangle, as well as to the south of the curtilage-listed Isolation Hospital. These will be notably taller than the existing building (up to 4 storeys). However, this additional height is not considered to be particularly detrimental to the ability to appreciate any of these three listed buildings, with sufficient distance maintained between the nearest new building and the chapel, and their arrangement considered an improvement compared to the ad hoc arrangement of the current buildings, particularly given that it enables the restoration of an open, formal landscape in front of the west elevation of the Ingleman range, restoring some of the qualities of the original garden in this location.

10.126 The proposal to repurpose the historic asylum buildings as a new graduate college for Oxford University is considered to be a 'good fit' for these listed buildings, enabling the chapel to remain as a place of multi faith worship, and providing the opportunity to sensitively re-purpose the mortuary.

10.127 On balance, the proposals are considered to cause no more than a low level of less than substantial harm to the significance of these assets.

Impact on the non-designated Remnant Historic Landscaped Grounds of the Warneford Hospital

10.128 As noted above, the Zone 2 proposals allow for the restoration of a more formal garden setting to the west of the main hospital building, including reinstated axial paths and a sightline through to the historic bund and tree lined path along the western boundary, which are features of high significance

in the non-designated historic landscape. The proposals for the 'Great Court' would also restore the historically open and character of the area in front of Ingleman's range, allowing for greatly improved views of this part of the listed building. The new buildings in Zone 2 have been arranged to retain the most important existing trees, including all category A trees, which will help to preserve the mature character of the landscaped grounds. This element of the landscape scheme would result in a good degree of enhancement to the heritage value of the landscape.

10.129 Within Zone 1, although slightly eroded by surface level parking, the eastern lawn would be retained, incorporate the repaired and restored 19th century pavilion. The relocated driveway would restore something of the picturesque, oblique angle from which visitors will once again be able to appreciate the exquisite cascading form of Wilkinson's eastern range as they approach the listed building, and existing asphalt finishes will be replaced with resin-bound gravel, which are more in keeping with the landscape's naturalistic and pastoral qualities.

10.130 Of the new areas of landscaping proposed, Warneford Green will introduce a new landscape setting to the south of the listed hospital building from which to appreciate its historic and architectural interest, and the hospital ward gardens are intended to actively contribute to the well-being of patients, which is consistent with the ethos of the original 19th century landscape although their character is very different.

10.131 The new hospital and research centre building will, however, undoubtedly introduce a scale of massing hitherto unseen within the landscape and on a plot of land that was historically open and used by patients for productive gardens and agriculture as part of their treatment. Over time the legibility of this function has been eroded by the introduction of car parking and the loss of the historic uses, but a moderate level of less than substantial harm to the remnant landscape will still be caused.

Impact on Warneford Meadow (non-designated heritage asset)

10.132 The development proposals would have no physical impact on the Warneford Meadow, but would alter its setting and historic rural character, with the new hospital building visible above the treeline along the northern boundary of the Meadow, increasing the level of surrounding urban built form, activity and light levels. It is noted, however, that there is already urban built form visible from the meadow, including the Churchill Hospital, and that the proposals seek to perpetuate the relationship between patients and the meadow, thereby sustaining the meadow's historic functional connection to the hospital. Overall, therefore, the harm caused to the heritage significance of the Meadow is low.

Impact on the grade II listed Barn and associated curtilage listed structures at Cheney Farm, Cheney Lane

10.133 It is not considered that the proposals will adversely affect the significance of the listed building or curtilage listed farm structures at Cheney Farm. The positive contribution the Warneford site makes to the significance of the listed building as part of its setting relates to the semi-rural character the Warneford Hospital provides Warneford Lane (where both are visible from). There will be some intervisibility between Cheney Farm, Warneford Lane and the new development on the hospital site (predominantly the outline college buildings), however the retention of the high boundary wall and mature trees within the hospital site will sufficiently preserve this semi-rural character, and hence no harm caused.

Impact on Headington Hill Conservation Area

10.134 With regard to the impact on the Headington Hill Conservation Area, it is evident that the proposed college buildings which form part of the outline consent would be clearly visible from Warneford Lane. The retention of the high stone boundary wall and existing mature trees within the site will preserve the character of this southern edge of the Conservation Area. Issues such as lighting will be dealt with at reserved matters and whilst the proposals for Zone 3 include the replacement of some existing structures built against the boundary wall along Warneford Lane the detailed design of which could affect its character, these issues do not form part of this application and will be subject to separate planning and listed building applications. The submitted TVIA also demonstrates that the development proposals will not be visible in long-distance views from the city centre and will therefore not affect the Conservation Area's role in providing a green backdrop to the historic city centre. The current proposals are therefore not considered harmful to the Headington Hill Conservation Area.

Impact on Oxford Central (City & University) Conservation Area and View Cones

10.135 The application site lies to the south of Headington Hill, which, in views eastward, provides a crucial green landscape backdrop to the historic centre of Oxford in its valley setting.

10.136 It was agreed that the elevated panoramic viewpoint within the city centre the proposals would be most likely to be visible from is St Mary's University Church, and it is this viewpoint that has been tested in the applicant's TVIA. The verified visual produced from St Mary's University Church demonstrates that, although of reasonable height, no aspect of the development proposals would be visible, and officers are satisfied that the application will have no impact on the heritage significance of the Oxford Central (City & University) Conservation Area.

Justification and public benefits

- 10.137 On the basis of above the proposed development would cause a moderate level of less than substantial harm to the significance of the Grade II listed Warneford Hospital, a moderate to high level of less than substantial harm to the significance of the Grade II listed Gate Lodge, and a low level of less than substantial harm to the Grade II listed Warneford Hospital Nurses Home, Grade II listed Mortuary, and Grade II listed Chapel. As per policy DH3 of the adopted Oxford Local Plan and paragraphs 213 and 215 of the NPPF, an assessment must be made as to whether this harm is clearly and convincingly justified, as well as outweighed by the public benefits offered by the scheme, including the instances of heritage benefit identified below. In making this decision great weight must be given to the assets' conservation.
- 10.138 The submitted proposals will also cause some elements of less than substantial harm to the non-designated remnant historic landscape at the Warneford Hospital and a low level of less than substantial harm to the heritage significance of the Warneford Meadow. As per policy DH5 of the adopted Oxford Local Plan and paragraph 217 of the NPPF, a balanced judgement must be made having regard for the significance of the non-designated heritage asset, the magnitude of impact, and the wider benefits of the scheme.
- 10.139 The removal of the curtilage listed buildings is considered justified in the interest of delivering the associated, wider heritage and public benefits of providing a new state of the art mental health hospital. The alterations to the listed boundary walls is considered justified in terms of improving pedestrian connections and legibility through the site.
- 10.140 It is also considered that the harm to the setting of the existing listed building has been justified in the interest of preserving and enhancing the listed building through the creation of a new hospital which frees up the existing hospital, allowing it to be re-paired and re-purposed for an alternative, optimal use.
- 10.141 In this instance, the existing Grade II listed hospital has been deemed not fit for purpose. Over the years, the listed building has been subject to various innervations and ad-hoc extensions to enable the building to continue to be used as a functioning NHS facility. These extensions and additions including safety windows, secure fencing and lighting around garden areas have inevitably resulted in clear harm to the historic and architectural merit of the listed building and its significance.
- 10.142 A new, purpose built facility is required. This would free up the existing listed building and allow for it to be re-stored in a manner that not only preserves, but enhances the significance of the listed building. The existing listed building would also re-purposed as part of graduate college, allowing the

future of the listed building to be secured. Furthermore, by co-locating a new mental health hospital with the proposed research facilities means that patients can benefit from early access to clinical trials and specialist care. The location of the proposed development within Headington where there are wider connections to other healthcare facilities at the John Radcliffe, Churchill Hospital and Nuffield Hospitals creates a uniquely powerful opportunity for clinicians, academics and industry to collaborate, and achieve research and medical breakthroughs.

10.143 A number of other public and heritage benefits are proposed including but not limited to:

- Provision of high-quality research and development lab and office space contributing towards global Oxford as an attractive location for life sciences and Oxford's contribution to global problem solving and medical sciences. A moderate level of weight is afforded to this.
- Provision of a contribution towards active travel improvements, public transport bus services and cycle parking.
- Off site highways improvements to the surrounding highway network.
- Landscape restoration and enhancements.
- Retention of Category A and veteran trees.
- Comprehensive restoration and repairs to the Grade II listed Gate Lodge and reinstatement of historic fabric
- Site wide repairs to boundaries
- Creation of new pedestrian gates which would improve connectivity and permeability through the site
- Introduction of new landscapes which echo the historic landscape setting
- Removal of modern buildings
- Rationalised car access and parking on site including reduction in surface level parking.
- Securing viable long term use of the Grade II listed hospital building as a graduate college.
- Continuation and enhancement of Warneford's historic healthcare legacy through providing a purpose built, state of the arts mental health facility and co-located research centre

10.144 In light of the above, it is considered that the proposed harm to the heritage and non-designated heritage assets has been clearly and convincingly justified and that cumulatively the public benefits identified above would outweigh the moderate level of less-than-substantial harm in this case.

10.145 In assessing the impact of the development, officers have attached great weight and importance to the desirability of preserving the setting of listed buildings and important protected views. Any harm caused has been clearly and convincingly justified. It is considered that the level of less-than-substantial harm that would be caused by the proposed development would be outweighed by the high level of public benefits that would result. As such

the development would in accord with the NPPF and Policies DH1 and DH3 of the Oxford Local Plan 2036, policies HD3, HD4 and HD6 of the Emerging Local Plan 2045, paragraphs 213, 215 and 217 of the NPPF, and the duties set out in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

10.146 Special attention has been paid to the statutory test of preserving the listed building or its setting under Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the development would preserve the setting of the listed building and so the proposal accords with Section 66 of the Act.

Archaeology

10.147 Local Plan Policy DH4 states that where archaeological deposits and features are suspected to be present (including upstanding remains), applications should include sufficient information to define their character, significance and extent of such deposits so far as reasonably practical.

10.148 Policy HD5 of the Emerging Local Plan 2045 takes a similar approach and has limited weight at this time.

10.149 Paragraph 218 of the NPPF states that where appropriate 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.

10.150 This site is of interest because of the potential for prehistoric, Roman and early modern archaeology related to 1) dispersed rural settlement 2) dispersed Roman pottery manufacturing activity and 3) the operation and early waste disposal of the 19th century hospital.

10.151 The site is located on the northern fringe of an extensive Roman field system that has produced fragmentary evidence for pottery manufacturing activity (isolated kiln fragments further to the south-west) and is located to the west of the Churchill Hospital which is the site of one of the Oxford Roman pottery industries best studied pottery manufacturing compounds. The Oxford Roman pottery industry was a regional industry that is of national importance in the field of Romano-British studies.

10.152 The field evaluation undertaken by Pre-Construct Archaeology in the south-east corner of the site, where the new hospital, link building and research centre will be sited (Zone 01), failed to identify any significant archaeology beyond a single 19th century rubbish pit of dump. Operational considerations for the hospital restricted access for trenching in the areas to

the north and around the hospital buildings, therefore a condition to secure further trial trenching and mitigation is requested.

10.153 Given the site and the operational constraints of it being a functioning, mental health hospital this has restricted the evaluation sample size and the results of the evaluation. In line with the advice in the National Planning Policy Framework, a condition has been requested to secure a programme of archaeological trial trenching followed by a second stage of archaeological mitigation (if required)

10.154 Subject to these conditions, the proposal is considered to be in accordance with Policy DH4 of the Oxford Local Plan 2036 and HD5 of the Emerging Local Plan 2045.

Impact on neighbouring amenity

10.155 Policy H14 of the Oxford Local Plan 2036 states that planning permission will only be granted for new development that provides reasonable privacy, daylight and sunlight for occupants of both existing and new homes. Policy H14 sets out guidelines for assessing development in terms of whether it will allow adequate sunlight and daylight to habitable rooms of the neighbouring dwellings. Emerging local plan policy HD8 reinforces the existing local plan policy and as such carries limited weight at this time.

10.156 Policy RE7 of the Oxford Local Plan similarly affords protection to the amenity of surrounding uses, including non-residential uses. Emerging local plan policy R8 also reinforces the existing local plan policy and as such carries limited weight at this time.

10.157 Surrounding the site, there is South Park and Cheney School which sits to the north, Warneford Halls, which forms student accommodation for Oxford Brookes to the east, Headington Care Home and Warneford Meadow to the South and the residential street of Hill Top Road lies to the west.

10.158 A Daylight and Sunlight Assessment has been submitted as part of the Environmental Statement which has been submitted as part of the application. This report assesses the impact of the proposed development on the surrounding neighbouring properties, including the Headington Care Home, Warneford Halls and the residential properties on Divinity Road and Hill Top Road.

10.159 The impact of sunlight, daylight and overshadowing has been assessed using standard Building Research Establishment (BRE) Guidelines. For daylight this assesses both direct daylight on an overcast day and distribution of daylight within a room. Any proportional reduction greater than 20% would result in a noticeable effect. In addition, the average daylight factor assesses the overall amount of diffuse daylight within a room

accounting for external obstructions, the number of windows and their size in relation to the size of the room, the window transmittance and the reflectance of the internal walls, floor, and ceiling. Habitable rooms are considered more important than non-habitable.

10.160 For sunlight, to assess loss of sunlight to an existing building, BRE Guidance states that all main living rooms of dwellings and conservatories should be assessed with bedrooms and kitchens being less important therefore loss of sunlight to these rooms does not normally need to be analysed. Annual probable sunlight hours is assessed, and again any proportional reduction greater than 20% would be noticeable. BRE Guidance states that the annual probable sunlight hours (APSH) is a better way of quantifying loss of sunlight because it takes into account sunlight received over the whole year, not just on one particular date.

10.161 For gardens overshadowing is considered in terms of adequate sunlight. This is taken to be at least half of a garden having at least two hours of sunlight throughout the course of the year or on 21st March (equinox). If this primary criterion is not met then the area that can receive two hours or more of sun on 21st March and any proportional reduction greater than 20% would be noticeable.

10.162 A separate Daylight and Sunlight Assessment which assesses the daylight and sunlight impact of the development upon the sensitive room uses within the proposed hospital has been submitted as part of the application as well. This report concludes that the majority of rooms within the hospital will receive 'good' levels of daylight in excess of the relevant 2022 BRE targets, with 87% of the proposed sensitive rooms will meet or exceed the 2022 BRE targets. Whilst direct sunlight levels are more orientation specific, 77% of the sensitive rooms meet the 2022 BRE targets which is considered to be a 'very good' level of compliance. Overall, the daylight and sunlight results within the proposed sensitive uses indicate an 'excellent' level of compliance. The report also demonstrates that an assessment of sunlight (overshadowing) within the proposed areas of shared amenity space have shown that 96% of the amenity space will receive more than two hours of sunlight on 21st March and thereby exceed the BRE targets.

Full Application: Hospital and Research Centre

10.163 Headington Care Home is situated to the southeast of the application site where it is located at its closest, approximately 5m to the shared boundary. The care home is a part single, part two storey construction with habitable room windows within its west elevation, facing towards the application site. There is an extensive tree lined boundary separating the application site from the existing care home. Given the existing site conditions, the care home sits at a lower level than the proposed application site with the

levels increasing as you move northwards, along Roosevelt Drive from the care home towards Old Road/Warneford Lane.

10.164 The proposed hospital and research centre would be located in the south eastern corner of the site where it would sit adjacent to the care home.

10.165 In relation to the neighbouring properties along Hill Top Road, the intervening distance across the site means that the proposed hospital, research building, POWIC/SANE and ancillary buildings and structures which make up the proposed works within Zone 1/Phase 1 would not have any adverse impacts with regard to neighbouring amenity.

10.166 The proposed main hospital building, link building and research centre would feature solar PV panels. These PV panels would be angled so that they face south and thus receive maximum sunlight. Given the position of the solar PV panels upon the roofs of the 2 storey wing elements to the south and atop of the four-storey main hospital building, link building and research centre coupled with the orientation of the panels where they would face due south towards Warneford Meadow, it is not considered that there would be any adverse impacts in regard to glint or glare.

Overbearing

10.167 At its closest, the proposed hospital would be located approximately 15m from the care home, with these separation distances extending to over 30m.

10.168 As noted above, the Care Home sits at a lower level than the application sit and as such the easternmost wing of the proposed hospital has been set down to reduce its overall impact on the Care Home. The hospital steps down from four storeys to 2 storeys (approximately 9m tall) along this southeastern boundary and the rear wings would also be of a two-storey construction (ranging from 11m to 11.8m tall as the site slopes away to the south). Where the building is at its closest to the care home, the hospital wing has been set back a further 4m – 7m. As a result of the articulation, stepping down of the mass towards the southeast, and the setting back of the easternmost wing, coupled with the existing tree planting and separation distance, officers considered that the proposal would sufficiently mitigate the effect of the new building on the existing care home. As such it is considered that the development would not result in a significantly overbearing effect such to warrant refusal in this case.

10.169 In relation to other neighbouring properties, including Warneford Halls Student Accommodation the intervening distance across Roosevelt Drive means that the development would not be unduly overbearing.

Loss of daylight/sunlight/outlook

- 10.170 The western elevation of the care home is made up of a number of windows which serve resident's bedrooms and communal living spaces. These windows are located approximately 25m away from the nearest part of the hospital building. The windows furthest away within the two storey part of the site serve the reception area and ancillary rooms such as the laundry.
- 10.171 The results from the daylight and sunlight assessment suggests that 35no. (95%) of the 44no. windows at the care home would not experience a noticeable change in Vertical Sky Component (VSC). Of the remaining 9no. windows which would be impacted, 7no. would experience a minor adverse impact. It is noted that these windows also retain an absolute VSC level of at least 20.6%. The other 2no. remaining windows would experience moderate adverse impacts but again retain reasonable VSC levels of at least 26.1% (marginally below the suggested level of 27%).
- 10.172 The results of the No Sky Line (NSL) assessment show that 18no. (72%) of the 25no. rooms tested at the Care Home would not experience a noticeable change in NSL. 1no. room would experience a minor adverse impact of 23%, 5no. rooms would experience moderate adverse impacts between 34% and 40% and 1no. room would experience a major adverse impact of 54%.
- 10.173 All the rooms measured were single aspect and were over 5m deep and as stated in the BRE guidance, a greater movement in no skyline is unavoidable due to the room depths. Therefore, the effect to daylight at the Headington Care Home with the proposed development in place at its maximum parameters is considered to be local, long-term, direct and of minor adverse significance (not significant).

Loss of privacy/overlooking

- 10.174 The east elevation of the proposed hospital and the easternmost wing would feature a number of window openings which would provide some level of overlooking from the proposed hospital towards the Care Home. However, it has been noted that the proposed windows within the easternmost hospital wing, which would serve the patient bedrooms, would feature projecting bays which would allow views south towards Warneford Meadow. These windows would allow oblique views towards the care home however given the separation distance, it is not considered that the proposed levels of overlooking would be significant to warrant refusing the application.
- 10.175 The windows within the eastern end of the main hospital building would have windows which would have fins which would be angled as such to protect the amenity of residents at the care home.

10.176 The eastern end of the building would also feature external terraces at both second floor and third floor. Access to these terraces would be limited to staff only and would be limited due to external safety features and balustrades. As a result of the balustrades, the external terraces would be sited over 26m away from the care home and as such would be sufficiently distanced to not allow for any significant levels of overlooking or loss of privacy towards residents at the Care Home.

Full Application: POWIC/SANE building

10.177 The new POWIC/SANE building would be sited to the north east of the application site where it would sit along the eastern boundary wall along Rosevelt Drive, adjacent to the listed Gate Lodge and Warneford Halls student accommodation.

10.178 The Gate Lodge sits along the north boundary to the site, in the easternmost corner. It is noted that as part of the proposed Outline Consent, the Gate Lodge would be converted into student accommodation, providing a 3 bed dwellinghouse.

10.179 Warneford Halls student accommodation is a three storey building located on the eastern side of Rosevelt Drive, opposite the proposed location for the new POWIC/SANE building.

10.180 The POWIC/SANE building would feature solar PV panels. These PV panels would be positioned on the western facing roof slopes. Given the position and orientation of the panels where they would be located on the western facing roof slopes where they would be angled away from residents within the adjacent Oxford Brookes student accommodation, it is not considered that there would be any adverse impacts in regards of glint or glare.

Overbearing

10.181 At its closest, the proposed POWIC/SANE building would be sited 9m away from the rear of the Gate Lodge. The closest element of the building would be of single storey construction with a maximum height of 3.6m. Given the single storey nature of this element, it is considered that the proposed would not be significantly overbearing on future occupiers of the Gate House.

10.182 The proposed POWIC/SANE building would feature a large two storey rear projection which would have a maximum height of 6.8m. The proposed two storey rear projection would sit approximately 20.5m from the rear of the Gate Lodge. Given the separation distance, it is not considered that the proposed two storey rear projection would not have a significantly overbearing impact on future occupiers of the Gate Lodge.

10.183 With regard to Warneford Halls, given the two storey and single storey nature of the proposed building and the separation distance whereby the student accommodation building sits on the opposite side of Roosevelt Drive, Officers are of the opinion that the proposed POWIC/SANE building would not have an overbearing impact on occupiers of Warneford Halls.

Loss of daylight/sunlight/outlook

10.184 The impact of the proposal on the Gate Lodge were not assessed as part of the submitted Daylight and Sunlight Assessment as the Gate Lodge is part of the application site. Notwithstanding this, the Gate Lodge would be converted to student accommodation and therefore the impact of the proposed development on this property needs to be taken into consideration. The Gate Lodge is served by a number of openings within its rear elevation, which would ultimately face onto the rear of the proposed POWIC/SANE building. At ground floor, the rear elevation contains a number of openings which serve non-habitable rooms and a bay window which serves a kitchen. As the bay window serves a habitable room, the 45/25 degree code of practice has been applied. However, given the back to back orientation of the building in relation to the proposed development, the 25 degree uplift has been applied. A line taken at 25 degrees from the cil height of this bay window would not be contravened by the proposed POWIC/SANE building. In light of this, it is not considered that the proposed building would result in any significant impacts with regard to loss of light and/or outlook.

10.185 At first floor, the Gate Lodge has a number of rear facing windows which serve a bedroom, a landing and a bathroom. A line taken at 25 degrees from the cil height of this bedroom window would not be contravened by the proposed POWIC/SANE building. In light of this, it is not considered that the proposed building would result in any significant impacts in relation to loss of light and/or outlook.

10.186 With regard to the impact of the proposed new POWIC/SANE building on Warneford Halls, the submitted Daylight and Sunlight Assessment shows that out of the total 83no. windows which were assessed, all 83no. windows would achieve or exceed VSC levels suggested in the BRE guidance. These windows would also achieve or exceed NSL levels suggested in the BRE guidance. Therefore, the proposed hospital, link building and research centre, or the new POWIC/SANE building would not impact on the daylight or sunlight received to the student accommodation.

Loss of privacy/overlooking

10.187 The rear elevation of the proposed POWIC/SANE building would be predominantly glass, with windows at ground floor proposed to serve meeting rooms, office spaces as well as a communal lobby and the first floor windows serving additional office and communal spaces. Whilst the extensive glazing

within the rear elevation would inevitably allow for some levels of overlooking between the proposed building and the Gate Lodge, this needs to be considered as part and parcel of the wider site, in that the site is proposed to create a centralised location for enhanced mental health facilities allowing an interconnectedness between the mental health hospital, the research and development and the college. The proposal would therefore have a different relationship to the Gate Lodge (student accommodation) than had the Lodge been used as a general market residential property outside the site. The Gate Lodge would be occupied by post graduate students that study and/or work within the site and therefore it is considered that on balance, a closer relationship between buildings would be acceptable in this instance.

10.188 In relation to the impact on the Warneford Halls, student accommodation, the building sits on the east side of Rosevelt Drive where the halls are located approximately 16m from the proposed POWIC/SANE building. Within the proposed east/side elevation there would be 2no high level windows at ground floor and 1no door. Given the nature and positioning of these openings, it is not considered that these would give rise to any levels of overlooking and/or loss of privacy towards the adjacent building. The rear of the proposed POWIC/SANE building features a two storey glazed element which would feature extensive glazing to the side elevations. Given the separation distance, it is not considered that this element would give rise to any adverse impacts in terms of overlooking towards those rooms within the Warneford Halls.

Outline Application: College Buildings

10.189 The proposed college and its associated buildings including student accommodation and other ancillary buildings would be sited to the west of the application site.

10.190 The closest residential properties to the site are those properties located along Hill Top Road which is situated to the west of the application site.

10.191 A number of objections have been received from residents living in those properties along Hill Top Road raising concerns in relation to the potential impact of the proposed college buildings, mainly the student accommodation in terms of overlooking, loss of privacy and daylight and potential noise disturbance.

Overbearing

10.192 It is noted that there are currently a number of single and two storey buildings located within the western part of the site which are sited approximately 21m to over 50m away from the residential properties along Hill Top Road.

10.193 The proposal seeks to demolish these buildings and erect new buildings within this part of the site. As this part of the site is for Outline Consent only, no detailed plans have been submitted showing the size and scale of these buildings. The outline consent is seeking to establish the principle of the use in this location as opposed to detailed design. The detailed design, including the size, scale and heights of the proposed buildings would be subject to a further Reserved Matters application. However, the submitted parameter plans provide details as to the vertical height limits of each of the blocks. The proposed parameter plans show that Block A would have a maximum eaves/parapet height of 104.45 AOD and an overall maximum height of 106.8 AOD. Blocks B and C would have a maximum eaves/parapet height of 105.5 AOD and an overall maximum height of 107.85 AOD, with an element of Plot C having a slightly taller element which would have a maximum eaves/parapet height of 109.15 AOD and an overall maximum height of 111.5 AOD. Block D would sit slightly lower with a maximum eaves/parapet height of 104.35 AOD and an overall maximum height of 106.7 AOD.

10.194 Based on the AODs, these blocks would all be of a three storey height. Furthermore, to mitigate any potential residential amenity impacts, the submitted design code shows that the full height (maximum height) of the proposed buildings would be inset 3m from the parapet of each building. This would suggest that the building would have a shallow roof pitch which would help reduce the overall scale and mass of the individual blocks.

10.195 There are also Blocks E, F and G which sit along the shared boundary with the rear of the properties along Hill Top Road however these would sit even lower with maximum eaves heights of 95.7 – 96.3 AOD with maximum overall heights of 96.4 0 97.02 AODs. These buildings would all be of a single storey height and are therefore not considered to result in any adverse impacts in regard to being overbearing.

10.196 The proposed buildings would maintain similar distances (ranging from 21.4m to over 50m) away from residential properties as those of the existing buildings. Whilst the proposed buildings would be taller than the existing buildings on site, given the maintained separation distances which are considered to be generous, between the proposed buildings and the residential properties along Hill Top Road, it is not considered that these buildings would be significantly overbearing to the detriment of neighbouring properties.

Loss of daylight/sunlight/outlook

10.197 The submitted daylight and sunlight assessments provides a qualitative summary of the daylight and sunlight potential in relation to the Divinity Road and Hill Top Road properties. It is noted that a full detailed assessment of the

internal daylight and sunlight levels within these buildings will be undertaken at the eventual Reserved Matters Application stage.

10.198 The daylight (VSC and NSL) results indicate that the properties at 196-204 (even numbers only) Divinity Road and 1-43 (odd numbers only) Hill Top Road would fully satisfy the BRE Guidance with the proposed College buildings (Zone 02). Therefore, the overall effect to daylight on the above properties with the proposed development in place is considered negligible (not significant).

10.199 The APSH results indicate that the properties 196-206 Divinity Road (Even), 3-7 Hill Top Road (Odd), 11 Hill Top Road (Odd), 15-19 Hill Top Road (Odd), 27 and 29 Hill Top Road and 33-43 Hill Top Road (Odd) would fully satisfy the BRE Guidance with the proposed College buildings (Zone 02). Therefore, the overall effect to sunlight on the above properties with the proposed development in place is considered to be negligible (not significant).

10.200 A further assessment has been carried out on No. 206 Divinity Road which sits closest to the application site where it sits along the western boundary. The property would be sited just over 21m from the nearest proposed college building. This property has a number of side facing windows which serve habitable rooms including 2no. kitchen windows at ground floor and 3no windows serving 3no separate bedrooms at first floor. It is noted that the northern most first floor window serves a bedroom which also benefits from 2no. front facing windows which would also provide light and outlook to this habitable space.

10.201 The baseline assessment within the submitted Daylight and Sunlight Assessment identifies that 6no existing windows (out of a total of 21no. Windows) that served No. 206 Divinity Road achieve VSC levels below those suggested in the BRE Guidance and none of the 6no. windows are below the 80% well lit threshold. As a result of the Phase 2 works for the proposed college buildings, the submitted Daylight and Sunlight Assessment identifies that 20no out of 21no. Windows would achieve or exceed VSC levels suggested in the BRE Guidance, with just 1no window achieving a minor reduction. The report concludes that No. 206 Divinity Road would not experience a noticeable change in VSC. The results of the NSL assessment show that five (83%) of the 6no. rooms tested within the property would not experience a noticeable change in NSL. The remaining 1no. room is a bedroom that experiences a minor adverse reduction (29%). This reduction would be marginally noticeable in comparison to the existing conditions and therefore would not result in significant harm to warrant refusing the application.

Loss of privacy/overlooking

- 10.202 Whilst not detailed at this stage, it is understood that the bedrooms within the proposed student accommodation blocks would all be served by external balconies. This would mean that there would be balconies on the western elevation of these buildings which would face out towards the rear of the properties along Hill Top Road.
- 10.203 As a general rule of thumb, a 20m separation distance is considered adequate to prevent any unacceptable levels of overlooking. The distance between properties along Divinity Road and the closest proposed building is just over 21m and the distances between the residential properties along Hill Top Road and the proposed development is in excess of 50m. In this case, it is considered that there would be sufficient distance between the college buildings (including balconies) and the neighbouring properties to not result in significant levels of overlooking.
- 10.204 23 Hill Top Road sits within the rear garden of the flats at 21-27 Hill Top Road. This property is sited approximately 6m from the western boundary of the application site and would sit 25m from the nearest college building. Given these separations distances, it is considered that the proposed college buildings (including balconies) would not have a significant impact in terms of overlooking.
- 10.205 It is noted that there is a strong, mature tree line which runs along the western boundary between the application site and the rear of the Hill Top Road properties. The trees along the shared western boundary are not proposed to be removed and would be retained as part of the planning application. Whilst a development cannot solely rely on vegetation to provide a buffer and provide screening, the mature tree line would offer some additional protection between the proposed balconies and the neighbouring properties.
- 10.206 The detail of the college buildings will be determined by the Council at reserved matters stage but the analysis above shows that the application has been carefully prepared and assessed to ensure an acceptable relationship between the proposals and its closest neighbours. Any forthcoming reserved matters application will need to take in account the relevant policies and ensure that future development would not have a detrimental impact on neighbouring amenity.

Summary

- 10.207 In summary the development would not significantly impact on amenity such that it would warrant refusal in this case and subject to conditions, it accords with policies H14 and RE7 of the Oxford Local Plan 2036, policies HD8 and R8 of the Emerging Local Plan 2045 and the relevant paragraphs of the NPPF.

Noise

10.208 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.

10.209 This requirement is echoed in Policy R8 of the Emerging Local Plan 2045.

Full: Hospital, Link, Research and Development and POWIC/SANE building

10.210 The proposed development has been assessed to consider the potential effects of noise on the local amenity and nearest surrounding receptors to the proposed development. This includes noise generated during the construction and operational phases.

10.211 The report establishes the existing ambient noise levels at the nearest noise sensitive receivers (NSR), and calculates the likely 'Rating Level' of the new mechanical plant installation, and determines the likely noise impact resulting from the operation of the new plant.

10.212 In order to reduce noise from mechanical equipment during operation of the proposed development all plant and equipment design and selection should take into account appropriate noise guidelines have been followed such as Noise Policy Statement for England, National Planning Policy Framework (NPPF), Planning Practice Guidance on Noise, British Standard 8233: 2014 "Guidance on sound insulation and noise reduction for buildings and BS4142:2014 +A1:2019 "Methods for rating and assessing industrial and commercial sound" and policy RE8 of the Oxford Local Plan 2036. This will be secured via condition.

10.213 All plant and construction noise level criteria will have to be adequately predicted at suitably identified receptors taking into consideration distance losses, surface acoustic reflections and, where applicable, screening provided by any building.

Outline: College Buildings

10.214 A number of objections have been received in relation to the potential increase in noise disturbance which would result from having student accommodation in such close proximity to the residential properties along Hill

Top Road. The buildings have been designed so to accommodate common rooms and other areas where students may congregate on the eastern side of the building(s), so as to protect the amenity of the residents of Hill Top Road which lie to the west/south west of the application site.

10.215 For the proposed college buildings, Officers would expect to see the following standards achieved internally as the development would be treated as residential:

Activity	Location	07:00 to 23:00	23:00 to 07:00
Resting	Living Room	35 L _{Aeq, 16hour}	-
Dining	Dining Room / Area	40 L _{Aeq, 16hour}	-
Sleeping (daytime resting)	Bedroom	35 L _{Aeq, 16hour}	30 L _{Aeq, 8hour} 45 L _{Afmax}

1. These levels are derived in part from Table 4 of BS8233:2014 and also World Health Organization figures. The figures from BS8233:2014 are themselves derived from World Health Organization values.
2. The notes to Table 4 of BS8233:2014 apply to the interpretation of the above figures.
3. It is also expected that to achieve an acceptable internal noise climate that individual noise events shall not exceed 45dB LAFmax on a frequent basis. The acceptability of the frequency of events will depend on the level of exceedance of the 45dB LAFmax criteria. Up to 10 events may be acceptable for small exceedances (<5dB) whilst for high exceedances (>=5 dB and <10 dB) less than 5 events will be acceptable. Events in excess of 10 dB above 45 dB are not permitted.

10.216 The maximum day time noise level in outdoor living areas exposed to external road traffic noise should not exceed 50dBA Leq 16 hour [free field].

10.217 The applicant will have to ensure that future occupiers are protected from excessive external noise by way of adequate façade and internal envelope unit separation design and this will have to be carried out by way of an adequate submitted acoustic assessment which will need to be submitted as part of any forthcoming reserved matters application.

Summary

10.218 It is considered therefore subject to conditions the development would be acceptable in environmental health terms and not adversely affect neighbouring amenity or future occupiers in accordance with policies RE7 and RE8 of the Oxford Local Plan and policy R8 of the Emerging Local Plan 2045.

Highways and parking

Policy considerations

- 10.219 Oxford has the ambition to become a world class cycling city with improved air quality, reduced congestion and enhanced public realm. Road space within the city is clearly limited and to achieve its ambition there is a need to prioritise road space and promote sustainable modes of travel. For non-residential development, the presumption will be that vehicle parking will be kept to the minimum necessary to ensure the successful functioning of the development. Policies M1, M2, M3, M4 and M5 of the Oxford Local Plan 2036 seek to deliver these objectives.
- 10.220 Policy M1 states that planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport.
- 10.221 In accordance with policy M2, a Transport Assessment for major developments should assess the impact of the proposed development and include mitigation measures to ensure no unacceptable impact on highway safety and the road network and sustainable transport modes are prioritised and encouraged.
- 10.222 Furthermore, Policy M3 states that the parking requirements for all non-residential development, whether this be an expansion 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.
- 10.223 In the case of the redevelopment of an existing or previously cleared site, Policy M3 states that 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.
- 10.224 Where the proposal is for the expansion of an existing operation on an existing large site, Policy M3 states that a comprehensive travel plan should be submitted that looks at the development in the context of the whole site, and demonstrates that opportunities will be sought to enhance and promote more sustainable travel to and from the wider site. The Travel Plan will be kept under review to ensure that future opportunities to encourage a shift towards sustainable modes of travel are taken.
- 10.225 Policy SP22 aligns with the transport policies in that it states that applicants will be expected to demonstrate how the development mitigates against traffic impacts and maximises access by alternative means of transport.

- 10.226 Emerging Local Plan Policy C6 aligns with the existing Local Plan Policy M2 in requiring a Transport Assessment to assess the impact of the proposed development and include mitigation measures to ensure no unacceptable impact on highway safety and the road network and sustainable transport modes are prioritised and encouraged.
- 10.227 Emerging Local Plan Policy C8 requires non-residential development to start with no additional parking except for blue badge and servicing only. The Council will continue to seek a reduction in parking on highly accessible sites. It goes on to state that any additional parking provision above existing levels should be kept to the minimum necessary to ensure the successful functioning of the development, with the need being demonstrated through the submitted Transport Assessment (TA), which should justify proposed parking levels based on the development in the context of the whole site. In addition, a Transport Plan (TP) must take into account the objectives of this Plan to promote and achieve a shift towards sustainable modes of travel, and should set out measures introduced to maximise use of sustainable transport modes, and should demonstrate that there will not be unacceptable impacts on the transport network. The TP will be required to be reviewed to ensure that future opportunities to encourage a shift towards public transport and active travel are taken. The requirements for a TP are set out in Appendix 7.3 of the Plan. This emerging policy takes a similar approach to the existing policy and has limited weight at this time.
- 10.228 Policy TRP1 of the Headington Neighbourhood Plan states that proposals for any net additional car parking spaces for employees, which are accessible during peak periods, at major employment sites in Headington will only be supported if they can demonstrate strong evidence by the submission of a Transport Assessment that Headington's road network has adequate unused capacity at peak times.

Sustainability

- 10.229 The site is located within a densely populated area of the City with a large number of residents within walking and cycling distance to the Warneford site. The site is located outside of a Controlled Parking Zone (CPZ) but the surrounding highways network, including both Warneford Lane and Roosevelt Drive are within the CPZ.
- 10.230 The site is considered to be in a highly sustainable location with good access to public transport in and out of the City. Bus stops along Warneford Lane provide access into the City Centre and out towards Wood Farm whilst the bus stops on Roosevelt Drive provide access into the City Centre and out towards Kidlington, Thornhill Park and Ride and Witney. Further north, the London Road also provides good access to public transport into and out of the

City with services to London, Thame, Aylesbury, Wheatley, Rose Hil and Didcot.

Proposal

10.231 As has been established the proposal seeks to redevelop the site to create a new, mental health hospital, research and development facilities and a new college.

10.232 There are currently 705 employees on site; with the proposed development this will increase to 1950 employees, as well as 450 students of which 272 students will be living on-site.

10.233 A Transport Assessment was originally submitted as part of the application. Oxfordshire County Council as Highways Authority were consulted on the application and initially raised objections for the following reasons:

- Insufficient information was provided on active travel access into the site, as well as on the Warneford Lane vehicular access. It was therefore not demonstrated that safe and suitable access to the site could be achieved for all users, in line with Paragraph 115 of NPPF.
- No information was provided on the provision of electric vehicle charging points. In line with Policy M4 of the adopted Oxford Local Plan, a minimum of 25% of the car parking spaces will need electric vehicle charging points.
- The off-site mitigation proposals were not considered adequate to safely accommodate the increased pedestrian, cycle and vehicle trips resulting from the development proposals. It was not demonstrated that the proposed mitigation measures were deliverable within the space available, the topography and without the loss of mature trees.
- A stage 1 RSA was not been conducted on the new and amended site accesses or the mitigation proposals.
- The vehicle trip calculations were not considered robust and required further amending.
- There were also errors in the junction impact assessments. It was therefore not demonstrated that any significant impacts from the development on the transport network would be effectively mitigated to an acceptable degree, in line with Paragraph 115 of NPPF.

10.234 Following these comments, extensive discussions have been had with the County Council and the applicant's Transport Team to resolve these issues. A further Post Submission Updated Assessment, a Further Addendum Note and a RSA1 and Designers' Response have been submitted to address officers' concerns. Oxfordshire County Council Highways Authority were

reconsulted and have removed their objection to the scheme which is expanded upon below.

Access

- 10.235 The site will have 8no. access points, 2no. pedestrian only accesses onto Warneford Meadow, 4no. accesses onto Roosevelt Drive including 1no all modes access, 1no pedestrian and cycle access, 1no pedestrian only access and 1no vehicle only access into the basement and 2no. onto Warneford Lane including 1no all modes access and 1no. pedestrian only access.
- 10.236 The proposal would enhance pedestrian access to the site. A new pedestrian-only access into the site from Warneford Lane along the northern boundary would be 40m west of the existing westbound bus stop on Warneford Lane and is a key connection to the bus stops.
- 10.237 Further enhancements to the current pedestrian routes and connections through Warneford Meadow would be secured through the S106.
- 10.238 In relation to vehicular access, there are currently four vehicular accesses to the site including three access points off Roosevelt Drive and one off Warneford Lane.
- 10.239 The main vehicular access into the site from Roosevelt Drive in the east will be retained with reduced kerb radii to reduce pedestrian crossing distances. The swept path analysis demonstrates that a refuse vehicle can negotiate this access.
- 10.240 A new access will be constructed onto Roosevelt Drive in the southeastern corner of the site and lead to the basement car park underneath the hospital and research building. This proposed access is 6.9m wide and includes 6m radii. A drawing has been included which demonstrates that 2.4m by 43m visibility splays can be achieved onto Roosevelt Drive. Clear signage will be provided at the entrance to ensure that drivers do not to turn into the site if they do not have a prebooking. On occasions where the barriers may malfunction, access will be controlled manually. This is considered acceptable. However, the operation of the barriers should be monitored and reviewed in the Car Park Management Plan which will be secured via condition. The details of the barrier would also be separately captured by the Security and Access Strategy condition.
- 10.241 In regard to the Warneford Lane access which forms part of the Outline Consent, the applicant has now provided a drawing showing a Copenhagen style crossing at the relocated Warneford Lane entrance with pedestrian priority and visibility splays. The applicant has also submitted a swept path analysis which demonstrates that a delivery vehicle can access and egress this entrance in forward gear. Further information was also requested on daily

and peak hour vehicle trips at this access, to demonstrate there will be no increase in vehicular use. It is understood that, as there will only be 8 car parking bays that can be accessed from this entrance, the estimated daily trips, including servicing, will be in the region of 30 daily two-way movements. This is a reduction compared to the existing 136 vehicle movements at this access.

Mode shares

10.242 Following consultation with the County Council, the mode shares have been revisited and the mode shares for staff living within the county have been amended, which has resulted in a 25% car driver mode share overall. The calculation method is considered suitable and the final overall mode shares are accepted.

Table 2.3: Indicative Updated Mode Share by Location

Mode	City	County	Elsewhere	Overall ¹
Active travel	66%	5%	-	34%
Rail/coach	-	7%	13%	41%
Bus	33%	28%	-	
Park and Ride	-	20%	20%	
Car	-	40%	66%	25%

Traffic/trip generation

10.243 An amended peak hour calculation was requested, consisting of two separate peak hour vehicle trip calculations, the enlarged hospital trips and the research centre building.

10.244 The peak hour trip rate for the commercial research centre section of the research facility has now been based on TRICS person trip rates for Office use, based on 15,134 sqm. However, the occupancy calculations generated a peak number of persons on-site of 458 persons for 15,134 sqm. As there will be 600 people on-site, the trips have been scaled up by 1.31 (600 /458) to generate the peak hour trip generation for the research centre element. This generated 376 AM two-way person trips and 302 PM two-way person trips.

10.245 As 156 car parking spaces are available for the 600 staff, the car mode share for the commercial research centre section has been calculated as 26%. This percentage has been applied and generates 98 AM two-way vehicle trips and 79 PM two-way vehicle trips. This method is considered acceptable.

10.246 Vehicle and person trip generation for all other uses has been based on the current profile but factored up from 280 spaces to 405 spaces (of the 546 total spaces). This calculation is considered acceptable.

10.247 The total peak hour person trip generation is 1,090 AM two-way person trips and 1,072 PM two-way person trips. The total peak hour vehicle trip generation is 272 AM two-way vehicle trips and 270 PM two-way vehicle trips. This is an increase of 151 two-way AM peak hour vehicle trips and 137 two-way PM peak hour trips compared to the existing vehicle trips to and from the site.

Junction modelling

10.248 The surrounding junctions have been modelled and overall it is considered that the proposed development would not result in any severe impacts and/or delays at these junctions.

10.249 The existing Gipsy Lane / Old Road / Roosevelt Drive / Warneford Lane junction and the proposed CYCLOPS junction have been modelled, with and without development traffic and, as there will be a relocation of carriageway space to active travel with the removal of the second traffic lanes, it would result in the junction being significantly closer to capacity. The applicant has also demonstrated with the modelling of the existing junction that the increase in vehicle trips from the development could be accommodated without any changes to the junction and that the introduction of the CYCLOPS is to accommodate the additional cycle trips from the proposed development, not to mitigate the additional vehicle trips. Although the CYCLOPS junction will be at operational capacity, the increase in delay is not significant and it is considered that the active travel benefits significantly outweigh the increase in delay. The junction is situated in a high cycling location, adjacent to a secondary school, 200m from a university, and within 500m radius of two hospitals and an employment campus. It is considered that the redesign of this junction into a CYCLOPS junction, which removes cyclists from the carriageway, is a significant enhancement of the local cycle network.

10.250 The Morrell Avenue / St Clements / Marston Road junction is currently operating over capacity during the evening peak hour, which has been demonstrated through both the modelling and surveys. This junction will continue to operate over capacity in the evening peak hour during the assessment year 2030 without development and 2030 with development scenarios. The proposed development will result in an additional 8no. vehicles at this junction in the evening peak hour. This small increase is within the extent of normal daily variation and is therefore not considered severe from a Highways Safety perspective. It should also be noted that it is anticipated that the operation of this junction will improve with the introduction of the traffic filters.

10.251 The modelling also suggests that all other junctions will operate within capacity with the development traffic in 2030, with no significant increases in delay. The maximum increase on the Old Road / Churchill Drive junction is 19 seconds on Churchill Drive in the AM peak hour and the maximum increase on the Headington Road / Gipsy Lane junction is 10 seconds on Gipsy Lane in the AM peak hour. These increases are considered to be acceptable and are unlikely to affect the operation of the bus network.

Active transport connectivity

10.252 To promote active transport to and from the site, the application proposes a number of off-site improvements which would be secured via the Section 278 agreement. These improvements include:

- A CYCLOPS (a signalised junction with an orbital cycle route) at the Warneford Lane / Old Road / Gipsy Lane / Roosevelt Drive junction.
- An off-road southbound cycle lane on Gipsy Lane.
- An on-road northbound advisory cycle lane on Gipsy Lane
- Off-road sections of cycle lane on Warneford Lane
- Two parallel crossings on Warneford Lane - one near the Divinity Road roundabout on the desire line to the park, and another crossing near Cheney Lane.
- One further uncontrolled crossing across Warneford Lane
- Relining of eastbound on-road advisory cycle lane on Old Road and crossing with Valencia Road.
- Advisory cycle lanes along both sides of Roosevelt Drive and an informal crossing.

Public transport connectivity

10.253 The proposed development relies heavily on bus travel with a 41% Public Transport mode share.

10.254 The submitted transport assessment states that there will be 5,984 two-way daily person trips. This means that there will be 2,454 daily Public Transport trips to and from the site while, currently, the site generates 317 daily Public Transport trips. There will therefore be an increase of 2,137 daily Public Transport trips as a result of the proposed development. Additional information provided by the applicant also shows that in the AM peak hour 447 Public Transport trips are expected and in the PM peak hour 440 trips. During the Warneford peak hour (8.45 - 9.45am), a total of 580 Public Transport trips are expected.

10.255 The applicant has not demonstrated that there is sufficient capacity on the existing services, especially in peak hours and shift change hours to accommodate the proposed increase in users. Therefore, without additional investment, it is unlikely that an additional 580 hourly trips can be accommodated without capacity issues.

10.256 Financial contributions are required towards existing bus routes including the Route 600 which provides direct connections to Thornhill and Redbridge Park and Rides (as well as other parts of the city), route 15 which provides direct access from outside the site to the City Centre and Wood Farm and towards frequency improvements of the Eastern Arc bus services. These contributions will be required to ensure a high bus modal share of journeys associated with the site and to ensure that there is capacity for the additional bus trips. The financial contributions will be secured through the S106.

Vehicle parking

10.257 The existing site currently accommodates 360no. car parking spaces which are made up of both formal and informal car parking spaces.

10.258 The application proposes to increase the number of car parking spaces on site to 546, an increase of 186 spaces. The proposed spaces would be broken down as follows:

Application stage		No. of parking spaces existing	No. of parking spaces proposed
Full Application: Hospital, R&D and POWIC/SANE	NHS Trust	284	272
	University	66	80
	Biotech & Start-Ups	0	140
	POWIC/SANE	10	10
Outline Application	College	0	44
TOTAL		360	546

10.259 Policy M3 of the Oxford Local Plan 2036 states that the parking requirements will be determined in the light of the submitted Transport Assessment (TA), which must take into account the objectives of the Local Plan to promote and achieve a shift towards sustainable modes of travel.

10.260 In their original comments, Oxfordshire County Council Highways Authority explained that it was not possible to make a judgement on whether the overall level of proposed parking was acceptable as the proposals for active travel connectivity in the TA were not considered acceptable or deliverable and further connections were required. In addition, the peak hour vehicle trip generation estimated in the TA was not adequately justified and there were errors with the modelling.

10.261 The proposals for active travel connectivity are now fully agreed and will make necessary improvements to the local cycle network to accommodate the additional cycle trips to and from the development and contribute to the proposed sustainability of the site.

- 10.262 As stated the proposed development relies heavily on bus travel with a 41% Public Transport mode share. The trip calculations have been revised and the junction modelling has been updated. It has now been demonstrated that the impact of the additional vehicle trips, generated by the proposed addition of 186 car parking spaces, is not severe.
- 10.263 To reiterate, Policy M3 states that 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.
- 10.264 In this case a Transport Assessment has been submitted which seeks to achieve an increased shift towards active and sustainable modes of travel including public transport and cycling which would account for 75% of future mode shares and a reduction in car usage, with a 25% mode share. In this case, the proposal has also demonstrated that the vehicle parking, whilst an increase compared to existing parking levels, will be kept to the minimum necessary to ensure the successful functioning of the proposed hospital, research centre and college in accordance with Policy M3.
- 10.265 Furthermore, in line with Policy SP22 of the Oxford Local Plan 2036, the modelling submitted has demonstrated that the impact of the additional parking on the adjacent highway network would not be severe. The applicant has also proposed various improvements to the highway network which would also improve users experience and the capacity of the surrounding network. These improvements would be secured via the S106 and the S278 agreement.
- 10.266 Paragraph 116 of NPPF states that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.” It is considered that, with suitable mitigation, there would not be an unacceptable impact on highway safety and the impact on the network would not be severe.
- 10.267 In light of the above, Oxfordshire County Council Highways Authority therefore do not object to the proposed development, which includes an additional 186 car parking spaces, if the required mitigation is delivered. This required mitigation includes all requested contributions and delivery of all proposed off-site sustainable travel improvements.

10.268 The management of the parking would be controlled by a parking permit system with only those requiring car access to the site would be permitted parking permits. The transport vision commits to the use of alternative modes where practical so that a parking permit system would ensure that only the following proportions of car mode share would be permitted:

- 0% of all staff and visitor trips from those living within the City (i.e. 100% would be required to access the site by active travel and public transport);
- 50% of those travelling from elsewhere in the County will arrive at Warneford Park by car; and
- 67% of those from beyond the County.

10.269 A Car Parking Monitoring and Review Plan to control parking permit allocation would be secured via the S106 and will include survey data and a review of these allocations.

10.270 It is also noted that the proposal seeks a phased reduction in the number of car parking spaces within the basement. The car parking spaces would be re-assigned to laboratories and specialist equipment with an overall benefit to employment opportunities at the site. A strategy for how this would be achieved can be found in the below diagram:

Step 1 (Application)	
Scanners	996 sqm
Parking Bays	208

Step 2	
Scanners	996 sqm
Labs	1162 sqm
Parking Bays	163

Step 3	
Scanners	996 sqm
Labs	1476 sqm
Parking Bays	150

Step 4	
Scanners	996 sqm
Labs	2146 sqm
Parking Bays	127

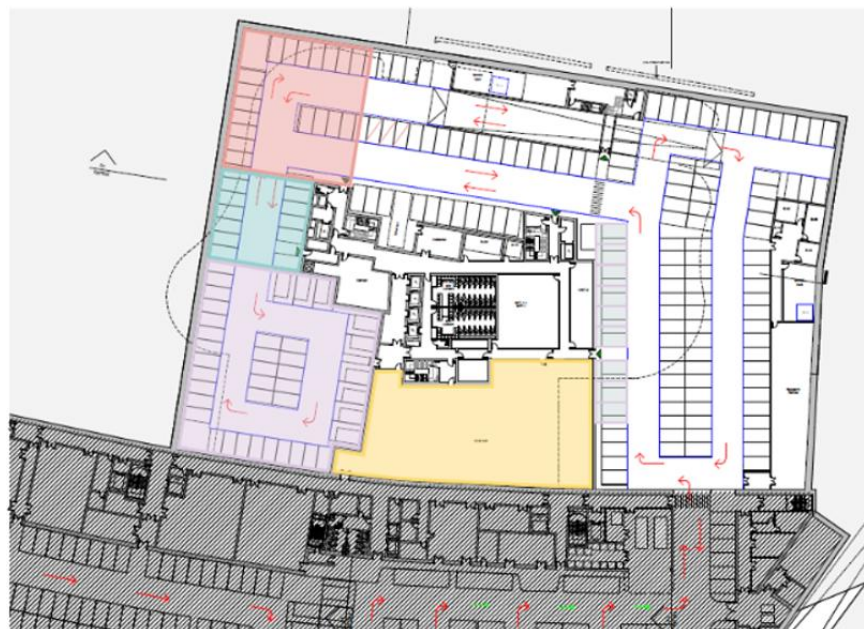


Diagram to show reduction of carparking in steps

- Step 1
- Step 2
- Step 3
- Step 4
- Accessible space relocated in Step 2
- Space lost for ramp access in Step 4

10.271 This phased reduction would see a phased reduction of 82no spaces over time. This would bring the overall number of parking spaces on the site down from 546no. to 465no. The monitoring and phasing of the reallocation and reduction of these parking spaces to create additional lab space is included as part of the S106.

Electric vehicle parking

10.272 Policy M4 of the Oxford Local Plan 2036 states that where additional parking is to be provided in accordance with Policy M3, planning permission will only be granted for non-residential development that includes parking spaces if a minimum of 25% of the spaces are provided with electric charging points.

10.273 The policy would therefore require 136.5 of the parking spaces to be provided with electric vehicle charging points (EVCPs). The application proposes a total of 6 rapid chargers (3 chargers, charging 2 vehicles each) on the on-grade parking area.

10.274 No provision for Electric Vehicle Charging has been provided within the basement car park underneath the hospital and research centre building. It is understood from the submitted Addendum Note provided by I-Transport and the Technical Risk Assessment produced by the University Of Oxford on Below Grade and Enclosed Space Electric Vehicle Charging Point that after consideration of the risk profile, that provision of EVCPs should not be pursued given the importance and critical nature of these new facilities proposed, and the diversity of occupiers, including hospital in-patients, which could be critically and severely impacted in the event of a vehicle fire, and that the project should prioritize above-ground open air charging locations that offer better ventilation, accessibility, and safety assurance.

10.275 It is also understood that the University's position as of 2024 is to prohibit electric vehicle charging within "underground carparks". It was therefore concluded, after considering risk, and in particular the impact of the risks should they materialize, that it is not appropriate for the current project to derogate or move away from this position at the Warneford.

10.276 Furthermore, the basement is subject to being converted to additional lab space in the future. On the basis that officers would want to see this basement converted and the overall number of car parking spaces on site reduced overtime, it would be somewhat unreasonable to require additional EVCPs within the basements, especially as these would need to be removed at a later date to facilitate the conversion of this space.

10.277 In any event, there is scope for additional EVCPs to be installed to the proposed above ground parking spaces and therefore a condition has been recommended requiring further details showing additional EVCPs to be

installed on site. It is acknowledged that even with additional EVCPs above ground, the proposal would still not reach the policy requirement of 25% of the spaces to be provided with EVCPs however, in light of the justification provided regarding the constraints of the site, it is considered that on balance the proposal would be acceptable in this regard.

Cycle Parking

- 10.278 Cycle parking standards are set out in Appendix 7.4 of the Oxford Local Plan. The standards stipulate that proposals for hospitals and R&D developments are required to provide 1no space per 5no members of staff. The standards for higher education are 1no. space per 2no students (based on anticipated peak number of students on-site at any one time) plus 1no space per 5no staff. The standards for student accommodation are at least 4no spaces for every 4no study bedrooms unless site specific evidence indicates otherwise in accordance with Policy M5.
- 10.279 Policy M5 states that provision of bicycle parking lower than the minimum standards may be acceptable for new student accommodation that is located close to the institution where most of its occupants will be studying. The Emerging Local Plan Policy C7 has different standards to that of the existing Local Plan Policy and stipulates that proposals for hospitals are required to provide 1 space 50sqm or 1 per 30 seats capacity. Plus 1 space 5 per employees. R&D developments are required to provide 1 space per 100sqm for staff and 1 space per 250sqm for visitors. The standards for higher education are 1 space per 2 students (based on anticipated peak number of students on-site at any one time), plus 1 space per 5 staff and the standards for student accommodation are at least 1 space per study bedroom.
- 10.280 The TA explains that the Oxford University Estate Services has its own specific cycle parking guidance of 1 space per 2.8 staff and the proposed cycle parking is a mixture of both standards. However, the applicant counts the students visiting the college as visitors with a ratio of 1no. parking space per 5no. visitors rather than students with 1no. parking space per 2no. Students.
- 10.281 In regard to the full detailed planning application for the hospital, research centre and POWIC/SANE building (Zone 01), secure cycle parking for the the new hospital and research centre is located between the new hospital and research building entrance road and Roosevelt Drive and south of the listed wall adjacent to the research building. The POWIC/SANE would be located along the northern boundary wall. Cycle stores for the college (Zone 02) would be located within the north west corner of the site adjacent to the northern boundary wall, with additional cycle parking located in the basement of a number of the proposed student accommodation buildings.
- 10.282 The applicant proposes 898no. spaces based on the following:

Use	Staff	Students	Visitors	Total
Hospital	500		32	107
Research commercial	600		150	150
Research university	600			215
SANE	25		25	10
Student accommodation		272		272
College	150			54
College students		450		90
Total				898

10.283 Based on the cycle parking standards (as set out in Appendix 7.4 of the Oxford Local Plan 2036) a total of 914 would be required.

10.284 However, a large number of the college students / visitors to the college will live on-site and therefore, in line with policy M5, a reduction can be applied. It is therefore considered that the proposed number of cycle parking spaces is in line with policy and therefore appropriate for the proposed development.

10.285 The long stay cycle parking for the hospital and the research building will be located in dedicated bicycle stores and will include a mixture of Sheffield stands and two-tier racks. Although Sheffield stands are preferred over two-tier racks, it is accepted that a large number of spaces needs to be accommodated and Sheffield stands only would be too space consuming.

10.286 The type of cycle parking for the college (Zone 02) has not been specified. Details of secure cycle parking can be secured via condition.

10.287 A total of 37 accessible / non-standard cycle parking spaces have been proposed which is 4% of total spaces. This is considered low and the applicant is requested to increase this to 5%, in line with paragraph 11.3.2 of LTN1/20. Again, this can be secured via condition.

10.288 The proposal includes E-bike charging stations, but no further information has been provided on the number of stations and locations. Further details of E-bike charging stations can be secured by condition.

10.289 Sufficient shower and changing facilities would be provided within the basement of the main hospital, link and research centre to meet the needs of the proposed development.

10.290 In light of the above, and subject to conditions the proposed cycle parking provision is considered to be acceptable and accord with Local Plan Policy M3.

Impact on trees

- 10.291 Policy G7 of the Oxford Local Plan 2036 requires that planning permission will not be granted for development resulting in the loss of trees except in the following circumstances:
- a) it can be demonstrated that retention of the trees is not feasible; and
 - b) where tree retention is not feasible, any loss of tree canopy cover should be mitigated by the planting of new trees or introduction of additional tree cover (with consideration to the predicted future tree canopy on the site following development); and
 - c) where loss of trees cannot be mitigated by tree planting onsite then it should be demonstrated that alternative proposals for new Green Infrastructure will mitigate the loss of trees, such as green roofs or walls
- 10.292 Policy G8 continues that development proposals affecting existing Green Infrastructure features should demonstrate how these have been incorporated within the design of the new development where appropriate.
- 10.293 Policy G1 of the Emerging Local Plan Policy combines policies G7 and G8 of the existing Local Plan and follows a similar approach. The Emerging Local Plan Policy carries limited weight at this time.
- 10.294 Two Tree Preservation Orders (TPOs) affect the site including Oxford City Council Warneford Hospital (no.1) Tree Preservation Order 1994. Area 1, which included '*All trees of whatever species*', present at the time the TPO was made in 1994 (i.e. trees present for 30 or more years) and Oxford City Council Warneford Hospital, (No.1) Tree Preservation Order 1992 (TPO ref no.:92/00014/Q) G1 and G2, which includes '*All trees of whatever species*', present at the time the TPO was made in 1994 (i.e. trees present for 32 or more years).
- 10.295 The trees on site are mature and due to their visibility, both from the public realm and from within the site, contribute significantly to the visual character and appearance of the site. The trees are contemporaneous to the historic listed buildings and key to their landscape setting. In particular, this includes the trees delineating the site's boundary and the picturesque parkland to the west of Roosevelt Drive.
- 10.296 The proposed development originally sought the removal of 99no. trees. The application's arboricultural consultants have assigned the following categorisations under BS5837 criteria:
- Category A (i.e., high-quality): 0no. trees to be removed
 - Category B (i.e., moderate-quality): 60no. trees to be removed;

- Category C (i.e., low-quality): 33no. trees to be removed; and
- Category U (i.e., poor-quality): 6no. trees to be removed.

10.297 However, following discussions with the applicant, 4no. additional Category B trees on site would be retained including Trees T75 (Silver Birch) and T76 (Robinia) which sit within the historic embankment to the north of the research centre, Tree T65 (Scots Pine) to the east of the historic embankment/adjacent to the proposed new driveway and Tree T245 (Hornbeam) within Zone 02 (outline consent). The proposal now results in the loss of 95no trees across the site, with 50no. trees (category B, C and U) to be removed as part of the full planning permission (Zone 01) and 45no. (category B, C and U trees) to be removed as part of the Outline Consent (Zone 02).

10.298 An updated Arboricultural Impact Assessment has not been submitted at this time and would be required to be submitted alongside updated landscape plans and any other affected plans prior to the decision being issued.

10.299 A number of trees including two established, mature trees would be removed along Roosevelt Drive to make way for the proposed new entrance piazza. These trees are considered to have a positive amenity value and cumulatively provides greenery to Roosevelt Drive. The removal of these trees along this boundary are regrettable however, the retention of these trees is not feasible given this space would provide a new arrival space for the Hospital, providing a new taxi drop off and bus stop for visitors. Policy G7 does allow for the removal of trees where the retention of that tree is not feasible providing any any loss of tree canopy cover is mitigated by the planting of new trees or the introduction of additional canopy cover. In this case, additional trees would be planted throughout the site and as explained in more detail below, the proposal would result in a net increase in tree canopy cover across the site.

10.300 The proposal includes the planting of 182no. new trees, which includes 159no. within the full planning permission (Zone 01) and 23no. within the outline component (Zone 02).

10.301 The proposed hospital, link building and research centre are largely located beyond the RPAs of retained trees, or else involve incursions of only approx. 5% in a few situations, which is considered tolerable. Where development works would be carried out within the root protection areas of a number of trees these outbuildings are by comparison lighter single-storey structures, which may provide greater flexibility regarding their construction. Indicative low-impact designs have been provided that on balance are considered to offer sufficient information to properly evaluate the impacts of these outbuildings partially within the Root Protection Areas (RPAs) of retained trees, and are acceptable. The protection of these trees and the works within the Root Protection Areas will be protected and secured via condition.

- 10.302 Where paths are provided within close proximity to retained trees, no-dig designs are considered acceptable and would be conditioned.
- 10.303 The proposal would require the pruning of 26no. trees, The pruning specifications comprise lateral pruning from proposed buildings (in 15no. instances), and crown lifting above proposed outbuildings, and above vehicular and pedestrian elements (in 15no. instances). Certain trees are subject to both lateral pruning and crown lifting - specifically, this affects 4no. trees (T4, T5, T7, & T186). Where trees have been specified as requiring pruning to facilitate the construction of proposed buildings, at least in the cases where lateral pruning is specified, this will need to be repeated cyclically (every 3-5no. years).
- 10.304 Concerns have been raised by Friends of Warneford Meadow regarding the impact of the proposed development, mainly the basement and the impact it would have on groundwater levels and conditions, on the historic orchard located to the south of the application site (to the north of Warneford Meadow). As discussed below in the relevant flooding and drainage section of this report, the proposed basement would result in some changes to the existing groundwater conditions both on site and off site at Warneford Meadow. A '*Peer Review of the Ecological Baseline and Consideration of the Key Concerns Raise in Consultation*' has been submitted as part of the application and the ecological expert confirms that apple and domesticated varieties are by comparison shallow rooted and many orchards are set out on south facing slopes to maximise warmth and ripening of the associated fruit and are therefore not reliant on reaching groundwater. Therefore, while there is some potential for changes to the groundwater levels as the flows pass beneath Warneford Meadow, it is concluded that the proposed change would not give rise to significant ecological effects or impacts to the orchard trees.

Tree canopy cover assessment

- 10.305 A detailed Tree Canopy Cover Assessment has been submitted to provide information pursuant to the Green Spaces Technical Advice Note (TAN) 9 in regard to tree canopy coverage assessment and mitigation. Warneford Hospital site covers an area amounting to 91,464 square metres. In the absence of development, the existing trees cover approximately 22.7% of Warneford Park at the current time (baseline), which will increase to approximately 26.2% after 25no. years and thereafter to approximately 26.5% after a period of 30no. Years.
- 10.306 In terms of the submitted Tree Canopy Cover Assessment the application reports a relatively small initial impact of 3% loss (23% to 20%, i.e. a 3% Tree Canopy Cover loss), this will be more than set-off by +25 years post development because of replacement tree planting. This off-set amounts to a net increase, giving a site tree canopy cover of nearly 30% at 30 years.

This therefore meets the requirements that are set out in Green Spaces Technical Advice Note (TAN) 9.

10.307 The Tree Canopy Cover Assessment has not been updated to reflect the additional 4no. Trees which are to be retained on site however, in any event, given that the submitted assessment demonstrates a relatively small impact loss and an overall net increase in cover, it is reasonable to assume that the additional tree retention would also result in an even smaller impact loss and a slightly larger increase in the overall canopy cover on site. An amended Tree Canopy Cover Assessment to demonstrate compliance with the requirements that are set out in Green Spaces Technical Advice Note (TAN) 9 would need to be submitted and considered acceptable prior to a decision being issued.

10.308 Subject to the recommended conditions, revised arboricultural technical documents and plans, the proposal would be considered to accord with Policies G7, G8, DH1 and DH3 of the Oxford Local Plan 2036 and Policies G1, S2 and HD3 of the Emerging Local Plan 2045.

Flooding and Drainage

10.309 Policy RE3 of the Oxford Local Plan 2036 states that planning permission will not be granted for development in Flood zone 3b except where it is for water-compatible uses or essential infrastructure; or where it is on previously developed land, and it will represent an improvement for the existing situation in terms of flood risk. Minor householder extensions may be permitted in Flood Zone 3b, as they have a lower risk of increasing flooding. Proposals for this type of development will be assessed on a case-by-case basis, considering the effect on flood risk on and off site.

10.310 Development will not be permitted that will lead to increased flood risk elsewhere, or where the occupants will not be safe from flooding.

10.311 Policy G7 of the Emerging Local Plan 2045 broadly follows the same approach to the existing Local Plan Policy RE3 and is therefore given limited weight at this time.

10.312 Policy RE4 of the Oxford Local Plan 2036 states that all development proposals will be required to manage surface water through Sustainable Drainage Systems (SuDS) or techniques to limit run-off and reduce the existing rate of run-off on previously developed sites. Surface water runoff should be managed as close to its source as possible, in line with the drainage hierarchy outlined in the policy. Applicants must demonstrate that they have had regard to the SuDS Design and Evaluation Guide SPD/ TAN for minor development and Oxfordshire County Council guidance for major development.

- 10.313 Policy RE4 also states that within the surface and groundwater catchment area for the Lye Valley Site of Special Scientific Interest (SSSI), development will only be permitted if it includes SuDS and where an assessment can demonstrate that there will be no adverse impact on the surface and groundwater flow to the Lye Valley SSSI.
- 10.314 Policy R5 of the Emerging Local Plan 2045 requires developments that utilise water supplies prudently and protects water quality and to demonstrate compliance with the policy through a water awareness statement. In regard to drainage, the policy seeks to separate foul and surface water drainage with no surface water from new development to be discharged to the public foul or combined sewer system. This policy is given little weight at this time.
- 10.315 Policy G2 states that planning permission will not be granted for any development that would have an adverse impact on sites of national or international importance (the SAC and SSSIs), and development will not be permitted on these sites, save where related to and required for the maintenance or enhancement of the site's importance for biodiversity or geodiversity. It also notes that development proposed on land immediately adjacent to the SSSIs should be designed with a buffer to avoid disturbance to the SSSIs during the construction period.
- 10.316 A number of objections have been received from internal drainage colleagues, the LLFA and other consultees such as BBOWT and Friends of Warneford Meadow in relation to the proposed impact of the development on surface water, ground water and the impact on the SSSI and Warneford Meadow.
- 10.317 During the course of the application, additional surface water calculations, infiltration testing, Drainage Strategy Plans have been submitted to address these concerns. Further, a Hydrogeological Impact Assessment was also submitted.

Flood risk

- 10.318 A Flood Risk Assessment has been submitted with the application that concludes that the site is located within Flood Zone 1 and is therefore not at risk of fluvial flooding. However, some discrete areas of the site are shown to be susceptible to surface water flooding, particularly in the western half. This is acknowledged within the Flood Risk Assessment and Drainage Strategy section 3.11, where it is reasoned that this is in areas of topographical low-spots, and that the long-term-flood-risk mapping does not take into account any existing surface water drainage serving the site. These low spots are not part of a surface water flow route, and therefore it is reasonable to conclude that this water will be contained on site, and will be dealt with via on-site drainage.

10.319 An updated Flood Risk Assessment & Drainage Strategy document has been submitted to collate the revised design and the information contained within the more recently submitted response documents.

Surface water drainage and groundwater conditions

10.320 A site wide drainage strategy which covers the area of the detailed full planning permission for the hospital and research centre (Zone 01), the outline consent (Zone 02) and the existing listed hospital building which falls within the heritage area (Zone 03) whereby no development is proposed at this time.

10.321 The drainage strategy includes self-draining permeable surfaces throughout the external landscaping, with roof water to be infiltrated through the permeable paving. The roofs of the main hospital building and research centre would be drained into an attenuation tank which would sit below the basement where the water would then pump up to a soakaway for infiltration to ground. The proposal would incorporate some elements of rainwater harvesting for irrigation purposes only.

10.322 The use of a pumped system to drain the main hospital building and research centre (Zone 01) is considered suboptimal due to the reliance on mechanical, energy-dependent components rather than natural gravity which can lead to higher long-term risks by means of pump failure, costs, and environmental impacts. The pump will have a fall-back supply and would include features that would mitigate flood risk in the event of failure. In this instance it has been demonstrated that a gravity-fed solution cannot be delivered and as such the Council's Drainage Officers are of the opinion that the pumped system is acceptable in this regard.

10.323 The drainage design of the student accommodation (Zone 02) is preliminary at this stage but it is envisaged that the system would be in the form of a single, holistic design which would be interconnected with the heritage zone (Zone 03) which is not part of this application and will come forward once the existing hospital has been decanted into the new hospital (Zone 01). A detailed drainage strategy would be required as part of any forthcoming reserved matters application. Further, given the proposals form a single drainage design for the college including the heritage zone (Zone 03) it is important that future development on the heritage zone (Zone 03) comes forward and is developed at the same time as the student accommodation (Zone 02). This will be secured via the S106.

10.324 The site investigations indicate shallow groundwater within the southeast section of the site, and that this may lead to ground water flooding in this area. The southeast section of the site is the location of the proposed main building, and a basement impact assessment has been submitted to assess the potential impacts.

- 10.325 During the course of the application further groundwater and infiltration testing has been carried out which has resulted in amendments to the proposed surface water drainage design to suit the worst-case infiltration rates at each location. The proposed drainage has been redesigned to suit the potential future higher groundwater levels anticipated. Network calculations have been re-run to address this change.
- 10.326 The Council's internal drainage officers raised numerous concerns with the submitted modelling and drainage information provide, particularly in relation to the groundwater conditions and the impacts any proposed changes to these conditions would have on the Lye Valley SSSI.
- 10.327 Various documents including a Hydrogeological Impact Assessment (HIA) were submitted to address officers' concerns. The HIA confirm that there would be ground water changes on site with groundwater potentially rising up to 0.45m immediately north (up-gradient) of the main hospital building with a 0.2m rise more generally, tapering out to zero impact beyond the site limits. South (down-gradient) of the proposed hospital building it is expected that there could be up to a 1.0m drop in groundwater levels immediately adjacent to the proposed main building, tapering to zero change at the Boundary Brook. It should be noted that the Hydrogeology experts have advised that these changes would represent a worse case scenario.
- 10.328 The 'Summary Response to drainage Comments from Oxfordshire City Council's Flooding & Environment Officer (Dated 01/04/2026 Rev D) propose that water levels will be monitored at three monthly intervals until the start of the RIBA Stage 3 design, anticipated to commence in mid-2027. At that time, a monitoring regime would be agreed that was appropriate to the design requirements but would be at least three monthly. This monitoring would continue through the design and construction phases to ensure correct sizing of soakaways. Details of these assessments and the results of the ongoing groundwater monitoring reports have been secured via condition.
- 10.329 The proposal demonstrates that the potential effects of the changes in groundwater levels on any heritage assets on the site have been considered. Following review for the applicant by a structural engineer, heritage architect and landscape architect, the applicant has drawn the conclusion that there will be no adverse impacts due to the development on the historic embankment, historic boundary wall, or the main listed building.
- 10.330 The Lead Local Flood Authority (LLFA) have not objected to the principle of the strategy subject to a full detailed drainage strategy being secured via condition. Officers consider that on this basis, and subject to further details being secured by condition the proposals would be acceptable.

Impact on Lye Valley SSSI

- 10.331 The site lies within the catchment area for the Lye Valley SSSI, an area which is highly dependent on its supply of groundwater, is affected by surface water discharge to the sewer catchment and to watercourses that discharge through the SSSI, and is sensitive to any changes in the water quality of any of these sources. As such it must be demonstrated that there will be no negative impact on the SSSI due to the proposed development, in accordance with Policy G2 of the Oxford Local Plan, and the National Planning Policy Framework (NPPF).
- 10.332 The proposal does not make any connections to surface water sewers or to streams, and therefore will not increase the run-off peak discharge rates, or change their water quality.
- 10.333 An updated Hydrological Impact Assessment has been submitted which concludes that the previous modelling is only valid close to the proposed basements, and that farther from the development the model results are not reliable and exaggerate the drawdown effect. This logic is used to reason that there will not be an adverse impact on the Lye Valley SSSI, as flow volumes to the Boundary Brook will not be changed overall, and that the watercourse itself forms a boundary condition to the modelling where water will continue to flow because it is groundwater-fed - i.e. the drawdown effect cannot extend beyond the watercourse.
- 10.334 It has been demonstrated that the proposed development would not have an adverse impact on the Lye Valley SSSI, and therefore this requirement of Policies RE4 and SP22 is met.

Summary

- 10.335 Whilst it is therefore noted that public comments were received objecting to the application on the potential impact to the Lye Valley SSSI, as well as objections from the Friends of Warneford Meadow, BBOWT and Headington Heritage, for the reasons outlined above, Officers consider the proposal would be acceptable and comply with Policies RE3, RE4, G2 and SP22 of the Oxford Local Plan 2036, *Policies G5, G7 and SPE18* of the Emerging Local Plan 2045, the NPPF as well as Policy GSP3 of the Headington Neighbourhood Plan. It must be stressed that this conclusion has only been reached through multiple revisions to the drainage strategy proposed and meetings held between the Council and the applicant and their consulting team, as the original submitted documentation for this application lacked consideration of the potential impact upon the Lye Valley SSSI, assessment of the impact of the development on groundwater, and how the proposal would be drained via SuDS. This has now been suitably overcome subject to planning conditions for the submission of a final detailed drainage strategy, groundwater flood mitigation details, and further groundwater monitoring.

Ecology and Biodiversity

- 10.336 Policy G2 states that development that results in a net loss of sites and species of ecological value will not be permitted. Compensation and mitigation measures must offset any loss and achieve an overall net gain for biodiversity. For all major developments proposed on greenfield sites or brownfield sites that have become vegetated, this should be measured through use of a recognised biodiversity calculator. To demonstrate an overall net gain for biodiversity, the biodiversity calculator should demonstrate an improvement of 5% or more from the existing situation. Offsetting measures are likely to include identification of appropriate off-site locations/projects for improvement, which should be within the relevant Conservation Target Area if appropriate, or within the locality of the site. When assessing whether a site is suitable for compensation, consideration will be given to the access, enjoyment and connection to nature that the biodiversity site to be lost has brought to a locality. A management and monitoring plan might be required for larger sites. The calculation should be applied to the whole site.
- 10.337 Policy G1 of the Emerging Local Plan 2036 has a similar approach to existing Local Plan Policy G2 and therefore has limited weight at this time.
- 10.338 Policy SP22 of the Oxford local Plan states that development on site must minimise impact upon the very sensitive Lye Valley SSSI. Planning permission will only be granted if it can be proven that there would be no adverse impact upon surface and groundwater flow to the Lye Valley SSSI.
- 10.339 Headington Neighbourhood Plan Policy GSP3 states that development proposals that seek to conserve and enhance land which has a significant wildlife or ecological value will be welcomed. Development proposals which may result in significant harm to sites and/or species of ecological value will not be permitted, unless the developer can demonstrate that the benefits of the development clearly outweigh the loss, and this can be mitigated against and compensated for elsewhere within the HNPA by providing a replacement habitat on an equivalent or higher ecological value.
- 10.340 All species of bats and their roosts are protected under the Wildlife and Countryside Act 1981 and The Conservation of Habitats and Species Regulations 2017 (as amended). All wild birds, their nests and young are protected under The Wildlife and Countryside Act 1981 (as amended).
- 10.341 Paragraph 187 of the NPPF states that planning decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures and incorporating features which support priority or threatened species.

Protected species

10.342 An Ecological Impact Assessment (EclA) has been included as part of the submitted Environmental Statement. This report confirms the presence of numerous protected species on site including bats, birds and badgers. There is also a possibility that there are reptiles and amphibians also on site, including Great Crested Newts (although this is not yet confirmed).

Bats

10.343 In relation to bats, a preliminary roost assessment (PRA) was undertaken. A total of 29no. buildings were surveyed, split into a total of 53no. sections, 40no. of which have roost potential or a confirmed roost, 3no buildings had the potential for hibernating bats and twelve trees were considered to have roosting potential. Given the number of buildings with moderate potential for bats, further surveys are required. However, these have not been carried out at this time.

10.344 The survey methodology used within the PRA relied on transects which was queried by officers as it was not considered standard practice and deviated from standard survey methods. However, further correspondence from the project ecologists justified there was a need for a non-standard approach given that this scheme would be coming forward in a series of phases which would expand over a lengthy timeframe, with works predicted to start on the hospital and research centre (Zone 01) not predicting to start until Q3 in 2028 and the college (Zone 02) predicted to commence in Q3 2024. This means that any further survey works that are carried out at this time, would be out of date by the time of the works commencing, requiring additional survey work to be re-carried out prior to works commencing. Officers agree to this approach and have conditioned the phasing of these surveys to be carried out and for the CEMP: Biodiversity and Biodiversity Methods Statement to be revised and updated as required at each phase.

Badgers

10.345 Badgers and their setts are protected under the Protection of Badgers Act 1992. The legislation was a response to the persecution of the species rather than its conservation status; badgers are not a priority species, nor are they endangered. Nevertheless, they contribute to the biodiversity and ecological value of the application site.

10.346 A number of badger setts have been identified on site, with evidence also suggesting that badgers are entering the site from Warneford Meadow to the South.

10.347 The mitigation hierarchy requires the applicant to first avoid impacting such features, then mitigate and, only as a last resort, to compensate for any impacts. The development proposals would result in the loss of a single sett (which would be close under license from Natural England).

10.348 Territorial boundaries have not currently been estimated, so it is not clear whether Sett 1 is linked to the badger community associated with Setts 3, 4 and 5 or whether these badgers are entering from the eastern/ southern side of the site and are part of a different group. Further surveys will be undertaken to ensure that any mitigation plans use up-to date information. A precautionary approach to badger territories will also be taken if territories cannot be conclusively established in further surveys, as follows: Sett 1 would be assumed to be within a different badger cete to the Setts 2, 3, 4, 5. Therefore, if badgers need to be excluded from Sett 1, an artificial badger sett will be required to provide alternative shelter. The details of the survey method, findings, and mitigation approach will be submitted within a CEMP:Biodiversity which has been secured via condition.

Other species

10.349 The submitted EIA summarises the possible protected and principal species of conservation importance (priority species) on site and within the Zone of Influence (Zol) including: great crested newt and other amphibians, reptiles, wild birds, invertebrates and hedgehogs.

10.350 Nature Space have been consulted on the application and have requested a Preliminary Working Statement (PWS) condition to be added to the consent. Officers have considered this and given that the potential for amphibians could equally be applied to reptiles and therefore the inclusion of a CEMP: Biodiversity would effectively combine conditions requiring Precautionary Work Method Statement(s) with respect to reptiles, amphibians and other wildlife.

Impact on the Lye Valley SSSI and Warneford Meadow

10.351 Warneford Meadow (*Oxford City Wildlife Site (OCWS)*) a natural grassland habitat, with the Lye Valley SSSI containing calcareous valley fen. Both areas are dependent on ground water levels to sustain habitats. The Lye Valley fen is particularly sensitive to alterations in groundwater.

10.352 The statutory protection provided to the Lye Valley SSSI under the Countryside and Rights of Way Act (2000) and Wildlife and Countryside Act (1981) particularly with respect to a public body carrying out or authorising operations likely to damage an SSSI, failing to minimise any damage to an SSSI and if there is any damage, failing to restore it to its former state so far as is reasonably practical and possible, or any person intentionally or

recklessly damaging, destroying or disturbing any of the habitats or features of an SSSI.

- 10.353 The groundwater modelling submitted as part of the application indicates a decrease of up to 1 metre across the neighbouring green infrastructure including Warneford Meadows and the Lye Valley SSSI. The Council's ecologist raised concerns in regards to this and the lack of information submitted to demonstrate that these changes in groundwater conditions would not result in an adverse impact on the SSSI or Warneford Meadow.
- 10.354 Further information was submitted in the form of additional hydrogeological impact assessments and ecological reviews.
- 10.355 The new Hydrological Impact Assessment (JD Solutions) concludes that the previous modelling is only valid close to the proposed basements, and that farther from the development the model results are not reliable and exaggerate the drawdown effect. This logic is used to reason that there will not be an adverse impact on the Lye Valley SSSI, as flow volumes to the Boundary Brook will not be changed overall, and that the watercourse itself forms a boundary condition to the modelling where water will continue to flow because it is groundwater-fed - i.e. the drawdown effect cannot extend beyond the watercourse. As a result, officers are of the opinion that it has been suitably demonstrated that the proposed development would not have an adverse impact on the Lye Valley SSSI, and therefore this requirement of Policies RE4 and SP22 is met.
- 10.356 A Peer Review of the Ecological Baseline and Consideration of the Key Concerns Raised in Consultation, Bennu Environmental was submitted during the course of the application. This review has collated information on the Warneford Meadow habitats and concludes that:
- From some of the consultation responses, the grassland contains areas of wet grassland with potential to be of greater importance. However, there is no evidence in the material provided to suggest that these areas are anything more than impeded drainage and probably Oxford clay substrates closer to the soil surface.... And that existing neutral to improved grassland habitats are not reliant on a high water table and its robust nature provides an ability to withstand significant changes to management or effects brought about by other influences.*
- 10.357 The Peer Review notes the presence of an orchard, and woodland with species poor ground cover. The review recognises the significance of Warneford Meadow as a green link to Oxford City Centre, but that none of the current vegetation communities found across Warneford Meadow are reliant on groundwater levels and that while there is some potential for change to

ground water levels as the flows pass beneath Warneford Meadow, such a change would not give rise to significant ecological effects.

10.358 The findings of the review demonstrate that there would be no loss in habitats or significant impact on Warneford Meadows, in accordance with Policies G1, G2 and SP22 of the Oxford Local Plan 2036, policies G1 and SP18 of the Emerging Local Plan 2036 and Wildlife and Countryside Act (1981).

Biodiversity Net Gain (BNG)

10.359 Biodiversity Net Gain (BNG) is mandatory under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Developers of major developments must deliver a BNG of 10%. This means a development will result in more or better quality natural habitat than there was before development.

10.360 A statutory BNG metric has been submitted for the full application for the hospital, research centre and POWIC/SANE (Zone 01) and a separate statutory BNG metric has been submitted for the outline consent for the proposed college and student accommodation (Zone 02). An overall BNG assessment for the whole site has not been submitted. Officers consider that there is a clear indication of the BNG requirements for both on-site and off-site contributions and in line with the Planning Advisory Service (PAS) guidance the applicant would need to provide an Overall Biodiversity Gain Plan (OBGP) for the whole site and subsequently Phased Biodiversity Gain Plans for each phase of works within that OBGP. The OBGP should be supported by a single metric which combines the habitat delivery for the overall development, because although officers need to understand how much BNG is to be delivered in each phase officers also need the overall metric to demonstrate 10% BNG is delivered (these values will be submitted in the OBGP which is separate from each phase biodiversity gain plans). Calculations should show the pre-development biodiversity value and the proposed post-development biodiversity value of the entire development and for each phase to support each Phased Biodiversity Gain Plan. This has been secured via condition.

10.361 A post-development BNG metric to demonstrate that 10% BNG has been submitted however this will need to be updated to align with the Oxford Local Nature Recovery Strategy published in November 2025 which will slightly adjust the current projected biodiversity net gain delivery onsite.

10.362 A single Habitats Management and Monitoring Plan (HMMP) should be provided for the implementation of the OBGP, but include the proposed phases. This has been secured via condition.

10.363 Furthermore, in order to secure the onsite delivery of biodiversity net gain an obligation is recommended via a S106 agreement as well as a

contribution towards monitoring costs which would cover the LPAs role in reviewing monitoring reports over a 30 year period. The applicant has agreed to this obligation and contribution.

10.364 Subject to conditions and informatives the proposals accord with Policy G2 of the Oxford Local Plan 2036, Policy GSP3 of the Headington Neighbourhood Plan, the NPPF, The Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended), and Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021).

Sustainable design and construction

10.365 The Council is committed to tackling the causes of climate change by ensuring developments use less energy and assess the opportunities for using renewable energy technologies. As such, policy RE1 of the Oxford Local Plan 2036 requires schemes to incorporate a number of sustainable design and construction principles.

10.366 Proposals for development are expected to demonstrate how sustainable design and construction methods will be incorporated in line with Policy RE1 of the Oxford Local Plan. All development must optimise energy efficiency by minimising the use of energy through design, layout, orientation, landscaping and materials, and by utilising technologies that help achieve Zero Carbon Developments.

10.367 Policy RE1 requires that planning permission will only be granted for development proposals for new build residential developments which achieve at least a 40% reduction in the carbon emissions from code 2013 Building Regulations, which has now been superseded by the 2021 Part L Building Regulations. Given that the previous regulations have been superseded, it is a requirement that new planning applications are measured against the 2021 Part L standards for the purposes of considering carbon reduction against Policy RE1.

10.368 New build non-residential development of over 1,000sq. m. must also achieve at least a 40% reduction in carbon emissions from a 2013 Building Regulations (or future equivalent legislation) compliant base case as well as a BREEAM Excellent accreditation.

10.369 Policy R1 of the Emerging Local Plan 2045 requires all new buildings to be net zero carbon in operation. At the time of determining this application this policy has little weight and so the application has not be considered against this policy requirement.

10.370 The NHS Net Zero Carbon Standard (“the Standard”), published on 22nd February 2023, provides technical guidance to support the development

of sustainable, resilient, and energy efficient buildings that meet the needs of patients now and in the future. The standard sets out how the NHS will commit to becoming net zero by 2045. The requirements set out within the standard are to be applied to the proposed hospital.

10.371 Oxford University Estates Sustainability Design Guide (SDG-24) also sets two ambitious targets: to achieve net zero carbon and to achieve biodiversity net gain, both by 2035. The research centre will be required to follow the standards set out within the SDG-24.

10.372 An Energy Strategy and Sustainability Strategy has been submitted in support of the application. The energy statement sets out a fabric first approach to construction through the use of high standard fabric performance, efficient lighting and optimised ventilation systems with heat recovery to enhance energy savings. The proposal would also utilise both Air Source Heat Pumps (ASHP) providing heating and cooling, and Solar Photovoltaics (PV).

Full: Hospital, Link, Research Centre and POWIC/SANE building

10.373 The hospital building has been designed in line with the NHS Net Zero Carbon Building Standard which broadly aligns with the intent of Policy RE1 in terms of reducing operational building energy demands, embodied carbon in construction and the whole life carbon of building elements used within them.

10.374 Despite the comprehensive measures proposed, the proposed hospital and link building would fail to achieve the 40% reduction in carbon emissions required by Policy RE1. This is due to the conflicting and unique needs of providing the healthcare facility which requires high levels of glazing to provide a better connection with nature and regular air changes for a healthy environment for patients. The optimum energy strategy for the proposed hospital would achieve a 20.3% carbon reduction when compared to the current Part L 2022 Building Regulations.

10.375 Furthermore, BREEAM Excellent will be targeted for the Hospital and Link Building, which will include a minimum of 4 credits under BREEAM Wat 01 for water efficiency in accordance with Policy RE1. At this stage of the design, the targeted BREEAM credits give a score of 73.53%, providing a 3.53% buffer over the Excellent boundary (70%).

10.376 In this case, given the competing needs of the hospital, the Council accepts the NHS Net Zero Building Standard as an exception to Policy RE1 and compliance with the standard is considered acceptable in this instance. A condition has been recommended which seeks confirmation from an independent expert that the bespoke energy limits are acceptable and that the Standard has been applied appropriately.

10.377 SDG-24 states that all capital projects with a construction value over £1m are required to be designed using the Passivhaus methodology. As a result, Passivhaus principles and methodologies have been embodied into the design of the building of the proposed research centre.

10.378 In accordance with Policy RE1, the proposed Research Centre also achieves a 41.7% reduction in carbon emissions compared with a 2021 Building Regulations compliant base case, exceeding the 40% target set in Policy RE1. The Research Centre will also seek certification under BREEAM New Construction V6.1, targeting a baseline score of BREEAM Excellent, which will include achieving a minimum of 4 credits under BREEAM Wat 01 for water efficiency. The use of efficient water flow fittings will enhance overall water efficiency within the building. The proposed research centre will also comply with the water consumption guidelines set out in the SDG-24. At this stage of the design, the targeted BREEAM credits give a score of 73.30%, providing a 3.30% buffer over the Excellent boundary (70%).

10.379 The POWIC/SANE building is under 1,000m² and therefore is not required to comply with Policy RE1. Notwithstanding this, the design will be informed by both BREEAM and Oxford Universities Estates Sustainability Design Guide. This is considered to be acceptable in accordance with Local Plan Policy RE1.

10.380 During the construction phase, it is proposed that the contractor is required to implement rigorous pollution prevention and management policies to ensure existing site conditions are upheld and any potential for air, water, and noise pollution minimised. This could be secured by condition.

Outline: College Buildings

10.381 A separate energy statement, to be secured by condition, would need to be submitted as part of a forthcoming reserved matters application in relation to the outline part of the application for the college buildings.

Summary

10.382 Whilst the proposed hospital cannot achieve a 40% reduction in carbon emissions, the proposal has demonstrated that it would be possible to achieve a BREEAM Outstanding rating. The research centre would result in a carbon reduction of over 40% and would also achieve a BREEAM Outstanding rating and is therefore compliant with Policy RE1. Officers are satisfied that the proposals maximise the opportunity for energy efficiency and carbon reduction, as much as can be achieved considering the specific nature of the site/use, as well as delivering a range of other significant benefits as highlighted within this report. In light of the above and subject to the relevant conditions, the proposed development would accord with policy RE1 of the Oxford Local Plan 2036.

Air Quality

- 10.383 Policy RE6 of the Oxford Local Plan 2036 states that planning permission will only be granted where the impact of new development on air quality is mitigated and where exposure to poor air quality is minimised or reduced. Additionally, applications for major proposals (10 or more dwellings or 1000 square metres) which would carry a risk of exposing individuals to unacceptable levels of air pollution must be accompanied by an Air Quality Assessment (AQA). Where the Air Quality Assessment indicates that a development would cause harm to air quality, planning permission will not be granted unless specific measures are proposed and secured to mitigate those impacts.
- 10.384 Policy R4 of the Emerging Local Plan 2045 reinforces the requirements of the current Local Plan Policy RE6 and is given limited weight at this time.
- 10.385 The baseline assessment shows that the application site is located within the Oxford city-wide Air Quality Management Area (AQMA), declared by Oxford City Council for exceedances of the annual mean NO₂ air quality objective (AQO).
- 10.386 The air quality baseline desk assessment shows that current air quality levels at the application site are well below relevant air quality objectives for NO₂, PM₁₀ and PM_{2.5} concentrations. Therefore, the location of the application site is considered suitable for its intended use and the introduction of future residents (new receptors) without mitigation.
- 10.387 According to the site's energy statement, the proposed energy strategy is expected to be all electric, utilising a zero-combustion emission technology. Air source heat pumps (ASHPs) are proposed to provide heating and cooling. All buildings will also include solar photovoltaic arrays at roof level. As no combustion sources are proposed for the primary energy supply, no local air quality impacts are anticipated and a detailed assessment of impacts of combustion emissions from the energy plant will not be required.
- 10.388 The impacts of demolition and construction work on dust soiling and ambient fine particulate matter concentrations have been assessed on the AQ Assessment. This has identified that the site is found to be at high risk for dust soiling and low for human health. The risk of dust causing a loss of local amenity and increased exposure to PM₁₀ concentrations has been used to identify appropriate dust mitigation measures. Subject to a condition requiring these measures to be implemented and included within a dust management plan, the residual impacts are considered to be not significant.
- 10.389 According to the transport assessment, traffic impacts will be minimal in terms of operation. The site currently has significant car dependency, with

67% of trips made by private car and 360 surface parking spaces. The site expects to implement a transport strategy that aims to increase public transport and cycling mode shares and reduce car usage. Key measures to support sustainable travel include the provision of 898 cycle parking spaces, a new basement car park for staff which will reduce surface parking, new pedestrian and cycle links to improve connectivity alongside bus service improvements, in collaboration with local operators.

10.390 The main potential air quality impact once the proposed development is complete and occupied is likely to be emissions from road traffic (i.e. changes in traffic flow volume and distribution) associated with the proposed development. Air pollutant concentrations were predicted at the most relevant receptor locations using ADMS-Roads dispersion model for the base year 2023, for the proposed opening year 2030 with and without the proposed development (phase 1 only and phases 1 & 2) in place. The impact of the proposed development on NO₂, PM₁₀ and PM_{2.5} concentrations at existing and proposed sensitive human receptors, without mitigation, was 'negligible' at all locations when the development is operational. Therefore, it is not considered that any specific mitigation measures will be required for the operational phase.

10.391 Oxfordshire County Council's initial concerns regarding vehicle trip calculations have been addressed through significant updates to the transport assessment and those do not produce any meaningful impact on the conclusions of the air quality assessment, for the following reasons:

- The proposed car driver mode share has been reduced from approximately 30% to 25%, which lowers overall daily traffic flows and ensures that the air quality assessment reflects a robust, worst-case scenario.
- An updated trip generation assessment has also been undertaken, confirming that daily development traffic flows remain unchanged or are likely to decrease.
- Junction modelling has been independently reviewed, with minor adjustments improving operational performance. These revisions demonstrate that the development's transport impacts have been adequately assessed and mitigated, and the air quality modelling remains valid without requiring further reassessment.

10.392 In light of the above, it is considered that the proposed development complies with Local Plan Policy RE6, subject to suggested conditions set out at the end of this report.

Land Contamination

10.393 Policy RE9 of the Oxford Local Plan 2036 states that planning applications where proposals would be affected by contamination or where

contamination may present a risk to the surrounding environment, must be accompanied by a report which fulfils the relevant criteria set out in the policy. Where mitigation measures are needed, these will be required as a condition of any planning permission.

10.394 Policy R7 of the Emerging Local Plan 2045 reinforces the requirements of Policy RE9 of the Oxford Local Plan 2036 and is given limited weight at this time.

10.395 The site has been in use as a hospital for almost two centuries and as a result there is the potential for localised contamination risks to be present at the site. The site may present an unacceptable risk of contamination that could be mobilised during site works and construction, potentially leading to pollution of controlled waters. Controlled waters are particularly sensitive in this location because the proposed development site is located upon a secondary aquifer A.

10.396 The site investigation report completed by RSK Environment Limited did not identify any significant soil, groundwater or ground gas contamination at the locations sampled and the report concluded that no remedial works are considered necessary.

10.397 Despite the above conclusions within the RSK reports, there are large areas of the site that have not been investigated for potential ground contamination risks, in particular the locations where buildings are due to be demolished. It is therefore considered necessary to undertake some further testing of soils and groundwater in these areas once the buildings have been removed to confirm absence of significant contamination risk and to update the conceptual site model. Adoption of a watching brief is not considered sufficient in isolation to confirm absence of contamination risks within the footprint of buildings that are to be demolished.

10.398 It is also considered necessary to undertake testing on topsoils utilised within any new open landscaped areas of the site, to ensure that soil materials used (including any site won soils) are free from significant contamination risks.

10.399 Both the Council's Land Contamination officer and the Environment Agency have been consulted on the application and have raised no objections subject to conditions requiring the submission and validation of a detailed land contamination management strategy for unsuspected contamination during the enabling, construction and/or development works. These conditions would ensure that further site investigation work is completed and landscaping soils are tested appropriately.

10.400 Subject to these conditions, the proposed development would be acceptable in regards to Policy RE9 of the Oxford Local Plan 2036, Policy R6 of the Emerging Local Plan 2045 and paragraph 196 of the National Planning Policy Framework.

Utilities

10.401 Local Plan Policy V8 requires developers to explore existing capacity (and opportunities for extending it) with the appropriate utilities providers.

10.402 Emerging Local Plan Policy S3 goes further than just utilities and seeks opportunities to enhance the city's rail and bus networks and public transport accessibility within the south-east of the city. This emerging policy has limited weight at this time.

10.403 A Utilities Report has been submitted in support of the application which demonstrates that discussions have been commenced with Scottish & Southern Electricity Networks (SSE), British Telecom (BT) / Openreach, Virgin Media and Thames Water.

10.404 Several utilities cross the site and serve buildings which are proposed to be demolished and would therefore be disconnected.

10.405 The proposed development would require a diversion for 2 No. 150mm 11kV cables which routes across the research development plot from Roosevelt Drive to serve the Warneford MRI Substation & Highfield Substation. In addition to the diversion, new supplies will be required to serve the Research, Link & Hospital Buildings. The proposed design includes for upgrading the existing switchgear within the Union Street Primary Substation and then routing new High Voltage mains along Warneford Lane and Roosevelt drive to terminate at new Secondary Substations adjacent to the Research Building and Hospital. SSE have confirmed that the provision of the power supplies is reliant on other planned SSE reinforcement works being completed, which are planned for completion in 2030. As for the college (Zone 02) and the conversion of the existing hospital (Zone 03), this will likely require a High Voltage supply to the site to cater for this, details of this would accompany any forthcoming reserved matters and planning applications.

10.406 There are no proposals for gas to be utilised in either the new hospital, research centre and POWIC/SANE buildings (Zone 01), the proposed student accommodation and college buildings (Zone 02) or the refurbished Heritage buildings (Zone 03).

10.407 Water supply would be provided by Thames Water. Thames Water have commented on the application sufficient capacity would be ensured via conditions.

10.408 The existing BT and Virgin Media provisions on site will need to be modified and extended to suit the new development.

10.409 In light of the above, it is considered that the proposed development complies with policy V8 of the Oxford Local Plan 2036.

Health, Wellbeing, and Health Impact Assessments

10.410 Policy RE5 of the Oxford Local Plan 2036 states that planning applications for major proposals, the Council will require a Health Impact Assessment to be submitted, which should include details of implementation and monitoring. This must provide the information outlined in the template provided at Appendix 4.

10.411 Policy HD7 of the Emerging Local Plan echoes Policy RE5 and is given limited weight at this time.

10.412 Paragraph 96 of the NPPF states that planning decisions should aim to achieve healthy, inclusive and safe places which:

- a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;
- b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of well-designed, clear and legible pedestrian and cycle routes, and high quality public space, which encourage the active and continual use of public areas; and
- c) enable and support healthy lives, through both promoting good health and preventing ill-health, especially where this would address identified local health and well-being needs and reduce health inequalities between the most and least deprived communities – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

10.413 Paragraph 135 (f) of the NPPF also states that planning decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

10.414 A health impact assessment has been submitted with the application which aligns with the requirement for major developments as

stipulated in Policy RE5. Overall, the assessment concludes there would be positive health impacts arising from the development and as such no mitigation implementation nor monitoring is proposed. Officers are satisfied that the proposals would help promote social interaction, would be safe and accessible, and enable and support healthy lives, and as such the development would have a positive health impact.

10.415 To enhance the wellbeing of staff and visitors, the proposed hospital building has been orientated to maximise views of Warneford Meadow, and the wider proposal includes landscaped gardens, terraces and spaces for visitors and staff to congregate and collaborate.

10.416 Inclusive design has been considered both internally and externally throughout the scheme with wheelchair accessibility and flexibility available.

10.417 As above, the scheme would provide employment locally in both the construction and operational phases and the applicant has committed to entering into a Community Employment Procurement Plan.

10.418 The Thames Valley Police Designing Out Crime Officer (TVP) was consulted on the application and raised no objection subject to additional information being submitted prior to determination and numerous conditions. TVP have requested that a physical barrier (e.g. a security rated gate or shutter with a secondary raising arm barrier) is installed at the basement car park to prevent unauthorised vehicular and pedestrian entry. The applicant has advised that this cannot be achieved due to the impact that this would have in terms of causing congestion on the access road into the site which may back up onto Roosevelt Drive, particularly at peak hours. Instead, a proposal for an ANPR Raising arm barrier, with additional gated barrier would be installed to provide additional security to this development. The proposed details of this would be secured via the security and access condition. TVP have also requested conditions requiring a Security and Access Strategy and details of security lighting to be provided prior to commencement. Subject to these conditions, the proposed development would be acceptable in this regard.

10.419 In light of the above, and the contents of this report as a whole, it is considered that the proposed development would comply with policy RE5 of the Oxford Local Plan 2036.

CONCLUSION AND PLANNING BALANCE

10.420 Having regard to the matters discussed in the report, the starting point for the consideration 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.

10.421 The NPPF recognises the need to take decisions in accordance with Section 38 (6) but also makes clear that it is a material consideration in the determination of any planning application (paragraph 2). The main aim of the NPPF is to deliver sustainable development, with paragraph 11 the key principle for achieving this aim. The NPPF also goes on to state that development plan policies should be given due weight depending on their consistency with the aims and objectives of the Framework.

10.422 As the Council cannot demonstrate a five year supply of housing, paragraph 11(d) of the Framework indicates that planning permission should be granted unless: (i) the application of policies in the Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or (ii) any adverse impacts of doing so significantly and demonstrably outweigh the benefits, when assessed against policies in the Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

Compliance with development plan policies

10.423 It is necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with the result of the application of the development plan as a whole.

10.424 In summary the proposed full application (Zone 01) development is acceptable in regards of its design and would not cause any detrimental harm upon the special and historic character and appearance of the existing listed hospital building and surrounding heritage context. The proposals would not cause any detrimental impacts upon the amenity of any neighbouring dwellings, and nor would the proposals cause any impacts in regards to drainage, trees, sustainability or ecology. In addition the proposal would not cause any detrimental impacts associated with vehicle parking nor highways safety. As such the proposals are considered to comply with the policies of the Oxford Local Plan, and the NPPF.

10.425 Whilst the housing policies which are important for determining the Outline Application are out of date by virtue of the absence of a 5 year housing land supply, that does not mean the policies carry no weight. The weight attached to the development plan policies is a matter for the decision maker(s).

10.426 The benefits and disbenefits associated with the application are:

Economic:

- 10.427 The provision of a new state of the art mental health facility which would co-locate care provision within Oxfordshire in one main location. This is afforded significant weight.
- 10.428 The research centre would allow for offices, teaching spaces and biomedical laboratories for use by the University of Oxford, the NHS and complementary commercial start-ups, spin-out and biotech research and development companies providing research into mental health and related disciplines. This would constitute a public benefit and this is afforded a high level of beneficial weight.
- 10.429 In redeveloping the site, the proposal would make a positive contribution to Oxford's significant housing need by effectively releasing existing housing stock back into circulation for the general population. This would constitute a public benefit and given the need for housing in Oxford this is afforded a high level of beneficial weight;
- 10.430 Use of site for University residential purposes supporting the active use of the city centre including shops and recreational activities. This is given a high level of beneficial weight.
- 10.431 The development would support on and off site construction jobs over an extensive construction period.
- 10.432 The development would provide a new college which would generate significant employment as part of the new college and the interconnection with the hospital and research and development centre on site allows for knowledge to expand and grow.

Social:

- 10.433 The linking of the hospital with the research centre will create opportunities for clinicians to share knowledge and drive improvements in clinical practices, treatments which could result in better patient outcomes. This is afforded a moderate level of beneficial weight in this case;
- 10.434 The hospital wards have been located adjacent to the Meadow to allow patients to benefit from views and proximity to the green space; in keeping with the historic ethos of the site where the therapeutic benefits of nature were well understood. This is afforded a moderate level of beneficial weight in this case;
- 10.435 Provision of purpose-built student accommodation to promote the education including community courses to the benefit of the City, regional and UK economy. This is afforded a moderate level of beneficial weight in this case;

10.436 Provision of accommodation on site to improve the health and wellbeing of its students and is afforded a moderate level of beneficial weight;

10.437 The impact of the development on the historical significance and the setting of the listed hospital, curtilage listed buildings and surrounding heritage assets is afforded a moderate level of disbenefit.

Environmental:

10.438 The Hospital and Research Centre will be BREEAM Outstanding and is afforded a moderate level of beneficial weight;

10.439 The development would result in a total of 416 cycle parking spaces for staff and students of the college, promoting active forms of travel. Officers attribute moderate weight to these public benefit

10.440 No car parking would be provided for students of the college, further promoting students to use sustainable and active modes of travel. Officers attribute moderate weight to this public benefit.

10.441 All other material planning consideration matters where no harm has been identified are neutral in the planning balance. Overall, it is considered that the benefits would outweigh the harms (none identified by Officers) of the scheme.

Material considerations

10.442 The principal material considerations which arise are addressed above, and follow the analysis set out in earlier sections of this report.

10.443 Officers consider that the proposed application would accord with the overall aims and objectives of the NPPF for the reasons set out in the report. Therefore, in such circumstances, paragraph 11 is clear that planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.

10.444 Officers would advise members that, having considered the application carefully, including all representations made with respect to the application, the proposal are 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 2036, and that there are no material considerations that would outweigh these policies.

10.445 Having assessed the submitted application, officers are satisfied that the Environmental Statement and further information provided complies with the 2011 EIA Regulations and that sufficient information has been provided to

assess the environmental impact of the proposal, taking account of cumulative impacts of other planned development.

10.446 It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under section 106 of the Town and Country Planning Act 1990.

APPENDICES

Appendix 1 – Site location plan

Appendix 2 – Conditions

HUMAN RIGHTS ACT 1998

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.

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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