

Application Number: 07/01025/LBC, 07/01026/CAC, 07/01027/FUL

Decision Due by: 17th August 2007

Proposal: 07/01025/LBC: Application for Listed Building consent for alterations to covered way removal of timber gates at rear, replacing brick setted area with stone flags and lighting (3 Ship Street), enlarge pedestrian area to Market Street

07/01026/CAC: Application for Conservation Area Consent for removal of 1980's additions to Oxford Story Building.

07/01027/FUL: Application for planning permission for (i) Part rebuilding of external walls. plus extensions and change of use from museum to form lecture theatre and ancillary educational space at ground floor level and 31 student study rooms on first, second and third floors. (ii) New pedestrian entrance in Market Street service yard wall with steps/ramp, additional gates and railings and 20 Sheffield cycle stands at Jesus College (Amended Plans)

Site Address: Banquet House 3A And 3 Ship Street And 6 Broad Street And Jesus College Turl Street, Site Plan **Appendix 1**

Ward: Carfax Ward

Agent: Architects Design Partnership **Applicant:** Jesus College: Principals
Fellows + Scholars

Application: 07/01025/LBC

Recommendation:

Central South and West Area Committee is recommended to approve the application for listed building consent.

Reason:

- 1 The Council considers that the proposal, subject to the conditions imposed, would accord with the special character, setting, features of special architectural or historic interest of the listed building. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity.

Conditions:

- 1 Commencement of works LB/CAC consent
- 2 LB/CAC consent - approved plans
- 3 LB consent - works as approved only
- 4 No 3 Ship Street, details
- 5 Market Street, details
- 6 Repair of damage after works
- 7 7 days notice to LPA
- 8 LB notice of completion

There are no policies in the adopted Oxford Local Plan 2001-2016 relevant to applications for listed building consent.

Applications: 07/01026/CAC and 07/01027/FUL

Recommendation:

Central South and West Area Committee is recommended to support the development in principle subject to and including conditions and the terms of the planning obligation listed below, but defer the applications and grant Officers delegated powers to issue the Conservation Area Consent and Notice of Permission on completion of the obligation.

Reason:

- 1 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:

07/01026/CAC

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples in Conservation Area
- 4 Photographic record

07/01027/FUL

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples in Conservation Area
- 4 Students of the university
- 5 Non-term use
- 6 Students-no cars
- 7 Archaeological mitigation
- 8 Cycle parking provision

- 9 Construction travel plan
- 10 Photographic recording
- 11 Finishing /details of metal work to railings/ gates Jesus College Land
- 12 Details of solar panels and rainwater harvesting

Planning Obligation:

- £4,278 towards cycle safety measures
 - £1,953 towards Library Service
- Via a Unilateral Undertaking

Main Local Plan Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP2** - Planning Obligations
- CP6** - Efficient Use of Land & Density
- CP7** - Urban Design
- CP8** - Design Developmt to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Developmnt to Meet Functionl Needs
- CP12** - Designing out Crime
- CP13** - Accessibility
- CP15** - Energy Efficiency
- TR4** - Pedestrian & Cycle Facilities
- HE1** - Nationally Important Monuments
- HE2** - Archaeology
- HE3** - Listed Buildings and Their Setting
- HE7** - Conservation Areas
- HS2** - Recycling Land Target
- HS2** - Recycling Land Target
- HS8** - Balance of Dwellings
- HS13** - Institutional Student Accommodation
- HS19** - Privacy & Amenity
- TA7** - Arts Facilities
- ED7** - Oxford University - Additional Development
- ED8** - Oxford University - Student Accommodation
- NE16** – Protected Trees

Other Material Considerations:

This application is in the Central (City and University) Conservation Area.

Relevant Site History:

- 85/00061/NFH: Change of use of ground floor and basement of No 6 Broad Street and 3A Ship Street to gallery for exhibition of tableaux illustrating history of Oxford, including alterations to façade of 6 Broad Street. A/C 6.5.1985.

- 85/00062/NOH: Outline application (including siting and means of access) for extensions to 6 Broad Street and 3A Ship Street to form (with existing buildings) gallery for exhibition of tableaux illustrating history of Oxford. A/C 2.5.1985.
- 86/00142/L: Listed Building Consent for alterations to ground floor and basement including 'shop front' for historical gallery. A/C 14.4.1986.
- 57/6198/A-H: 3 and 4 Ship Street. Change of use to University Hostel. A/C 23.7.1957.
- 57/6227/A-H: 3 and 4 Ship Street. Conversion to students' accommodation. A/C 23.7.1957.

Representations Received on original plans (not amended):

Oxford Architectural & Historic Society: The proposals should be modified to return the Bastion to something of its former glory. The glass-roofed structure would not be invisible, being highly reflective and will compromise the integrity of the Bastion. The flat roof will retain dirt and bird-droppings, soon becoming opaque making the position worse. As the glassed area is small, it would be a cheaper solution to omit this part of the scheme to allow the full height of the bastion to be exposed. The archaeological assessment is not sufficiently detailed for a site with such complex history.

Oxford Preservation Trust: Welcome the inclusion of public access to the Bastion in the scheme, which should be secured in the long term.

Statutory and Internal Consultees:

English Heritage Commission: The amended proposals no longer include the glazed roof adjacent to the scheduled monument, which was the principle area of concern in earlier proposals. EH confirm that the amended proposals are acceptable.

Environment Agency Thames Region: The application has a low environmental risk.

Highways Authority: No objection to the proposal in principle subject to a financial contribution towards cycle safety measures in the area. Although the cycle parking is slightly remote from the accommodation as it is secure, sheltered and safe the students are likely to park their cycles there. Consultation must also take place with our area office on the construction of the buildings etc, as this is a sensitive city centre location. A routing agreement must be made including a construction travel plan to be agreed with the Highway Authority.

Issues:

Officers consider the main issues in determining the application are:

- Principle of Student Accommodation
- Design & Amenities
- Impact on Setting of Listed Buildings, Scheduled Monument and Conservation Area
- Archeaology
- Cycle Parking

Officers Assessment:

Site Description:

1. The site forms part of what is currently operating as the Oxford Story. It is centrally located within the city and the Central (City and University) conservation area. The site is bounded to the north by the main shopping frontage to Broad Street, and on the south by the north side of Ship Street, which is primarily residential with a few shops and sandwich bar/restaurants. Largely hidden by existing buildings at street level, the SW corner of the warehouse is glimpsed in the gap between St Michael at the Northgate Church and No 1 Ship Street. Jesus College, the applicant, already occupies No's 3, 4 and 5 Ship Street, which are immediately to the south of the application site, and No's 11, 12, 13 and 16 Ship Street as student accommodation. All, but a few, of the buildings in Broad Street and Ship Street are listed for their special architectural or historic interest.
2. The greater part of the land subject to the proposals was formerly the city ditch standing just outside the line of the city wall, sections of which, survive in the basements of the Ship Street properties. One of two former bastions along this stretch of city wall survives within the north elevation of the warehouse. This bastion, (referenced No 4), is a Scheduled Monument, a status that takes precedence over that of a listed building. An application for Scheduled Monument Consent is before English Heritage for decision for works to continue to incorporate the structure in the existing warehouse in conjunction with the proposed new use. It is not necessary to await the outcome of the scheduled monument consent before determining these applications.
3. High-level public views eastward across the site may be obtained from the tower of St Michael at the Northgate church. Here roofs, dormers, and chimneys predominate with oblique glimpses of building elevations. The tightness of development is very apparent, and is indicative of the special character of this part of the conservation area with historically intensive use of land for buildings and yards.

Proposal:

4. The Oxford Story is to close and the proposal relates to the large unlisted warehouse (formerly known as Banquet House), its modern 1980's extensions, together with the gateway and carriage entrance passage at the Grade II listed No 3 Ship Street, formerly the Ship Inn. The front element facing on to Broad Street is outside the application site and is to be retained in ownership by the City Council as landowners for retail purposes. Also part of the application is a wedge of land within Jesus College main campus alongside the West range of the Inner Quadrangle, where it is proposed to locate cycle parking.
5. The warehouse, partly occupying the former inn yard, is a building of local interest, built in contrasting brickwork for the furniture dealer William Baker in 1882 to the designs of the architect Frederick Codd. The proposal seeks demolition of various 1980's single and three storey extensions, retention of

the main original warehouse adding new single, four storey and roof extensions and conversion of the whole to provide a lecture theatre and ancillary teaching space at ground floor level with 31 student study bedrooms and ancillary facilities at first, second and third floor levels. (Note: the plans were amended to remove an area of glazing within the courtyard, attached to the bastion due to Officer and English Heritage concerns).

6. The main entrance to the proposal would be taken through the former carriage passage at 3 Ship Street that now serves as an exit for the Oxford Story attraction via its shop, a fire exit for 1 and 2 Ship Street, entrance to the ground floor and fire exit route for basements of No 3 Ship Street. This provides a level access off the public highway. Although the surviving structure with its painted stone arch with central keystone and great entrance gates date from the early 18th century, the red herringbone laid brick paviers, carriage lights, floodlights, diagonal woodwork and rear gates all date from the Oxford Story alterations of the 1980's. The proposal seeks to remove the later interventions, relay the passage floor to stone slabs, incorporating uplighters, redecorate the surfaces, and remove all signage relating to the Oxford Story, replacing it with a single appropriate sign within the passage.
7. Additional cycle parking for 20 cycles is shown in a part of the Fellows' Garden that occupies a wedge of land within the main college campus adjacent to the West range the Inner Quadrangle. It is separated from the rear of properties in Cornmarket by an existing stone boundary wall. The garden comprises a paved area with shrub borders and a scatter of individual, small-scale trees, with an inner gate and railing dividing it from the rest of the college grounds. At present a stone boundary wall, facing Market Street passes in front of it, the south gable of the ground floor memorial room and the first floor Fellows' Library within the West range and continues in an easterly direction across the kitchen yard, which is accessed by a pair of wooden gates. College staff may park their cycles behind this wall. The wall is not listed in its own right and has been recently refaced on its western section.
8. It is proposed to convert an existing modern opening in the wall, inset with a grille, and surrounded by a simple stone architrave, into an entrance door in order to access additional cycle parking. The door would be finished with the same architrave detail, with a scaled-down version of the solid, wooden kitchen yard gate. Some adjustment would need to be made to the ground level in order to bring it up to pavement level with the provision of steps alongside an access ramp into the site. The adjusted surfaces would be laid in stone, while the difference in ground levels would require a metal railing guard for safety reasons. A new metal gate and railing, to match the existing, would define the northern limit of the student cycle parking within the Fellows' Garden. No trees are proposed for removal.

Principle of Development:

Loss of the Oxford Story

9. The Oxford Story will close. A supporting statement from the current owners Continuum Group has been submitted with the application, attached at **Appendix 2**. It states that since the Oxford Story opening in 1988 there has been a steady decrease in visitor numbers to just over 80,000 last year, in comparison to the 600,000 originally anticipated and 170,000 actual best performance. It has generated a decreasing operating profit but has still failed to repay the capital investment loans. Two major factors are considered contributors to this decrease in visitor numbers: declining coach and group parties to Oxford and increasing employment and fixed costs. Thus in 2005 a decision was taken to close business and since then the property has been marketed extensively. Only three expressions of interest have been made in that time, that last being from Jesus College. The other two were not considered acceptable due to the use proposed and financial offer made. Importantly no approach has been received from any attraction operators.
10. Although closing Oxford Story, Continuum Group, as holding company for Heritage Project (Oxford), has been invited to design and operate the 'Unlocked' Oxford visitor attraction at the Castle development, on the understanding it provides the city with another world class heritage attraction.
11. The Local Plan states that the Council would accept the loss of visitor attractions if there are overriding reasons or provision is made elsewhere. Whilst it is understood that Continuum was involved in the design of Unlocked and is operating it, this is based on life in the Castle and Prison, and Officers do not see Oxford Story being a part of that exhibition. Therefore, the closure and re-provision of Oxford Story does not comply with this policy element. However, the financial viability of the Oxford Story is clearly a material consideration and Officers consider that the information supplied does provide overriding reasons why the loss of the attraction can be accepted. Despite the Oxford Story appearing to be a popular city attraction, the fact is that visitor numbers have been decreasing and profits declining. The project has not been able to pay back the initial capital loans and the company does not see it as a financially viable. The site has been adequately marketed and there has been very little interest and none from any other attraction operator. Officers therefore consider the loss of the attraction can be accepted.

Student Accommodation:

12. Jesus College currently houses all its 490 students, both undergraduates and graduates, in accommodation on its own sites. From pre-application discussion and information submitted with the application the college has informed its wishes to expand student numbers by approximately 7% over the next 5 years or so to approximately 520, a rise of 30 students or so. This proposal would accommodate this projected rise in student numbers, both undergraduates and graduates, completely within the college owned property. It would also enable refurbishment and upgrading of other existing College

accommodation (such as the adjacent Ship St properties) and reorganisation of student rooms. It is also understood that the College is short of high quality teaching space and has no lecture room or good quality seminar space.

13. The proposal seeks to make best and most efficient use of land, in accordance with the Local Plan and Central Government advice. It is considered that the proposed student accommodation and teaching facilities would benefit the Council's aims and objectives to provide more student accommodation and facilities within College ownership. It is also considered that student accommodation is appropriate in this building given that it is surrounded mainly by other residential properties in relatively close proximity.
14. Officers therefore raise no objections to the principle of the development.

Design and Amenities:

15. The scheme shows two four storey flat roof extensions in glass and render on the north and south sides of the original warehouse, replacing existing similar sized 1980s extensions. In the roof the existing dormers in the southern elevation are replaced with slightly larger ones, in mostly glass, to maximize internal headroom and light. A new roof extension is proposed in the northern elevation to accommodate storage and a bedroom at that end of the building. Within the courtyard to the Bastion the scheme proposes a glass staircase from which public will have access to view the scheduled monument at any time. New window frames are to be inserted within the existing openings in such a way that provides maximum light to the rooms whilst also eliminating overlooking to other buildings and maintaining privacy.
16. Officers consider that the proposed extensions are a suitable modern solution to the need to enlarge the existing building to accommodate the student numbers, whilst maintaining the integrity of the original warehouse. The site is mostly hidden from the public realm but where glimpsed, the building would appear much as it does currently and consequently there would be no adverse impact on the street scene or views in. The design has been carefully thought through to minimize any impact on neighbouring properties and there would be no adverse impact on their amenities.

Impact on Setting of Listed Buildings, Scheduled Monument and Conservation Area:

17. Officers consider that the proposed works to the listed building would enhance the special interest and character of the former carriage passage and entrance surround to No 3 Ship Street. Those to the boundary wall facing Market Street at Jesus College would resolve the existing, rather unsatisfactory, arrangement that is neither window, nor door, with the insertion of a pedestrian door. These works would be in accord with the aims of national government guidance on the historic environment, as contained within Planning Policy Guidance 15, September 1994, and are recommended for approval.
18. Insofar as concerns the effect of the proposal on the setting of the Grade II

listed buildings at Broad Street and Ship Street, the removal of the 1980's additions associated with the Oxford Story, would enable the construction of contemporary extensions that officers consider would not harm the backs of the historic properties, either from within the site, or the high level view from St Michael's Tower. From the latter, the appearance of the site would be changed in that the extensions would be larger than the existing, have a simpler, uncluttered, partially glazed form, and would be distinctive structures in their own right. Officers consider that the development adjacent to Jesus College would not harm the setting of the Grade I listed West Range, and would introduce features that have already successfully been used on the site.

19. Officers' consider that the revised scheme for alterations and extensions would preserve the setting of the Scheduled Monument, Bastion 4, which is partly contained within the warehouse, and as such is in accord with Local Plan policies.
20. With regards to the effect of the proposal on the special character and appearance of the particular parts of the Central (City and University) conservation area, Officers consider that the proposals would represent an enhancement of the site between the two historic streets, retaining and giving a new lease of life to a building of local interest, with additions that would respect the scale of the surrounding city owned properties. From street level the physical works would be discreet, the frontage building would be tidier, while the use of stone paving within No 3's carriage entrance would evoke the original function as an inn. Alterations to, and behind the Market Street wall at Jesus College are considered to preserve the special character of this busy street, that functions as a well-used pedestrian thoroughfare, and a service point for the Covered Market.

Archaeology:

21. The archaeological story of the town wall and bastion is complex in this area: while land outside the town wall continued to be a wet moat until the mid 17th-century, and land inside was property integral with the church of St Michael, this property in fact extends over an earlier town moat reinstated at some time between AD 1000 and AD1230. The purpose of this extension or out-shot and the use to which the enclosed ground was put were not explained in the Oxford Story museum. Given how well the church and graveyard fit the out-shot there must be a possibility this is an early graveyard, and any ground disturbance therefore needs to be investigated archaeologically with these aims in mind.
22. The new construction impact splits evenly either side of the town wall line. On the extramural (NE) side the footprint of the proposed new build is sufficiently similar to its predecessor that the reuse of the existing foundation should be considered, to avoid any unnecessary new impact on early deposits of the town ditch. On the intramural (S and W) side, some of the proposed impact is presumably founded on the existing warehouse slab, but impacts in the yard to the south, including the proposed lift shaft and wall footings, will affect ground within the medieval defensive out-shot. A condition requiring a scheme of

archaeological mitigation in accordance with a written scheme of investigation is therefore required.

23. In respect of the bastion itself, English Heritage had reported concerns about cracking in the fabric, which had been monitored for a period following construction of The Oxford Story. There is a suggestion that this arises from the use of timber courses in various part of the outer face, which may be compressing. Should this be confirmed, replacement with courses of rubble stone may be the long term conservation measure. Should this be proposed, there should be a full programme of tree-ring and/or radiocarbon dating, seeking to understand the extent to which the outer facing of the bastion would have been affected at the time that the fireplaces and chimneys were installed. This will be secured by conditions attached to the scheduled monument consent.
24. The City Wall surviving at basement level is proposed to be commemorated at ground floor level by an 'acid-etched glass wall' and the division between the Board Room and the Kitchen. These jointly reflect the division between what was historically intra- and extra-mural to the city, in a way that will perpetuate this distinction in the College's use of the property, and therefore represents a gain in historic environment terms.

Cycle Parking:

25. Adequate cycle parking is provided and whilst over the road in the main campus this is considered acceptable given the close proximity of the two sites.

Other:

Renewable Energy and Energy Efficiency:

26. The development is below the threshold set in the Local Plan requiring a Natural Impact Resource Analysis. The proposal however, includes measures to reduce energy consumption and promote energy efficiency, in particular solar water heating and rainwater harvesting. Energy efficient water, lighting and heating systems are also proposed.

Conclusion:

Officers recommend Committee support the applications for the reasons set out in the above report.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant listed building consent, conservation area consent and 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: 07/01025/LBC, 07/01026/CAC, 07/01027/FUL, Planning Policy Guidance 15, Planning and the Historic Environment, September 1994.

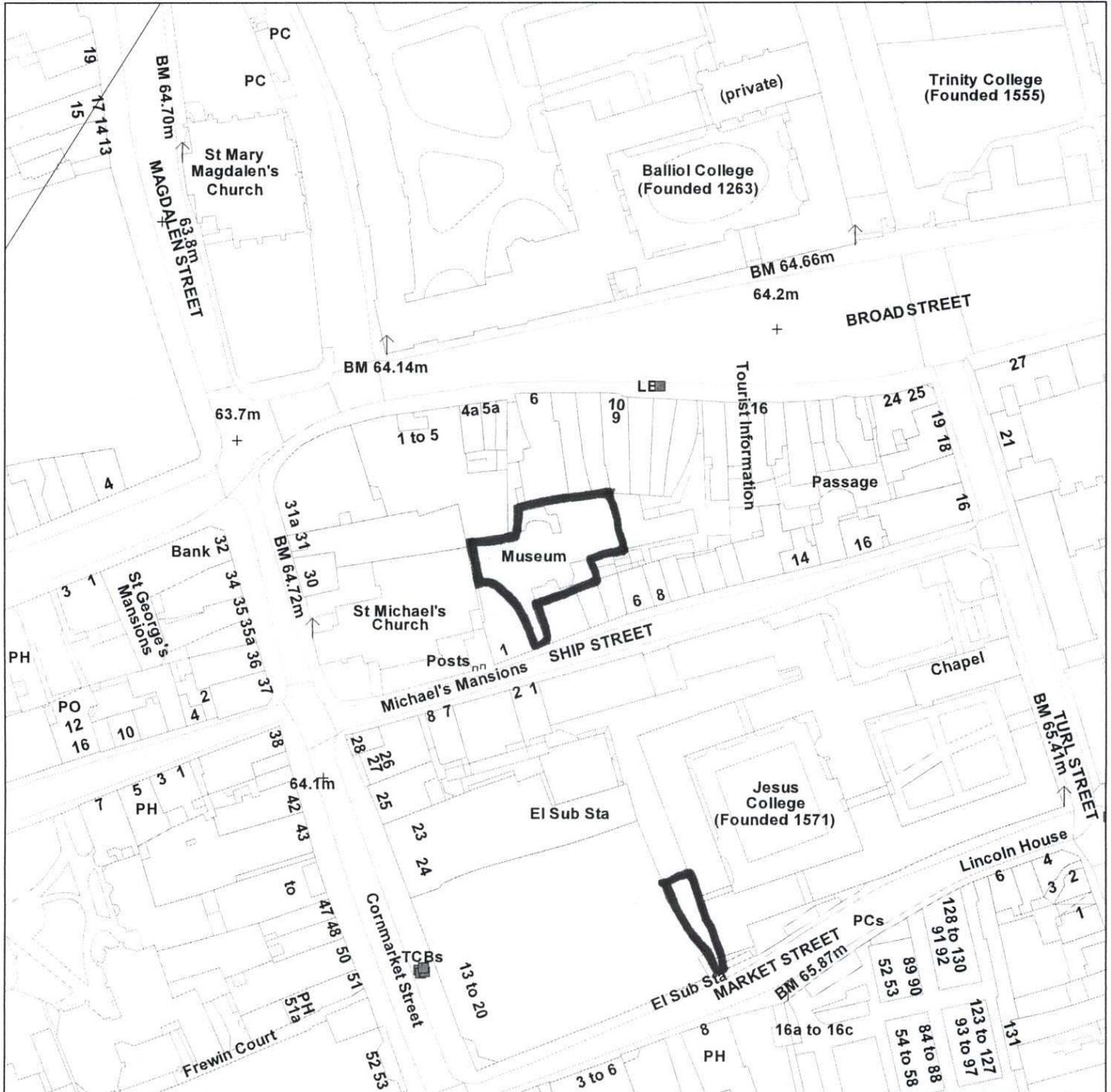
Contact Officer: Felicity Byrne/Edith Gollnast

Extension: 2159/2148

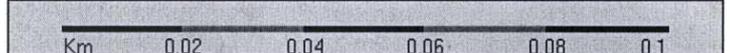
Date: 21st August 2007

Banquet Hse, 3-3a Ship St, Jesus Col, 6 Broad St

APPENDIX 1



Scale : 1:1250



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Organisation	Oxford City Council
Department	Planning
Comments	
Date	23 August 2007
SLA Number	100019348

07/1025/LBC
07/1026/CAC 18.5.07
07/1027/FUL

APPENDIX 2.

CONTINUUM

Statement for Oxford City Council from Continuum Group

Heritage Projects (Oxford) Ltd opened The Oxford Story in 1988; the attraction was initially conceived in conjunction with Oxford Historical Galleries to present the history and story of the University. The capital cost was £4.3 million with an additional investment in a new mechanical 'ride' installed in the following season.

Original anticipated numbers were 600,000 the best performance to date has been 170,000 numbers have decreased year on year to a figure just above 80,000 last year.

The attraction has generated a decreasing operating profit but has failed to repay capital loans.

Two major factors have affected trade in Broad Street: declining groups and coach trade in to the city, in part due to traffic management changes, and increasing employment and fixed costs.

A decision was reached in 2005 to dispose of the business due to declining trade. The property was put on the market through Kings Sturge who marketed it through Estates Gazette and through their extensive network of contacts.

Limited interest came only from food and beverage (pub) developers and a small retailer; the former proposed an unacceptable use for the site and the latter made an unacceptable financial offer.

The approach from Jesus College has provided a most appropriate and attractive offer for Heritage Projects (Oxford) Ltd.

No approach was received from any attraction operators.

Continuum the holding company of HP(O) Ltd was invited to design and operate the new Oxford Castle visitor attraction, Unlocked. We have subsequently taken a lease on that site on the understanding that this provides the city with another world class heritage attraction.

