

East Area Planning Committee

3<sup>rd</sup> August 2011

**Application Number:** 11/01054/FUL

**Decision Due by:** 7th July 2011

**Proposal:** Demolition of 4 existing buildings (including Richards, Waco and Badenoch Buildings). Erection of 2 medical research buildings on 3 floors plus basement to accommodate Nuffield Department of Medicine and Kennedy Institute, to include laboratories, offices, stores, workshops and ancillary spaces. Provision of hard and soft landscaping, cycle parking and rearrangement of car parking. (Amended Plans)

**Site Address:** University Of Oxford Roosevelt Drive, Site Plan **Appendix A**

**Ward:** Churchill Ward

**Agent:** DPDS Consulting Group

**Applicant:** University Of Oxford

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**Recommendation:** East Area Planning Committee is recommended to support the proposed development for the reasons set out below and subject to conditions, but defer to Officers to issue the decision notice on completion of an accompanying legal agreement to secure the financial contributions listed.

**Reasons:**

- 1 The proposed development would represent an efficient use of existing land designated for research. The buildings are considered to be appropriate in scale, massing and appearance for their intended use and form an appropriate relationship to other similar buildings on the Old Road Campus. There would be no harm to the character and appearance of the Old Road or Roosevelt Drive street scene. Neither would it harm any residential amenities. The development would have no adverse impact on existing trees or hedges, ecology, hydrology or ground water, particularly in relation to Boundary Brook and the nearby SSSI.
- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.
- 3 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all

other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

### **Conditions:**

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples
- 4 Landscape plan required
- 5 Landscape carry out after completion
- 6 Landscape hard surface design - tree roots
- 7 Landscape underground services - tree roots
- 8 Tree Protection Plan (TPP) 1
- 9 Arboricultural Method Statement (AMS) 1
- 10 Arch - Implementation of programme
- 11 Contamination
- 12 Ecology
- 13 Public Art - Scheme Details & timetable
- 14 FRA
- 15 SUDS detailed scheme reqd
- 16 Construction Traffic Management Plan
- 17 Cycle Parking - details, secured and covered
- 18 Travel Plan – Revised details
- 19 Noise - mechanical plant and attenuation
- 20 Lighting – details of external lighting

### **Contributions:**

#### **County Council**

£218,000 contribution towards transport infrastructure and mitigation measures to ensure adequate local site access, which could include CPZs, improvements to walking and cycling and bus access.

### **Main Local Plan Policies:**

#### **Oxford Local Plan 2001-2016**

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP14** - Public Art
- CP17** - Recycled Materials
- CP18** - Natural Resource Impact Analysis
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise

**CP22** - Contaminated Land  
**TR1** - Transport Assessment  
**TR2** - Travel Plans  
**TR3** - Car Parking Standards  
**TR4** - Pedestrian & Cycle Facilities  
**TR5** - Pedestrian & Cycle Routes  
**TR7** - Bus Services & Bus Priority  
**TR9** - Park & Ride  
**TR13** - Controlled Parking Zones  
**NE12** - Groundwater Flow  
**NE14** - Water and Sewerage Infrastructure  
**NE15** - Loss of Trees and Hedgerows  
**NE20** - Wildlife Corridors  
**DS36** - Inst of Health Sc, Old Rd - Med Research

**Core Strategy:**

**CS9\_** - Energy and natural resources  
**CS11\_** - Flooding  
**CS12\_** - Biodiversity  
**CS13\_** - Supporting access to new development  
**CS17\_** - Infrastructure and developer contributns  
**CS18\_** - Urb design, town character, historic env  
**CS19\_** - Community safety  
**CS29\_** - The universities  
**CS27\_** - Sustainable economy

**Other Material Considerations:**

Supplementary Planning Documents:

- Planning Obligations
- Natural Resource Impact Analysis
- Parking Standards, Transport Assessment and Travel Plans

**Relevant Site History:**

There has been a great deal of planning history on the Old Road Campus. Of particular note is the recent application for the Cancer Research Buidling located immediately south of the application site:

05/02194/FUL: Demolition of two existing buildings. Erection of cancer research building totalling 13,772 sq m. of floorspace on 4 levels including basement, plus plant rooms and enclosure at roof levels (Amended Plans). Approved 10.07.06 and constructed.

**Public Consultation:**

The University undertook pre-application public consultation with local residents, groups, institutions and organisations. An initial meeting was held in January 2011 to explain and discuss the proposals with local Residents Associations and Groups and Wards Councilors. This was followed by discussion at the Heading Forward

Organisation, which is an umbrella organisation for institutions and authorities in Headington. A public exhibition was held in March 2011 to with local residents, associations and city-wide groups were invited. This was well attended and a further session was held in April. The consultation process led to changes and modifications of the proposal, for example moving the NDM building further away from the boundary with Old Road by 2m, to help address concerns of height and proximity to houses. The other main area of concern was traffic related issues and the University considered that it would be difficult to modify the scheme in a way that would have a significant impact on traffic conditions. However, measures to address any impact were identified in the Oxford University Travel Plan and site specific Travel Plan, and through developer contributions.

### **Representations Received:**

Comments received can be summarised as follows:

- Building façade would be overbearing
- Out of character with street scene
- Un-neighbourly outlook for resident's
- Dominant presence of building would have an impact on visual amenity
- Unprecedented scale and proximity to Old Road
- Increased traffic
- Increase in light and noise pollution
- Increased surface water run-off and sewage pollution
- Unnecessary intrusion on the wildlife corridor
- Area already over-developed
- Oxford University has not reached its Core Strategy Policy CS 25 target (3000 or less students should live in private accommodation in order to get planning permission for academic expansion).
- The Kennedy Institute of Rheumatology is world renowned and has been responsible for the most significant new therapies for rheumatological disease to be discovered in the last fifty years.
- Biomedical research is of critical importance and the two new buildings will further enhance the University's significant contribution towards understanding prevention and cure of common diseases and conditions of the 20thC.
- The location at the Old Road Campus adjacent to existing high-quality clinical facilities, world-leading scientists and working hospitals will provide enormous benefit to musculoskeletal disease research and patient treatment.
- Will enhance the diversity of research facilities here and availability for collaborative working.

### **Statutory and Internal Consultees:**

Environment Agency Thames Region: No objection subject to conditions. See main body of report.

Thames Water Utilities Limited: No objection

Thames Valley Police: Historically there have been a number of cars and bicycles stolen from the area of the proposed development. No objections are raised to the application and no further comments to make.

Natural England: No objection subject to conditions. See main body of report.

English Heritage Commission: No comment to make

Environmental Development: No objections raised. Recommend conditions on contamination, details of external lighting, details of mechanical plant and noise attenuation.

Oxfordshire County Council Countryside Services: Footpaths 111 and 115 run to the north and west of the site. The footpaths should not be reduced in width in anyway.

Strategic Planning Consultations Team: No comment.

County Drainage Team Manager: Due to the risk of flooding further down Boundary Brook a substantial reduction in discharge rates is recommended. No details of what 'appropriate' SUDS will be used. Drainage designs and calculations to be submitted. Discharge rates seem excessive. Implementation of the Flood and Water Management Act 2010 could result in reconsideration as to how water can be discharged from the site from the preliminary ideas outlined (see main body of report).

### **Officers Assessment:**

### **Site Description and Proposal:**

1. The Old Road University Campus is situated within the Headington area, located off Roosevelt Drive and bounded to the north by Old Road and residential properties opposite. To the west and south are the institutions of Park Hospital and Churchill Hospital. To the east are the residential properties on Mileway Gardens separated by the Boundary Brook and Wildlife corridor that runs along the eastern boundary of the site.
2. It is proposed to demolish several existing buildings (Badanoch, WACO, Richards, B669) and erect two new purpose built research buildings; one to the north of the campus and the other to the south between the Rosemary Rue building and the green Cancer Research building. The northern building is to accommodate the Nuffield Department of Medicine (NDM) and southern building is for the Kennedy Institute of Rheumatology (KI). The NDM will accommodate a new research facility called the Target Discovery Institute. This is a new collaborative research unit created jointly by the Nuffield Dept. of Medicine and Oxford University. It will undertake biomedical research to investigate drug target discovery for various diseases. The KI is a world renowned institute undertaking biomedical research into musculoskeletal disease, including rheumatoid and osteoarthritis. It is of note that both Institutes would be located close to the major orthopaedic and rheumatologic referral centre at the Nuffield Orthopaedic Centre (NOC) Hospital and the Botnar Musculoskeletal Research Institute, also on the NOC site.
3. The NDM building would provide 5577m sq of accommodation over 3 levels plus basement. The KI building would provide 6314m sq floor space, again over three floors plus basement. Both buildings process a part fourth level which would contain all the mechanical plant and ventilation required to serve the buildings. The development would also involve the re-organisation of existing car and cycle parking, but no additional car parking is proposed. 114 additional cycle parking spaces would be provided however and 74 existing ones replaced totaling 188 spaces in all.

4. The development would provide improved accommodation for existing staff who work on campus and at other sites within the city and it also would provide a new research facility for the KI that currently resides in London. The applicant therefore estimates that there would be a net increase in staff numbers of 150 when the buildings are fully occupied.

**Issues:**

5. Officers consider the main determining issues are:
  - Principle of Development
  - Design and Appearance
  - Residential Amenities
  - Traffic and Parking
  - Flood Risk, Sustainable Drainage and Impact on Boundary Brook and SSSI.
  - Trees and Landscaping
  - Ecology
  - NRIA and Sustainability
  - Archaeology

**Principle of Development:**

6. The proposed development site forms part of the larger Old Road Campus which is designated in the Local Plan under Policy DS36 as being suitable for medical research. The Policy states that although the site is extensively developed, there is scope for further redevelopment through replacement of older buildings with modern replacements at appropriate density and scale. This Policy has been saved by the Core Strategy pending future development plan documents.
7. The development proposes to remove existing older buildings and provide modern replacement ones, appropriate to their proposed use for research and intended occupier(s). Although the site is extensively developed the proposal would make best and efficient use of existing land for its designated purpose.
8. Comment has been made by residents that this development should not be approved because the University has not achieved its target of 3000 of less students living outside university provided accommodation in accordance with Policy CS25 of the Core Strategy. This policy relates to provision of new academic/ teaching floor space, whereas this development is research orientated. In any event, the University has confirmed that they have in fact met this target, and a copy of their supporting letter is attached at Appendix B.
9. The principle of the development is therefore considered acceptable, subject to other Policies in the Local Plan and Core Strategy.

**Design and Appearance:**

10. The KI Building is three storeys high with plant room at roof level. It measures approximately 14.8m-16.8m to main parapet level and approximately 18.6m



high to 20.8m high plant room roof (front to rear). The variances in height take account of the fall in ground level from east to west across the site. The appearance of the building has been refined further to public consultation and amended plans show the building reflecting both the finer grain detail of the proposed NDM Building and taking colour accents from the adjacent green Cancer Research Building. It has a strong vertical emphasis to its overall appearance. The front (east) elevation has a totally glazed ground floor entrance area where it is intended to install some public art, reflecting the work undertaken. Materials proposed are grey cladding panels and coloured louvres over windows in shades of green. The fourth floor contains the plant and has been set back from the front and side elevations to reduce the impact and allow maintenance. There are 10 flues rising from the plant roof between 3.5m and 1m in height. Due to its location this building would be mostly screened from public views by the Cancer Research and Richard Doll buildings that front Roosevelt Drive.

11. The NDM building is also three storeys and approximately 14.8-16m to parapet and 18.8m- 20m high to plant room roof at fourth floor, again taking account of the fall in ground level east to west. The building has been designed with a more horizontal emphasis achieved through the use of coloured louvres across the body of the main building. These louvres also give the building a finer grain and is proposed to be coloured in a palette of browns. The building is an unusual shape, dictated by the curve of the access road to the car parks, with a pointed front elevation within which is a full height atrium that extends from basement to third floor. The majority of the windows are on the southern elevation where the main laboratories write-up areas are located. There are limited windows only on the northern elevation due to the functional needs of the laboratories themselves.
12. The NDM building is approximately 34m at its closet point to the northern boundary of the Campus with Old Road. Between it and the road is a wide band of trees and hedge screening, approximately 15m in depth that provides mature and well established screening. Views from within and outside the site would be therefore glimpsed most of the year when the majority of the trees are in leaf though the buildings would be more visible during winter months.
13. It is considered that the proposed buildings are of an appropriate scale, height and massing for their intended use and relate well to the existing buildings on the Old Road Campus, for example the Cancer Research building adjacent which is of similar height and massing, and other institutional buildings nearby. Their design and appearance is also considered to be architecturally appealing and appropriate for their intended function. There would be no adverse impact on the character and appearance of Old Road or Roosevelt Drive due to their locations within the site, distance to the boundary and existing screening.

#### **Residential Amenities:**

##### Scale of the Buildings:

14. Comments have been received that the proposed buildings are too high and

would adversely affect day/ sunlight and appear overbearing and dominant in views from existing properties opposite on Old Road. The applicant has submitted additional sectional plans that show cross sections from several properties on Old Road through to the nearest (NDM) building. There would be a distance in excess of 50m from the closest properties on Old Road (Nos. 58 & 63) to the NDM building and in excess of 105m to houses on Mileway Gardens to the east. The parapet level of the proposed building would be of a similar height (approx 2m higher) to the roof height of No.63 because the land rises steeply up on the northern side of Old Road on which the property sits. Old Road also slopes steeply in a westerly direction so that the parapet level of the building would be higher than the roof heights of Nos. 51 and 57 Old Road by approximately 4-7m but the distances to the new building also increase. As indicated, between the houses and the NDM is a wide band of trees (including mature specimens) approximately 15m to 20m deep and an approximately 3m high hedge forming the northern boundary itself. The trees provide a good level of screening and there is no intention to remove these trees. In parts the canopy is reduced due to the tree species such as mature Pine, allowing some views in to the site from various points along Old Road including the elevated positions of houses opposite.

15. Whilst it is acknowledged that the new building is closer to these residential properties than existing buildings on the Campus, it is considered that the distance between them provides sufficient mitigation such that the building would not appear too high or appear overbearing to either Old Road or Mileway Garden properties. Neither would it result in any loss of day or sunlight to those properties. Whilst it would be possible to see the building at various points through gaps in the trees, particularly in winter months, Officers again consider that the distance together with the sensitive design and proposed use of materials means that it would not appear visually intrusive.

#### Light Pollution:

16. Concern has also been raised about light pollution at night from the Campus buildings. University Staff do not work regular office hours and as a result it is not uncommon for buildings to be lit late at night. In response the NDM building has been specifically designed to minimise light spillage by locating secondary labs that are less often used out of hours to the northern side of the building and minimising the size and number of windows on that northern elevation. The tree belt will also offer some degree of screening, more so when the trees are in leaf. It is considered therefore that due to the distance between buildings, together with the proposed layout and fenestration proposed, there would be no significant adverse impact on residents from light spillage from within the building. The KI buildings is farther away from residential properties and against the background of the Cancer Research Buildings about which residents have previously voiced concern and would be also blocked from views by the NDM. Officers do not consider there would be a significant adverse impact. Details of any external lighting of the site proposed can be secured by condition to minimise impact.

#### Noise:

17. A Noise Assessment has been submitted in support of the application in



response to concerns of local residents expressed prior to submission of the application that the development would create additional noise, especially at night or early morning. The buildings were therefore designed to ensure noisier plant was contained within the fourth floor, as part of the building, and that any open ventilation is south facing away from Old Road. A noise survey was carried out to determine existing noise levels in the area. It is proposed that noise attenuation measures will be incorporated into the buildings to ensure that noise levels do not exceed current background noise and thus prevent “noise creep”. Details of the proposed mechanical plant including anticipated sound attenuation measures can be secured by condition.

### **Traffic and Parking:**

18. A Transport Assessment (TA) was submitted in support of the application and states that the Old Road campus currently has 251 existing car parking spaces and the proposed development would not increase this number. Current travel modes to the Campus show 55% for non-car modes and 45% by car. There is a restrictive parking policy on site controlled by limited parking permits. The proposal seeks to maintain and increase this non-car share mode and decrease car modes. Traffic generated to and from the development will represent no change to existing flows and therefore the impact on the local road network will remain unchanged. However a small increase is anticipated outside peak hours for deliveries although the University is consolidating its delivery service to reduce vehicles throughout all University sites. The TA acknowledges that car parking surrounding the site is governed by Controlled Parking Zones (CPZ) regulations except for streets further afield such as Divinity Road and The Slade. It goes on to state that various new measures will be introduced to meet the demands of the extra increase of 150 staff and refers to measures set out in both the Oxford University and Old Road Campus Travel Plans.
19. It concludes that development will have no effect on road traffic at the key junctions of Old Road with Churchill Drive and Gypsy Lane. It also states that there will be an increase in travel to the site by modes other than the car but the travel demand can be addressed by a range of measures such as improved bus access, cycle facilities, expansion of Thornhill Park and Ride site and the introduction or expansion of CPZs to prevent overspill parking.
20. The Highway Authority (HA) has commented that it welcomes this proposal being brought forward with no extra car parking on the site and accompanied by a robust Travel Plan. It is noted that although there are no additional car parking spaces proposed the car parking area will be reconfigured and reorganized to equal the same numbers as existing. However the HA does not agree that there will be no increase in car traffic.
21. Trip generation from the existing campus as undertaken on December 2010 weekday indicated the highest flow was 161 vehicles per morning peak hour (including 18 cyclists) and 101 vehicles (including 9 cyclists) in the evening peak hour. Deliveries were also analysed on the same day and between 7am and 7pm and totalled 95 vehicles made up of LGV's 51%, HGV's 33% and

cars 16%. Trip generation for the 'new' staff of 150 in number is split in to the following modes on a daily basis;-

Car - Zero

Cycle - 47% of all trips,

Bus - 24% of all trips

Walk- 22% of all trips

Other (including drop off and motorcycles) - 7% of all trips.

22. The HA considers that even with tightly controlled car parking on site and a strong Travel Plan, 45% of existing staff at the Old Road Campus currently drive to work and thus it can be assumed that 45% of additional staff (150) would also do so. Even if there were no new trips to the site itself there would be likely trips to the area surrounding the site, with cars potentially parking on streets with no parking controls.
23. The HA considers therefore that additional measures are needed in order to protect sensitive residential areas from further congestion and to encourage all users to the site to seek alternative modes than the private car. These measures could be secured in part via financial contribution in accordance with the Planning Obligations SPD towards:
  - Controlled Parking Zones (CPZ's) in the Divinity Road and Lye Valley area (the two closest areas where on street parking is currently uncontrolled).
  - Cycling and walking infrastructure.
  - Enhanced Park and Ride bus services.
  - An eastbound bus shelter on Old Road, close to the application site.
24. Contribution towards Thornhill Park and Ride are not now required as the County has recently secured funding from Central Government which will enable the 500 space expansion to go ahead. Planning permission is already in place and it is anticipated that construction will commence in the next financial year. The HA therefore request a sum of £218,000 towards other measures to mitigate the impact of the development in transport terms.
25. The HA also supports improvements to cycle and pedestrian links to the site, as mentioned in the TA and would like to see improved signage and road surfacing. It also welcomes the increase cycle parking proposed, which should be Sheffield stands. Separately a new pedestrian footway along the northern side of Roosevelt Drive secured from a previous development will commence construction shortly.
26. Officers agree with the HA that no additional car parking is acceptable but that some car trips are likely to be generated to the site from new staff, particularly in the first instance until the KI and staff are fully relocated to Oxford. In addition, the University operates a parking permit system where staff have to apply for permits; meet the stringent criteria; and pay a fee related to their salary. Details are attached as **Appendix C** to this report. Furthermore the University's strong Travel Plan also encourages other modes of transport through increased cycle parking, shower facilities, car share programmes etc. Overall the proposed development is therefore considered acceptable in

highways terms subject to the conditions listed at the head of the report and the accompanying financial contributions.

### **Flood Risk, Sustainable Drainage and Impact on SSSI and Boundary Brook:**

27. A Flood Risk Assessment (FRA) and Hydrological Assessment (HA) were submitted in support of the application. Much concern has been raised about the developments potential impact on the Lye Valley Site of Special Scientific Interest (SSSI) and Boundary Brook from both local residential and statutory consultees. Initially the Environment Agency (EA) objected as the FRA failed to demonstrate that the site could be developed successfully without increasing surface water and groundwater flood risk. Natural England (NE) also sent a similar initial response stating there was insufficient information to determine the impact on the Lye Valley SSSI, including groundwater flows, and potential erosion of Boundary Brook from run off.
28. The FRA was subsequently amended in response to both the EA and NE to provide additional information. This included further details of a sustainable drainage scheme. The development is not appropriate for soakaways due to the ground composition and therefore attenuation tanks are proposed of sufficient capacity to control discharge below the recommended limit of 28 l/s (peak runoff and storm events) and allow for +20% climate change and for phase two development at the site. The FRA concludes that the development is appropriate for the site as the site lies within Flood Zone 1 where annual flooding is less than 0.1% (1 in 1000 yr event). An outline surface water drainage strategy has been developed for the site in line with PPS25 requirements and the EA recommendations. The primary method for discharging surface water runoff from the site would be by discharging directly to the Boundary Brook to the west of the site. It goes on to say that this approach would ensure that the additional surface water runoff generated by the development does not increase the risk to flooding elsewhere. At detailed design stage, pollution control measures would be agreed upon to ensure that all discharges to ground water are of appropriate quality.
29. In response to Natural England a HA was submitted which concludes that given that groundwater in the area of the site is expected to flow from higher ground to the northeast to lower ground of Boundary Brook to the southwest, construction of the proposed basement would have no affect on the groundwater flows towards upper reaches of the Lye Brook (adjacent to Peat Moors) and hence would not impact on the groundwater regime of the northern area of the Lye Valley SSSI. Furthermore, whilst there would be some impact on groundwater in the immediate vicinity of the site, this would not have any impact on the groundwater regime of Boundary Brook in the lower reaches of the SSSI (adjacent to Lye Valley/ Town Furze). It also concludes that there would be no impact on ground water or surface water abstractions or discharges.
30. Both Natural England and the Environment Agency were re-consulted on the revised FRA and the HA. Both have withdrawn their initial objections and are satisfied that their earlier concerns have been addressed, subject to conditions

being imposed ensuring the development is built in accordance with the FRA and the SUDs strategy and requiring further SUDs details to ensure control of surface water runoff rates, water quality and that discharge should not exceed 23 l/s.

31. Officers are also now satisfied that the development would not cause a risk to flooding or adversely harm the Lye Valley SSSI or Boundary Brook and thus no objection is therefore raised. Further details and implementation of SUDs can be secured via conditions, as requested by the EA and NE.

### **Trees and Landscaping:**

32. There is a wide band of trees, including several mature specimens, and mature hedging that runs along the northern boundary of the site with Old Road. No removals are proposed as part of this proposal and the new NDM building would not have any adverse impact on this tree/ planting belt. Within the site are several trees around the Richards, Rosemary Rue and Kitchen buildings that are proposed to be removed. However their loss would not have a significant adverse effect on public amenity and therefore no objection is raised.
33. Limited further landscape planting is proposed at this stage. It would be difficult to provide additional tree planting in the northern tree area due to the canopy of existing mature trees. However, some further shrub planting of common British species is proposed, which ties in with recommendations made in the Ecology Appraisal, (see below). This planting can be secured by condition. In terms of the wider landscaping of the Campus as a whole, there is an intention to create an open green area and planting in front of Rosemary Rue and between the two new buildings, which is currently car parking. However this would form part of a future planning application for the second phase development of the site.

### **Ecology:**

34. An Ecological Appraisal was submitted with the application which states that the existing buildings' modern construction and external lighting makes them unsuitable for roosting bats, and that the areas proposed for the two new buildings are of low ecological value. The tree band to the north represents an area of greater value however. It recommends implementation of measures in a Biodiversity Enhancement Plan to encourage and protect ecology and wildlife such as sustainable drainage systems to be installed to prevent impact on the SSSI and the wildlife corridor to the west, reduced external lighting, good tree management practices, bat and bird boxes, and native shrub planting. Officers concur with the findings and recommendations of the report, which can be secured by appropriate conditions.

### **NRIA and Sustainability:**

35. Two NRIA and Energy Strategies have been submitted, one for each building. The NDM NRIA achieves a score of 8 out of a maximum of 11 points. The

building includes high thermal mass components, a mixed ventilation strategy (natural and fan), sensory lighting, solar control glazing and shading using extensive brise soleil, louvers and internal blinds. Combined Cooling Heating and Power renewable technology has been chosen to reach the optimal renewable and low carbon technology providing heating and cooling. Ground source heat pumps and photovoltaics are also considered possibilities but require further investigation. Rainwater harvesting will serve the WC's and any possible external irrigation taps.

36. The KI NRIA also achieves a score of 8 out of a maximum of 11 points. The building is designed in the same way as NDM incorporating measures as set out above. However it proposes only Combined Heat and Power for hot water provision instead of CCHP.
37. Officers consider that adequate energy efficiency measures are shown as being provided for both buildings, in accordance with the NRIA SPD and their implementation can be secured by condition.

#### **Public Art:**

38. The University intends to commission an artist to undertake public art to accompany the proposals which would be fully integrated into the design of the KI building. It is proposed that it would be located at the glazed entrance to the ground floor of the KI building and would reflect the work undertaken there. No firm details have been provided at this stage and it is therefore appropriate to secure them and implementation by condition.

#### **Archaeology:**

39. A satisfactory archaeological desk based assessment has been submitted for this site by Wessex Archaeology (2011). The site has moderate potential for prehistoric and Roman activity. It lies in an area that has not been subject to extensive archaeological investigation. However kilns belonging to the important 1<sup>st</sup>-4<sup>th</sup> century local Roman pottery industry have been recorded 500m to the south at the Churchill Hospital and 500m to the east at the Nuffield Orthopaedic Hospital. It is therefore considered that due to the current site constraints, the likely extent of previous terracing, and the results of the geotechnical survey that further archaeological investigation is necessary and should consist of a watching brief, which could be secured by condition.

#### **Conclusion:**

40. The proposed development would represent an efficient use of existing land designated for research. The buildings are considered to be appropriate in scale, massing and appearance for their intended use and form an appropriate relationship to other similar buildings on the Old Road Campus. There would be no harm to the character and appearance of the Old Road or Roosevelt Drive street scene. Neither would it harm any residential amenities. The development would have no adverse impact on existing trees or hedges, ecology, hydrology or ground water, particularly in relation to Boundary Brook and the nearby SSSI.

## **Human Rights Act 1998**

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

## **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 approve, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

**Background Papers:** 11/01054/FUL

**Contact Officer:** Felicity Byrne

**Extension:** 2159

**Date:** 12th July 2011





ESTATES DIRECTORATE  
The Malthouse, Tidmarsh Lane, Oxford OX1 1NQ



Ms Felicity Byrne  
Oxford City Council  
Planning Control and Conservation team  
Ramsay House  
10 St Ebbe's Street  
Oxford OX1 1PT

Ref: 668/space/planning

Date: 8th July 2011

Dear Ms Byrne

**Planning application ref 11/01054/FUL – Kennedy and NDM Buildings at Old Road Campus**

The City Council has requested clarification of the position regarding the number of students living outside University and College accommodation in connection with the above application. We note that this request has arisen in line with the City Council's Core Strategy requirement that this number should be below 3,000 and differences between figures in the City's Annual monitoring statement and evidence submitted by Oriel College in their recent planning appeal

The Property Working Party (PWP) report referred to by Oriel College in their appeal was written as an internal University planning document, largely looking at the central University's own accommodation needs and its investment properties. The data used was the best available to those colleagues servicing the PWP at the time and was considered adequate for raising the issues within the central University about the need to provide appropriate levels of student accommodation.

**PWP Report/student accommodation monitoring data comparison**

The table below compares the figures in the PWP report with the figures which the University provided to the City Council in June last year, and which both parties have agreed should be the basis for the future monitoring of student numbers living outside University and College-provided accommodation. The City Council's own Annual Monitoring Report April 2009 – March 2010, published December 2010, p21 item 1.21 gives further breakdown on some of the actual figures included in the table.

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	PWP forecast (summer 2009)	June 2010 agreed figures (1 Dec 2009 student data)	Notes
Number of students (prior to adjustment)	Equivalent figure not given	20,973	
Adjustment for students not considered full-time	Equivalent figure not given	(2,700)	As in previous monitoring rounds – excludes part-time and visiting students, post-graduate researchers in year 4 plus and writing-up, students working full-time in NHS (post-grad medical). See City Council's Annual Monitoring Report for further detail.
Revised number of students of students	18,126	18,273	
Adjustment for certain full time students	(562)	(520)	Students not in Oxford or previously excluded from figures (students who are studying abroad, who are members of staff, who live with parents). See City Council's Annual Monitoring Report for further detail.
Adjustment for students already living in Oxford City prior to entry onto the course	Data not available	(395)	Data only available from 1 December 2009 dataset
Adjustment for students with a term time address outside of Oxford City	Data not available	(309)	Data only available from 1 December 2009 dataset
Total students after all adjustments	17,564	17,049	Total number of students excluded from calculation of 2009/10 figure, as agreed with OCC, is 3,924
Current units of accommodation	(14,058)	(14,058)	As appears in City Council's Annual Monitoring Report, based on information provided by Colleges during 2009
In planning	(303)	(303)	Further 303 units with planning permission
No of students assumed to be living in the community	3,203	2,688	

The following points should be noted:

- The 2009/10 student accommodation data provided by the University to the City Council was based on the student data set as at 1 December 2009 with further adjustments as indicated above.
- The PWP report data was a forecast, although the general alignment of numbers in the tables indicates that these are relatively consistent when compared on a like-for-like basis.
- The biggest difference between the two datasets is that the actual figures for 2009/10 have a further adjustment made for students already living in Oxford City prior to entry on to the course and for students with a term time address outside Oxford City. In the past, it has not been possible to make this adjustment from the data available.

I trust the above answers the questions raised concerning any disparity in the figures.



At the time of writing the University is compiling the student number data for 2010/11. The 2010/11 figures, when available, will be prepared consistently with the same dataset used for 2009/10. Once prepared, the University will be happy to release this to the City (upon receipt of a written request).

As was noted at the time of the Planning Inspector's review of the Core Strategy, the University predicted that the growth in student numbers would be fairly small, with an expectation that the number of undergraduates would decrease and that there would be a slight rise in the post-graduate population. This position has not changed and clearly some of this increase will be students that are excluded from the figures used for monitoring.

If there are to be further discussion on the issue of student accommodation numbers and its impact on the Headington area, then it would be useful to include this on the agenda for a future 'Headington Forward' group meeting - the quarterly get-together of representatives of the residents groups and the institutions based in that area (including both Universities) and representatives from the City and County Council.

Yours sincerely

Colin George

Estates Strategy Manager



Oxford University Estates Directorate  
Estates Strategy Manager

#### Briefing Note – car-parking permit scheme

- The University has limited parking at most of its Oxford sites;
- Generally all University functional sites within Oxford come under University's car-parking arrangements;
- Of the total number of parking spaces available across the estate a number of spaces are allocated for departmental use (operational spaces). These spaces are intended for use principally by visitors, service engineers etc. and the like.. Departments bid for such spaces on the basis of their headcount. A charge is levied. If spaces are routinely used for staff parking then the University reserves the right to remove spaces from the Department's allocation;
- The remainder of non-operational spaces are considered to be available to staff on a 'hunting' basis. Permits are allocated to Departments on a per capita basis.
- Permit ratios are generally set to ensure that there are adequate spaces for the numbers of staff who might park (allowing that at any one time permit holders may be on leave, etc.). For example, from 2011/12, the number of permits issued for hunting spaces at Old Road is 1.6 permits per space. This has been reduced from the ratio used in previous years to overcome the possibility of permit holders not being able to park on site and then parking in surrounding roads rather than going back to the Park and Ride.
- Departments themselves allocate permits on the basis of greatest need - so account may be taken of whether staff have limited mobility, are part-time and need to arrive on site outside of general working periods, need to arrive early or leave late when public transport links are least effective, etc.. There is no presumption to grant a permit to those that live furthest away or within certain zones – each pass is issued on the individual case of need. The issuing of permits on the basis of seniority is discouraged;
- Staff have to pay for parking permits. The charge for 'peak permits' is a percentage of the permit holder's salary. The aim is to have a charge rate that makes use of the Park and Ride, or public transport, a desirable alternative to driving into work;
- The income from parking permits is put into a sustainable transport fund which the University uses to help departments implement non-car travel initiatives. This has been used to fund new bicycle shelters, pool bicycles for staff to move between sites, cycle awareness training, showering facilities and the like;
- The number of car parking spaces and the allocations to departments are reviewed each year. Abuse of parking regulations may lead to withdrawal of permits. The University has a car-parking working group to review allocations, recommend changes to policy and the like;
- The University operates its own clamping service to discourage abuse of its parking regulations by those within and outside the University;
- The University promotes the adoption of non-car transport initiatives – interest-free loans are available for the purchase of already discounted bus and train season tickets, salary sacrifice schemes have been promoted to encourage cycle purchase, and the like.

Further information is available from the OUED website: <http://www.admin.ox.ac.uk/estates/travel/>

Colin George  
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