



**Kellogg College, 60-62 Banbury Road, Oxford, OX2 6PN**

## **Heritage Statement:**

**Heritage Significance, Impact Assessment and Justification Statement**

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of  
Heritage Information Ltd**

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Kellogg College, Oxford – Heritage Statement (Kitchen)

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## 1.0. INTRODUCTION

- 1.1. The subject site is located at Kellogg College, 60-62 Banbury Road, Oxford, OX2 6PN. The site comprises a small piece of open ground laid to lawn and containing a bike shed adjacent to the west elevation of the Balfour Building – a 1980s extension added to the rear of the Grade II listed No. 60 Banbury Road. It is located within the rear garden plot of No. 58 and is separated from No. 60 by a brick boundary wall which dates from the same time as the Balfour Building. Both the Balfour Building and the brick boundary wall are not considered to be curtilage listed. The site is located within the North Oxford Victorian Suburb Conservation Area.
- 1.2. This Heritage Statement has been produced to inform Pre-Application discussions and to accompany an application for Planning Permission. The proposals involve the provision of a single-storey extension to the kitchen facilities within the Balfour Building.
- 1.3. This Heritage Statement complies with the requirements of the National Planning Policy Framework, September 2023 (NPPF) and the online Planning Practice Guidance (PPG) in respect of Heritage issues. No archaeological assessment has been undertaken as part of this report and this report should be read in conjunction with the Archaeological Desk-Based Assessment (also prepared by Heritage Information, October 2023).
- 1.4. This Heritage Statement has been written in accordance with Historic England Advice Note 12: “Statements of Heritage Significance” (October 2019), and has adopted the following structure:
  - An appraisal of the heritage and townscape context.
  - An appraisal of the significance of the site.
  - An assessment of the potential or actual impact of the proposed works upon the character and appearance of the Conservation Area and the settings of other nearby heritage assets;
  - How the proposed works comply with relevant policies in the NPPF and the PPG, and how the works are in accordance with local and regional policies.

### 1.5. Summary

- The subject site comprises a leftover piece of garden ground historically part of No. 58 Banbury Road adjacent to the 1980s Balfour Building and within the North Oxford Victorian Suburb Conservation Area.
- An assessment of the significance of the site concludes that it possesses medium to high archaeological interest, low to medium architectural and artistic interest, and low historic interest. The west elevation of the Balfour Building has some architectural interest derived from its articulation and detailing which reinforce the distinctive form of the “egg-box” pyramidal roof. The existing boundary wall separating the site from No. 60 is of little if any intrinsic heritage interest given its modern date and it does not align with the historic plot boundaries. An assessment of the setting of the site concludes that it possesses low to medium significance in its minimal contribution to the settings of nearby listed buildings at Nos. 56 and 60 Banbury Road and its limited contribution to the character and appearance of the Conservation Area.

- An assessment of the impact of the proposals concludes there will be a **minimal to negligible and neutral impact on the character and appearance of the Conservation Area and on the settings of nearby Grade II listed buildings**. The proposed extension has been designed to blend comfortably within its enclosed site by integrating with the architecture and materiality of the Balfour Building, whilst remaining subservient to it in bulk, scale and mass. The enclosed nature of the site and the pared back design and detailing of the extension ensure it will at most be glimpsed from the public realm on Banbury Road, which forms the primary aspect of the settings of nearby Grade II listed buildings; it will not detract from an appreciation and understanding of the distinctive gothic architecture of the Grade II listed No. 60 Banbury Road and will be largely imperceptible within the townscape settings of Nos. 59 and 62. An appreciation of the distinctive pyramidal roof form of the Balfour Building with important glimpses through to greenery in the background that contribute positively to the character and appearance of the Conservation Area will be sustained. The provision of a new holly tree not only will replace the existing tree which is understood to be in poor condition, but also will help to visually soften any glimpses of the proposed extension. **There will therefore be no harm caused to any heritage assets.**

## 1.6. Authorship

- **Dorian A T A Crone** BA BArch DipTP RIBA MRTPI IHBC - Heritage and Design Consultant. Dorian has been a Chartered Architect and Chartered Town Planner for over 30 years. He has also been a member of the Institute of Historic Building Conservation for 25 years. Dorian is a committee member of The Society for the Protection of Ancient Buildings, the International Committee on Monuments and Sites (ICOMOS), ICOMOS UK and Institute of Historic Building Conservation. He has been a court member with the Worshipful Company of Chartered Architects and a trustee of the Hampstead Garden Suburb. He is a member of the City Conservation Area Advisory Committee. Dorian is also chairman and a trustee of the Drake and Dance Trusts, and a Scholar of the Society for the Protection of Ancient Buildings.

Dorian has worked for over 30 years as Historic Buildings and Areas Inspector with English Heritage/Historic England, responsible for providing advice to all the London Boroughs and both the City Councils. Dorian has also worked as a consultant and expert witness for over 20 years advising a wide variety of clients on heritage and design matters involving development work, alterations, extensions and new build projects associated with listed buildings and conservation areas in design and heritage sensitive locations. He has been a panel member of the John Betjeman Design Award and the City of London Heritage Award. He is a past chairman of the City Heritage Society and currently vice chairman, and is a Design Review Panel member of the Design Council, Design: South West and Design: South East, and the London Boroughs of Richmond upon Thames, Lewisham and Wandsworth. Dorian has also been a member of the Islington Design Review Panel and has also been involved with the Royal Academy Summer Exhibition Architectural Awards and the Philip Webb Award along with a number other public sector and commercial design awards.

- **Dr Daniel Cummins** MA (Oxon) MSc PhD IHBC – Historic Environment Consultant. Daniel is an historian with a BA and Master's in History from Oriel College, Oxford and a doctorate from the University of Reading. Daniel has a Master's degree in the Conservation of the Historic Environment and is a member of the Institute of Historic Building Conservation. He has over 10 years' experience in providing independent professional heritage advice and guidance to leading architectural practices and planning consultancies, as well as for private clients and local planning authorities. He has an excellent working knowledge of the legislative and policy framework relating to the historic environment. Daniel has extensive experience in projects involving interventions to listed buildings and buildings in conservation areas, providing detailed assessments of significance and impact assessments required for Listed Building Consent and Planning Permission, as well as expert witness statements for all types of appeal. Daniel is also secretary and a trustee of the Drake Trust (a conservation education charity).

## 1.7. Methodology

This assessment has been carried out gathering desk-based and fieldwork data. The documentary research was based upon primary and secondary sources of local history and architecture, including maps and historic images. Particular attention was given to the Oxfordshire Records Office, Historic England Archives and Oxford Central Library. A site visit was conducted in September 2023, when consideration was given to the historical evolution of the site and the key points of significance were identified. A review of the site and surrounding area was conducted by visual inspection to identify the relevant parts of the North Oxford Victorian Suburbs Conservation Area and any other heritage assets that would be most affected by the proposed works. Consideration has been given to the historical development of the local context and the building types and materials of the key buildings which contribute to the identification of the built form and the understanding of the special character of the area.



## 2.0. LOCATION AND CONTEXT

- 2.1. Kellogg College is located on the east side of Banbury Road, west of Bradmore Road and south of Norham Road on the historic Norham Manor Estate, North Oxford. It comprises three buildings on Banbury Road (nos. 60-64) and four buildings on Bradmore Road (nos. 7-12). The main entrance to the college is located between nos. 60 and 62 Banbury Road via a single-storey link built during the late 20<sup>th</sup> century. The subject site is located on the south-west side of the Balfour Building (opened during the 1980s) which adjoins the rear elevation of no. 60 and continues south into the historic plot of no. 58 Banbury Road; the subject site forms part of a small enclosed garden area within the plot of no. 58 (School of Anthropology – Centre on Migration, Policy and Society building). The whole site is located within the North Oxford Victorian Suburb Conservation Area.



Figure 1: The location of the subject site (shaded red).

- 2.2. The **North Oxford Victorian Suburb Conservation Area** was designated by Oxford City Council on 6 May 1968, extended in 1972, incorporating Fyfield Road and the previously omitted sections of Norham Manor and to consolidate the boundary along Banbury Road. The boundaries were further consolidated in 1976 to merge the area with the Rawlinson Road Conservation Area, and to expand the boundary to incorporate all of the 'Wilkinson-Moore' area, as well as the post-World World I developments in the eastern section of the suburb. The City Council has recently produced a draft Conservation Area Appraisal.

- 2.3. The subject site is located within the Banbury Road Character Area (Character Area 6) of the Conservation Area (Figure 2). Banbury Road is one of the main gateway routes into Oxford from the north of the county. The wide tree-lined road is bounded on either side by large, mainly gothic inspired villas, which are well set back from the road behind low boundary walls. With few exceptions Banbury Road comprises large red and yellow brick villas with stone dressings and incorporating turrets, pointed arches, gables and very steep pitched slate roofs (Figures 3 and 4). The emphasis was on the vertical, creating large foreboding structures bearing down onto luxuriously planted gardens containing large trees. One element that St John's College insisted on at the time of the original development of North Oxford was low boundary walls topped with railings; the majority of the railings were removed during the Second World War and have not been replaced (Figures 3 and 4).



Figure 2: The subject site (shaded in red) in relation to the Banbury Road Sub-Area of the Conservation Area and nearby Grade II listed buildings (shaded green).

- 2.4. Character Area 6 is characterised by very large red and yellow gothic villas set in large gardens amidst wide avenues. The long rear gardens and the gaps between the buildings are important elements to the character of this area. The gaps enable views through to the planting in the gardens and the rear of adjacent properties, and are important in strengthening the sense of openness that prevails throughout the suburb (Figures 3 and 5). Much of the layout of North Oxford is attributed to William Wilkinson, designing many of the buildings and much of the landscape. Wilkinson's plans recognised the importance of planting to the appearance of the area and included a profusion of trees and shrubs in his planting schemes. The attractive quality of North Oxford is due in large part to the trees, shrubs, ground cover and climbing plants that soften the architecture and add contrasting colours and textures (Figures 3 to 6).



- 2.5. Following the disposal by St John's College of a large proportion of their estate in the 1950s/1960s, a number of buildings were bought by the University and have been used for educational and administrative purposes or student accommodation. The character of this part of the Conservation Area is therefore now of mixed institutional and residential use. Negative features are attributed to the erosion of the green character of the area by the removal of trees and shrubs to create on-site parking facilities, and infill development on backland garden sites and between buildings which has been detrimental to the spacious character of the area (Figures 4 and 5).
- 2.6. The **Grade II listed No. 60** is located to the north of the subject site and the south flank elevation provides a sense of enclosure to the site (Figure 6). No. 60, initially known as Shrublands, was built in 1865-66 and leased to chemist Thomas Cousins. It was designed by Wilkinson and is described by him in his book *English Country Houses*. The building is an eclectic Franco-Italianate style villa constructed in yellow brick under dark clay tiled gabled and hipped roofs with a prominent angle turret over the front door; the house is regarded as a fine example of his work. A distinctive 3-light stone bay window addresses the subject site on the ground floor and a first-floor 3-light oriel window on stone brackets (Figure 6). To the south of the subject is the **Grade II listed No. 56 (Wykeham House)**, which was built in 1866 in yellow brickwork with a Ruskinian flavour in a rich gothic style for draper Henry Hatch. It was designed by John Gibbs with a castellated central porch and canopied statue of William of Wykeham. The rear and flank elevations addressing the subject site are plainer and more irregular comprising a number of later extensions (Figure 7).
- 2.7. These two statutorily listed buildings were designed to address the wide leafy avenue of Banbury Road from where their distinctive architectural and historic interest is best appreciated and understood and more frequently experienced as a group at the gateway to North Oxford (Figures 4, 5 and 8). The subject site is largely indistinguishable from the backdrop of the Balfour Building in the gap between Nos. 58 and 60; it is set back and largely concealed behind the existing boundary walls and so is considered to make a very limited and neutral contribution to the primary aspect of the settings of these listed buildings (Figure 8). Their rear and flank elevations are more altered with late 20<sup>th</sup> century extensions that have truncated the original garden settings, although some distinctive architectural elements can still be appreciated and understood – including in partial views from the subject site despite the presence of intervening later built form to the south (Figure 7) and a tall brickwork wall to the north (Figure 6).
- 2.8. Other statutorily listed buildings in the local context include the **Grade II listed No. 62** to the north of the subject site and the **Grade II listed No. 59** to the north-west on the west side of Banbury Road (Figures 3 and 5). These buildings are more physically and visually remote from the subject site, although given its location within the gap between Nos. 58 and 60 has the potential to affect their settings as experienced from Banbury Road. No. 62, initially known as Ketilby, was the first house to be built on the west frontage of the Norham Manor Estate and was built for the Rev. Richard St John Tyrwhitt in 1864-5, vicar of St Mary Magdalen. The architect was E. G. Bruton, a prominent local architect whose chief work up to this point had been restoring churches and whose work was grounded firmly in the gothic style. The prominent gabled entrance bay is distinguished by a stone sculpture attributed to J. Hungerford Pollen. The setting is largely the same as Nos. 56 and 60 with which it forms an architectural group on the east side of the street (Figure 5). No. 59 was built in 1869 to designs by Frederick Codd; it has an unusual gothic-cum-domestic revival style of red brickwork, tile-hanging and half-timbering, buttresses

and an arched gothic doorway; No. 59 is particularly distinctive among the surrounding unlisted buildings on the west side of the street which comprise the primary aspect of the setting (Figure 3).

- 2.9. The immediate context of the subject site comprises the **unlisted No. 58 Banbury Road** which partially encloses the west side of the site. This was built as Norham House in 1865-66 to designs by architect John Gibbs for chemist William Walsh. The building is built of red brickwork with stone dressings in a developed Romanesque style of architecture and is somewhat austere and plain in comparison with its statutorily listed neighbours, although it contributes positively to their settings in forming a group on the east side of Banbury Road (Figure 4). The forecourts of Nos. 58 and 60 are separated by an original redbrick wall with buttresses and round capping that enhances the group value and historic character (Figure 8). The rear elevation was altered during the late 20<sup>th</sup> century with the removal of a substantial conservatory which provided access to the garden from the raised ground floor (likely explaining the painted brickwork and doorway to nowhere at upper ground level on the rear elevation). The articulation of the gables and brickwork detailing remains legible to the rear elevation and reinforces the group value of the settings of the neighbouring buildings at Nos. 56 and 60 (Figure 9). A recent utilitarian single-storey lean-to extension of red brickwork and a slate roof is located at garden level (Figures 6 and 9).
- 2.10. The subject site is enclosed to the rear (east) by the **Balfour Building**, which was opened in 1986 and is linked to the rear of the Grade II listed No. 60 (although is unlikely to be included in the listing given its construction after the date of listing in June 1972). A Listed Building Consent has not been requested by the Local Authority for the current proposals, which also suggests that they are comfortable that this is not a curtilage building. The single-storey building in red brickwork has a distinctive “egg box” roof with six large volumes created by pyramidal tiled roofs with lead lanterns and a brick dentilled cornice (Figure 6). The extension was designed by the University Surveyor to house part of the Pitt-Rivers Collection and conservation workshops; it was converted to use as a dining room, kitchens and servery in 2007 after Kellogg College acquired the site. The building is located within the gap between Nos. 58 and 60, but is unobtrusive despite its distinctive roof form (Figure 8).
- 2.11. The red brickwork boundary wall with buttresses and dentilled detailing borders the subject site on its north side and provides a degree of visual separation from the Grade II listed No. 60; this wall aligns with one of the pilasters which articulates the pyramidal roof form of the Balfour Building elevationally and appears to have been built at the same time (Figure 6) on a different alignment from the original wall to the front forecourt of Nos. 58 and 60. This wall and the cross wall which separates the subject site from the forecourt of No. 58 are not therefore historic and are highly unlikely to be curtilage listed like the Balfour Building.



Figure 3: The leafy streetscape of Banbury Road with its gothic-inspired architecture – in this case nos. 51-59 opposite the subject site (the Grade II listed no. 59 far right).



Figure 4: The east side of the Banbury Road, including the Grade II listed no. 60 (far left) which is part of Kellogg College, no. 58 (centre) and the Grade II listed no. 56 (right).





Figure 5: The Grade II listed nos. 60-62 (Kellogg College).



Figure 6: The Grade II listed no. 60 (Kellogg College) with the subject site in the foreground and the Balfour Building to the right; the brick boundary wall is contemporary with the Balfour Building.





Figure 7: The Grade II listed no. 56 with the subject site in the foreground with the south corner of the Balfour Building to the left.



Figure 8: The Grade II listed No. 60 (left) and No. 58 (right) with the Balfour building in the gap; the forecourts are separated by an original boundary wall.





Figure 9: The unlisted No. 58 which encloses the subject site on the west side.

### 3.0. HISTORICAL BACKGROUND

- 3.1. The majority of the land to the north of St Giles church by the turn of the 19<sup>th</sup> century was still open countryside. By 1830, the main bulk of what was to become St John's College's North Oxford estate was still a combination of fields and allotment gardens cultivating produce for the local market (Figure 10). St John's had acquired the land in the 16<sup>th</sup> century. The College therefore owned a large undeveloped part of the city but was restricted by the long leases already granted and were unable to consider any large scale development until reform was introduced by way of the Oxford University Act 1854. Following the introduction of this Act, leases were not renewed upon expiry and the College was able to consider ways of putting the land to its most economical use.



Figure 10: City Plan of Oxford, from Cassell's *Weekly Dispatch Atlas* (1860), the approximate location of the subject site indicated.

- 3.2. Although St John's College is synonymous with the development of North Oxford, the first planned development in the suburb was not within their control. Samuel Lipscomb Seckham was appointed by the Poor Law Guardians in response to his proposal for a development of substantial houses for the emerging middle classes: Park Town, begun in 1853. Initial investment in the development was slow but all the houses were occupied by the 1860s. St John's agreed to provide the land for a church, and appointed Seckham to draw up plans for the layout of new residential streets. By 1860 Seckham had lost interest in developing St John's estate with William Wilkinson taking over as supervising architect. Wilkinson's gothic preferences were more in keeping with the overall vision St John's had for their land and he designed a picturesque villa estate. Despite the release of new land in Norham Manor, development was slow with only 37 houses having been built by the mid-1860s.



- 3.3. The 1870s finally saw a marked increase in the pace of development. The custom-build sector had virtually been exhausted being replaced by speculative development. With the availability of loans from local financial institutions, the new wave of developer was no longer reliant upon attracting investors and could build houses at a much faster rate. As a result, by the early 1880s over 660 building proposals had been received by the College, one third of which were being financed by the building societies. St John's kept a tight grip on the style of development; Wilkinson not only drew the plans, assessed the ground rents and negotiated with property developers, but also vetted the design of each house and enforced rules to ensure a high standard of workmanship (and social exclusiveness). Planting out the large gardens was an unspoken expectation that the College had of all its lessees and it was obvious they were meant to be seen because the College also insisted on low boundary walls with railings.
- 3.4. The first occupants of the houses were drawn mainly from the richer tradespeople and professionals of the city, with some clergy and some university professors. By 1890, following the relaxation of the celibacy rules for college fellows, there were sixty or so dons living on the estate, as well as many from outside Oxford who were attracted by the social cachet of the burgeoning suburb. Each household had three or four live-in servants, with two or three large reception rooms, four or five bedrooms and a large garden. The subject site was located within the plot of Norham House (No. 58 Banbury Road), which was built in 1865-66 for chemist William Walsh, who was also a freeman of the city. The architect was John Gibbs who had published three books of designs for gothic monuments and furnishings and had won a number of competitions for memorials. From 1863 he was responsible for the rebuilding of St Alban Hall in Oxford (now part of Merton College). Norham House was to remain in the possession of the Walsh family for more than 40 years.

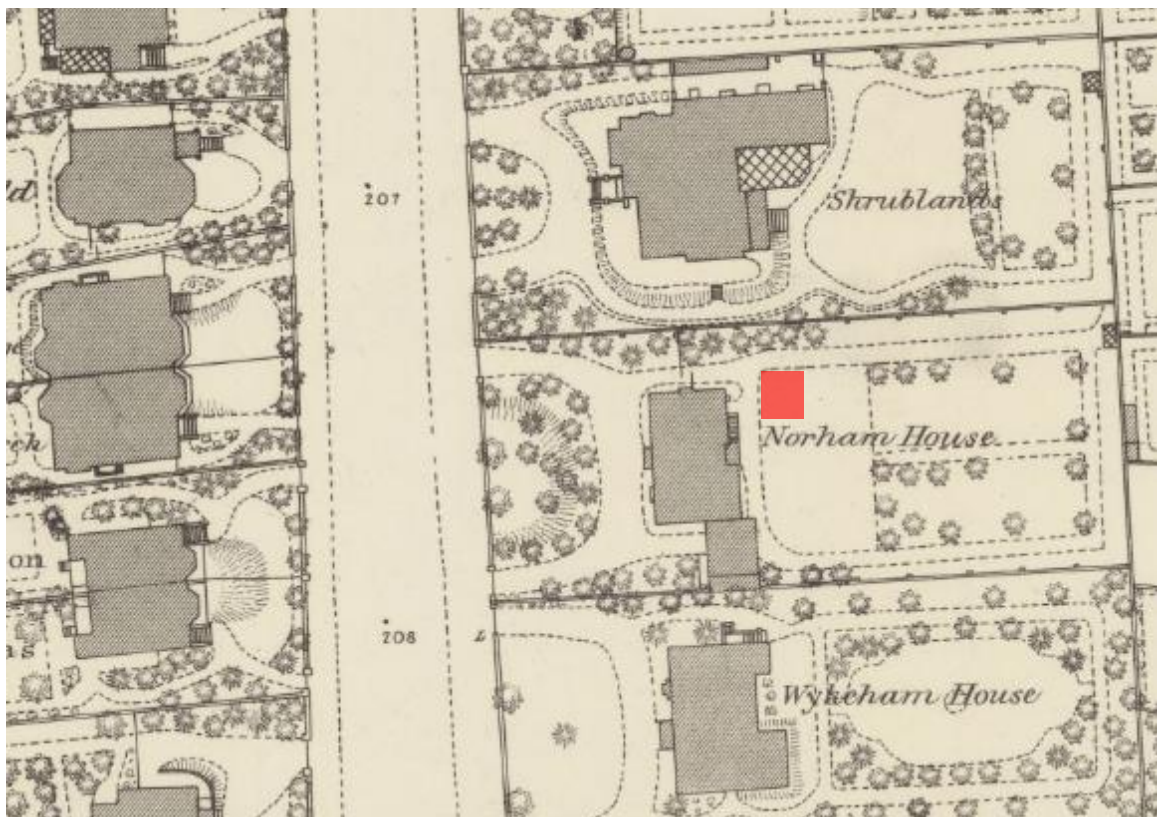


Figure 11: Ordnance Survey (1876), the subject site shaded red.

- 3.5. In 1876, only 10 years after the building at No. 58 had been completed, the subject site formed part of the lawn and path area adjacent to the rear of the house at the base of a stair leading from the raised ground floor (Figure 11). A buttressed wall the full length of the plot separated Nos. 58 and 60 and there also appears to have been a short wall within the planting on the north boundary with a possible gateway on the pathway separating the front forecourt area from the rear garden. A stables was located to the south side of the house. By the turn of the 20<sup>th</sup> century, a glasshouse had been built against the north boundary wall, with the west elevation abutting the shorter cross wall. A large conservatory had also been built against the rear elevation of the house (Figure 12). There do not appear to have been any changes by 1921 (Figure 13). The Walsh family were still present in 1911, but by 1921 No. 58 was lived by retired clergyman William Sturley and his wife.

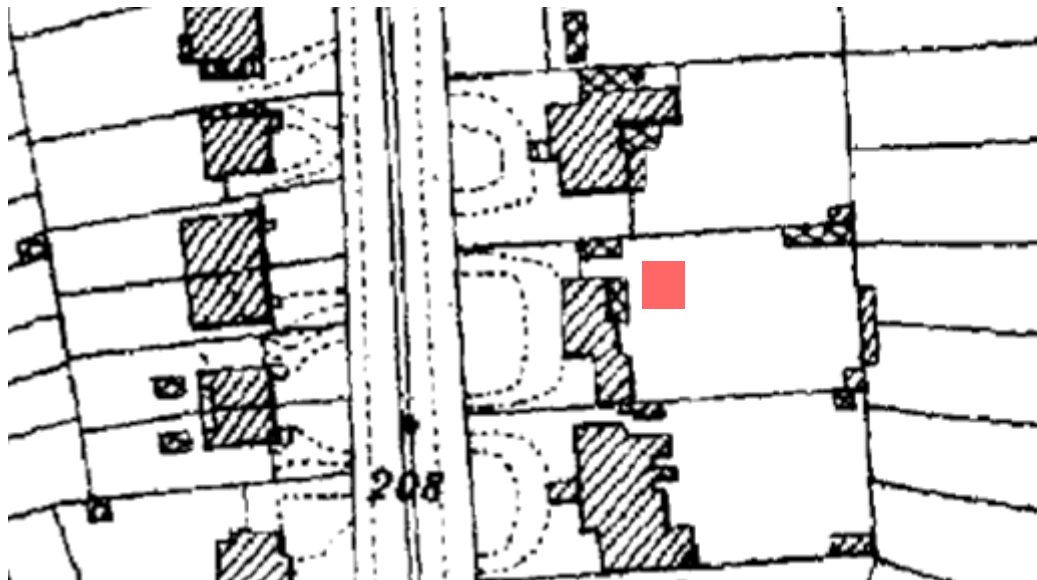


Figure 12: Ordnance Survey (1899-1900), the subject site shaded red.

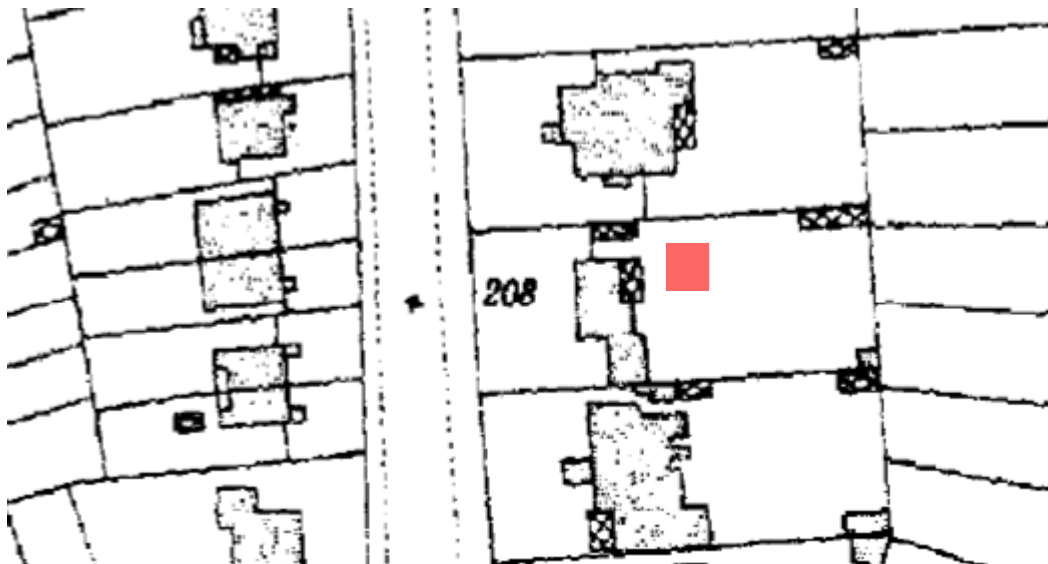


Figure 13: Ordnance Survey (1921), the subject site shaded red.

- 3.6. By the 1950s, the large conservatory remained to the rear, although the glasshouse against the north boundary had been demolished and replaced by a larger outbuilding set further back into the plot (Figure 14). This circumstance remained unchanged into the early 1970s. Two photographs taken at around this time illustrate the open gap between Nos. 58 and 60 at that time with through views of planting within the rear gardens (Figure 16a), as well as the long brick boundary walls with half-rounded capping that separated the plots; the heights of the walls stepped down with the contours of the ground levels. The rear conservatory at No. 58 with its canted north end can be seen which marks the location of the subject site (Figure 16b).

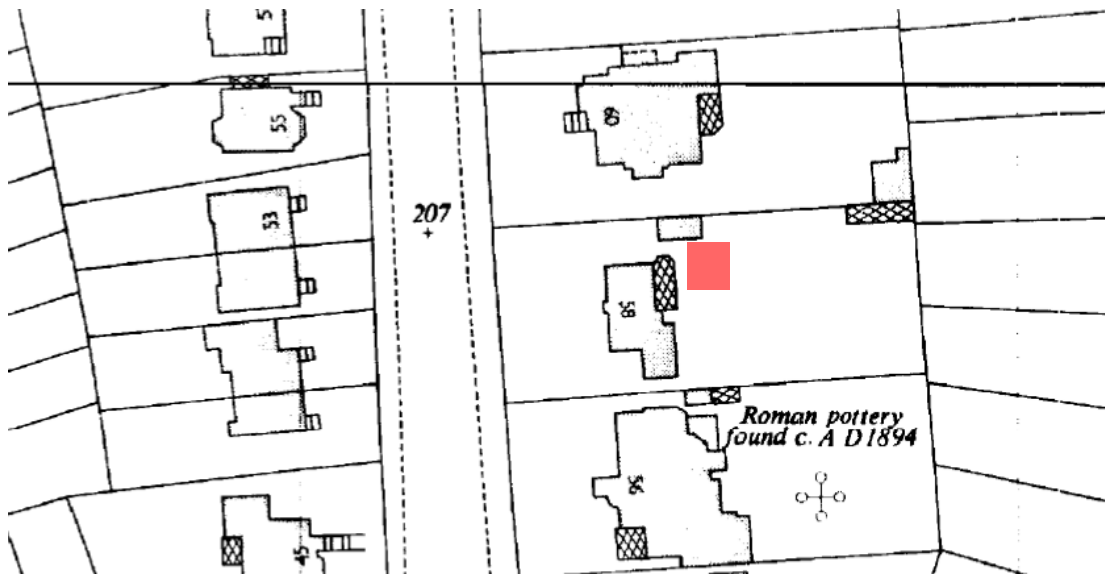


Figure 14: Ordnance Survey (1957), the subject site shaded red.

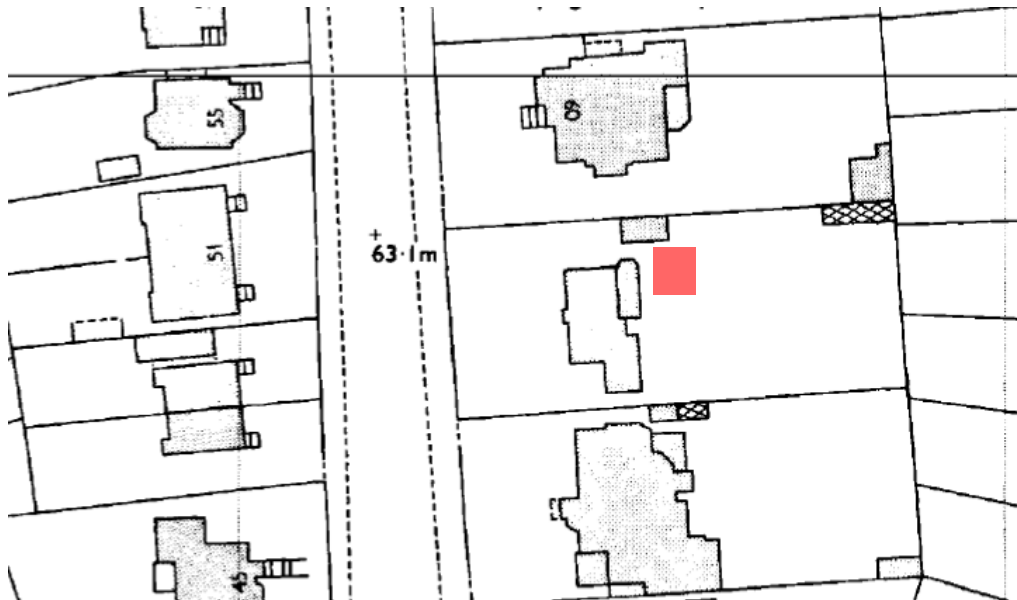


Figure 15: Ordnance Survey (1967-72), the subject site shaded red.





Figure 16a: The front elevations of Nos. 58 (right) and 60 (left) Banbury Road (1966).



Figure 16b: The subject site (indicated) as glimpsed from the rear garden of No. 62 Banbury Road (1966).

- 3.7. During the early 1970s, the Pitt Rivers Museum acquired the site on Banbury Road and Bradmore Gardens; the original intention had been to move the whole collection to the site (which included Nos. 58 and 60), although lack of funding for a spectacular circular building with a central tropical hot house designed by Pier Luigi Nervi with Powell & Moya meant this was never realised. The more modest Balfour Building was built in its place to designs by the University Surveyor to house the collection of musical instruments with conservation laboratories. The Balfour Building was opened in 1986 and was accessed from the rear of No. 60. It is likely that at this time the late 19<sup>th</sup> century conservatory to the rear of No. 58 was demolished, and much of the boundary wall separating Nos. 58 and 60 was also demolished to make way for the new extension, with only the front section of the wall to the forecourt retained (Figure 17). A dog-leg was installed to move the line of the boundary to the south towards No. 58 to align with the elevational treatment and roof form of the Balfour Building and to provide an enclosed courtyard space to serve a double doorway into a large workshop accommodated within the building; the cross wall also appears to have been rebuilt closer to the front building line of both houses (Figure 17).

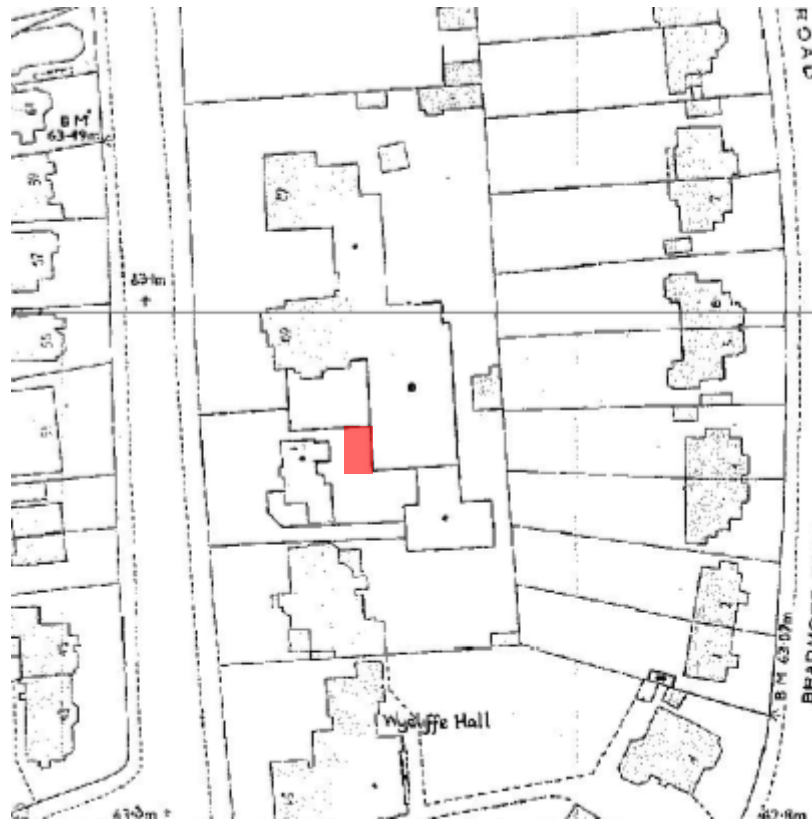


Figure 17: Ordnance Survey (1984-92), the subject site shaded red.

- 3.8. Kellogg College moved to the site in 2006. At this time, the Balfour Building was re-purposed to accommodate a dining room, kitchen, bar and servery. The kitchens occupied the north part of the former workshop space opening out into the courtyard, whilst the south part of the former workshop space with a blank wall and two window openings to the west elevation within the plot of No. 58 was used for stores. The alignment of the boundary walls established in 1986 was retained to separate the college from No. 58 which was occupied by a university department. The subject site therefore continues to form a fragmentary part of the gardens to the rear of No. 58, albeit enclosed by the Balfour Building and realigned boundary wall on the north and east sides.

## 4.0. DESCRIPTION

- 4.1. The subject site primarily comprises a piece of open ground laid to lawn to the rear of No. 58 Banbury Road. No. 58 historically addressed its rear garden via a late 19<sup>th</sup> century conservatory and steps down from the raised ground floor, although since the construction of the Balfour Building there appears to have been no connectivity. None of the landscaping present during the late 19<sup>th</sup> century (ref. Figure 11) survives (Figure 19). This piece of ground is therefore a leftover piece of garden, which is now addressed only by the late 20<sup>th</sup> century utilitarian rear extension of No. 58. The ground level slopes slightly downwards to the east towards the Balfour Building, which may have been created partially through levelling for the late 20<sup>th</sup> century work, but may also have been partly natural given the stepping in heights of the historic long boundary walls between the plots.
- 4.2. The west elevation of the Balfour Building has some architectural interest in that it was designed to sit comfortably within its High Victorian context. Its red brickwork construction in stretcher bond was articulated with a plinth, cornice with dentilled detailing and metal capping to the parapet; the bays which elevationally articulate the distinctive tiled pyramidal roofs with lead lanterns are defined by pilasters and buttresses which step forward of the main building line (Figure 18). The south part of the elevation which addresses the subject site has two window openings which are likely original with solid course heads. A lightweight timber framed shelter has been constructed against the area of blank brickwork for use as a bike shed (Figure 18).
- 4.3. The boundary wall which separates the site from No. 60 dates from the same period as the Balfour Building; it is also constructed in red brickwork (using a Flemish garden wall bond with buttresses to match the historic boundary walls) but has the same dentilled detailing as the Balfour Building (Figure 18). The capping is brick-on-edge as opposed to the half-rounded capping which distinguishes the original boundary walls. As noted in Section 3, this part of the boundary wall is also located further south than the original alignment, which continued in a straight line from the forecourt; the wall here aligns with one of the pilasters which subdivides the west elevation of the Balfour Building into defined bays.





Figure 18: The subject site, illustrating the west elevation of the Balfour Building and adjoining boundary wall.



Figure 19: The west side of the subject site towards the rear elevation of No. 58.

## 5.0. ASSESSMENT OF SIGNIFICANCE

- 5.1. Significance is defined by Historic England as “The sum of the cultural and natural heritage values of a place, often set out in a statement of significance”.
- 5.2. The aim of a Significance Assessment is, in the terms required by Paragraphs 194-195 of the NPPF, a “*description of the significance of a heritage asset*”. In the context of a historic building which has been the subject of a series of alterations throughout its lifetime, it is also a useful tool for determining which of its constituent parts holds a particular value and to what extent. *Good Practice Advice in Planning Note 2* (March 2015) states that understanding the nature of significance is important for understanding the need for and best means of conservation. Understanding the extent of that significance leads to a better understanding of how adaptable a heritage asset may be. Understanding the level of significance provides the essential guide as to how policies should be applied.
- 5.3. The descriptive appraisal will evaluate the site against listed selection criteria of ‘Principles of Selection for Listing Buildings’, DCMS, 2018. Historic England’s ‘Advice Note 12: Statements of Heritage Significance’ (October 2019), which partially overlap with the Statutory Criteria, have also been considered. Historic England identifies three potential points of interest that can be held by heritage assets; artistic and architectural, historical and archaeological:
- **Archaeological Interest:** There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
  - **Architectural and Artistic Interest:** These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.
  - **Historic Interest:** An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation’s history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.
- 5.4. Although not officially considered to be one of the four principal values, **setting** is recognised as an important value that makes an important contribution to the significance of a heritage asset. This assessment of the contribution to significance made by setting should provide the baseline along with the established values used for assessing the effects of any proposed works on significance.

The level of significance for each value and the setting will be assessed using the following grading:

- **High** – values of *exceptional or considerable* interest;
- **Medium** – values of *some* interest;
- **Low** – values of *limited* interest.



## 5.5. Archaeological Interest

The Conservation Area Appraisal suggests that the whole Conservation Area has a high potential for archaeology and a separate Archaeological Desk-Based Assessment has been undertaken as part of this scheme (also by Heritage Information, October 2023). There is an identified high potential on the site of Kellogg College for prehistoric and Roman archaeology (Oxford Local Plan, para. 9.167). The subject site itself is located in an area of former garden belonging to No. 58, the immediate surroundings of which have been subject to considerable disturbance during the late 20<sup>th</sup> century with the building of the Balfour Building, the relocation of the north boundary wall, and the demolition of the late 19<sup>th</sup> century conservatory to the rear of the house. A manhole cover also indicates servicing running through the area. Whilst this specific area does not appear to have been subject to any previous development, it is likely that groundworks for the surrounding built form have compromised the archaeological potential. **Archaeological interest is therefore considered to be medium to high.**

## 5.6. Architectural and Artistic Interest

The open space of the subject site itself has little or no architectural and artistic interest; there is no landscaping of significance and it comprises only a lawn area with a modern timber-framed bike shed. The west elevation of the Balfour Building which addresses the open space has some architectural interest given its articulation and detailing which was likely intended to reflect its architectural context to enable it to sit comfortably in the gap between Nos. 58 and 60 Banbury Road. The use of red brickwork, dentilled detailing to the cornice, stepped pilasters and buttresses in particular reflects the treatment of a number of the historic brickwork boundary walls in the local area. This elevational treatment also helps to articulate the distinctive pyramidal roof form of the building by subdividing the building into bays which align with the roof form. The detailing is also reflected in the treatment of the relocated north boundary wall which dates from the same period as the Balfour Building. **Architectural and artistic interest is therefore considered to be low to medium.**

## 5.7. Historic Interest

The subject site is historically associated with No. 58 Banbury Road as forming part of its rear garden. However, the proportions and layout of the historic garden were substantially altered with the building of the Balfour Building and the relocation of the north boundary wall further into the plot of No. 58. These late 20<sup>th</sup> century interventions left the remaining open space a fragmentary leftover garden which was not addressed by any of the surrounding buildings, including No. 58 and the Balfour Building. Whilst its undeveloped state sustains a limited appreciation of its historic function, the sense of enclosure on all sides as a result of later development and its lack of any relationship with the house have compromised the historic interest. No historic landscaping survives. **Historic interest is therefore considered to be low.**

## 5.8. Setting

The local context of the subject site is set out in detail in Section 2 of this Heritage Statement. It is located within the North Oxford Victorian Suburb Conservation Area, within a gap between Nos. 58 and 60 which enhances the character and appearance of the area; despite the distinctive pyramidal roof form

of the Balfour Building, the gap between the buildings remains legible, even though much of the former open garden space has been lost. The site forms a space within this gap in the foreground of the Balfour Building but it is enclosed by built form and boundary walls; it is therefore considered to make only a neutral contribution to the character and appearance of the Conservation Area, which contributes little if anything to the sense of spaciousness and verdancy which defines the character and appearance of this Character Area on Banbury Road. As set out in Section 2, the site also forms part of the backdrop with the Balfour Building within the primary aspects of the settings of nearby Grade II listed buildings as experienced on Banbury Road; whilst some distinctive architectural elements of the neighbouring listed buildings at Nos. 56 and 60 are legible from within the subject site, this is very much a secondary aspect of their settings and the subject site is not considered to enhance an experience of their special architectural and historic interest. The setting is considered to be of **medium significance**.

## 6.0. IMPACT ASSESSMENT

- 6.1. The proposals involve the provision of a single-storey extension to the kitchen facilities within the Balfour Building.
- 6.2. The proposals may have an impact on the settings of heritage assets identified in Section 2 of this Heritage Statement, including:
  - The character and appearance of the North Oxford Victorian Suburb Conservation Area;
  - The settings of nearby heritage assets, including the Grade II listed No. 60 Banbury Road.
- 6.3. Based on the above detailed assessments in Sections 2 to 5 and in accordance with the Historic England guidance *Setting of Heritage Assets* (December 2017), the following Impact Assessment appraises the effects of the proposed development, whether beneficial or harmful, on the significance of the identified heritage assets or on the ability to appreciate it (Step 3) and explores ways to maximise enhancement and avoid or minimise harm (Step 4). This Impact Assessment should be read in conjunction with the Archaeological Desk-Based Assessment (also prepared by Heritage Information, October 2023), and the Townscape Visual Impact Assessment (Heritage Information, October 2023).
- 6.4. For the purposes of assessing the likely impact to result from the proposals and the subsequent impact on the settings of the identified heritage assets, established criteria have been employed. If the proposed development will enhance heritage values or the ability to appreciate them, then the impact on heritage significance within the view will be deemed **positive**; however, if they fail to sustain heritage values or impair their appreciation then the impact will be deemed **negative**. If the proposals preserve the heritage values then the impact will be deemed **neutral**.
- 6.5. Within the three categories there are four different levels that can be given to identify the intensity of impact:
  - **"negligible"** – impacts considered to cause no material change.
  - **"minimal"** - impacts considered to make a small difference to one's ability to understand and appreciate the heritage value of an asset. A minor impact may also be defined as involving receptors of low sensitivity exposed to intrusion, obstruction or change of low to medium magnitudes for short periods of time.

- **“moderate”** - impacts considered to make an appreciable difference to the ability to understand or appreciate the heritage value of an asset.
- **“substantial”** - impacts considered to cause a fundamental change in the appreciation of the resource.

- 6.6. The proposed extension will be sited adjoining the west elevation of the Balfour Building within the “bay” to the rear of No. 58 Banbury Road which, apart from two window openings, comprises only plain brickwork apart from the cornice and plinth, and the articulation provided by the stepped pilasters and buttresses. As assessed within this Heritage Statement, the subject site is a visually discreet location as it is enclosed by No. 58 (the much-altered rear elevation of which is of limited architectural interest), and the historic gap between the buildings has already been compromised by the Balfour Building and the relocation of the boundary wall during the 1980s; the site therefore contributes minimally and neutrally to the character and appearance of the Conservation Area as experienced from the public realm on Banbury Road. Moreover, the site addresses only the secondary aspects of the settings of nearby Grade II listed buildings from where their architectural and historic interest is not best experienced, and so the subject site is therefore considered an appropriate location for the proposal. The provision of an extension in this location will have the beneficial impact of the removal of the existing unsightly bike shed, which will be relocated to a more visually discreet location to the south side of the proposed extension, from where it will be entirely concealed from the public realm. The proposal will also require the demolition of a section of the existing boundary wall separating the subject site from the modern service yard area to the south side of the Grade II listed No.60. This part of the wall dates only from the 1980s and is not considered to be curtilage listed; it is of little if any intrinsic heritage interest, particularly as it does even follow the historic alignment of the two plots. The proposed removal of a small section of the wall adjacent to the Balfour Building is not therefore considered to cause harm to any fabric of interest.
- 6.7. The proposed extension has been designed to be architecturally and visually integrated with the Balfour Building which it adjoins, but also to remain subordinate to it and thus also have minimal impact within the settings of the neighbouring Grade II listed buildings at Nos. 56 and 60 Banbury Road. The extension will be single-storey in height with a flat roof, but the parapet line will be located below the cornice of the Balfour Building; likewise, the width has been limited to fall within the defined bay framed by the buttresses and pilasters at each end of the “bay”. This not only provides a visually subordinate appearance in terms of low massing and scale, but also sustains an appreciation of the distinctive pyramidal roof form of the Balfour Building with glimpses of greenery in the background that contribute positively to the character and appearance of the Conservation Area. The palette of materials will be red brickwork to match the Balfour Building and the materiality of No. 58. The detailing also reflects the language of the Balfour Building, but has been pared back in order to remain architecturally subordinate; it will include a soldier course of brickwork to the cornice, a course of rowlock brickwork to delineate the plinth, and dark metal capping to the parapet. Additional articulation and interest will be provided to the west and south elevations by the provision of recessed brick panels which reflect the proportions of the existing window openings on the west elevation of the Balfour Building. On the north elevation addressing the enclosed service yard, it is proposed to provide a door which matches those existing from the Balfour Building into the service yard; this aspect of the building will be enclosed by the existing modern walls and structures within the yard space created during the 1980s and will be barely perceptible from the public realm within the Conservation Area.

- 6.8. The proposed extension will therefore be integrated architecturally with the Balfour Building and the local context in terms of its form, detailing, siting and materials, but will remain visually subordinate, enabling it to blend comfortably with the surrounding built form and boundary walls in any glimpsed views from the Banbury Road. Indeed, the extension will be at most glimpsed as a complementary backdrop from within the primary townscape setting of the nearby Grade II listed buildings and is not considered to compromise any open space of significance which contributes positively to the character and appearance of the Conservation Area. Additional screening and softening will be provided by the proposed new holly tree which will be located to the north side of the gap adjacent to No. 58 and will replace a tree which is understood to be in poor condition, thereby sustaining the green character of the forecourt area as experienced from Banbury Road. The loss of the tree to the south of the subject site will be mitigated by the provision of an additional tree within the gardens of Kellogg College at No.64 on the Banbury Road frontage.
- 6.9. **The Setting of Heritage Assets (Historic England 2017)** (ref. Appendix 1) has been used in both the design development and to assess the impact of the proposal on the settings of nearby heritage assets. The assessment has demonstrated that the proposed design has avoided or minimised any harm to the significance and settings of identified nearby statutorily listed buildings by nature of providing a contextual extension which is an architecturally and visually subordinate addition that will have a minimal if not negligible impact within the townscape and within the primary settings of identified nearby statutorily listed buildings on Banbury Road. The primary aspect of the settings of these listed buildings in which their architectural and historic interest is best experienced is as a group from the main thoroughfare of Banbury Road, where their distinctive gothic architecture and large plots defined by mature trees define this part of the Conservation Area. The rear and side elevations of the Grade II listed Nos. 56 and 60, the appreciation of which from within the subject site will be affected to some extent by the proposed extension, are considered to be very much secondary aspects of their settings; the proposal is not considered to compromise an experience of their special architectural and historic interest from this aspect. The proposed extension will be largely imperceptible within the townscape settings of the Grade II listed Nos. 59 and 62 on the west side of the street.
- 6.9. This impact assessment has also evaluated the proposals according to the ten characteristics of the **Government's National Design Guide (January 2021)**, in particular Characteristic 1: understanding the history of the area, the settings of heritage assets and the context of the site (appropriate form, appearance, scale, details and materials) in order that the proposed new work relates well to its surroundings; and Characteristic 2: reinforcing a coherent and distinctive identity (appropriate scale, height, materials, façade design and consideration of views) that relates well to the history and context of the site (ref. Appendix 2 for details). The proposed development provides high-quality urban design which will sustain the character and quality of the townscape and built environment in this part of the Conservation Area, sustain the settings of identified nearby designated heritage assets, respond positively to existing buildings and the wider context, and respect traditional street patterns and street frontages.
- 6.10. This impact assessment has also evaluated the proposals according to the eight principles of the **Building in Context Toolkit (2001)** which was formulated by English Heritage and the Design Council (formerly CABE) to stimulate a high standard of design for development taking place in historically sensitive contexts (see Appendix 3). It is considered that the proposals have taken full account of the

eight principles, particularly in assessing the heritage interest of the site and its contribution to the character and appearance of the Conservation Area (Principle 1), understanding the history of the place and lie of the land (Principle 2), ensuring the character and identity of the extension will be appropriate to its proposed use and context (Principle 3), designing an extension so the Balfour Building will continue to sit happily in the pattern of existing development (Principle 4), respecting the scale of the adjoining Balfour Building and neighbouring Grade II listed buildings (Principle 6), using high-quality materials to reflect those on the Balfour Building and neighbouring buildings within the Conservation Area (Principle 7), and complementing the variety and texture of the townscape in this part of the Conservation Area to blend comfortably as a largely imperceptible backdrop in the gap between Nos. 58 and 60 Banbury Road (Principle 8).

- 6.11. Overall the proposed extension is considered to have a **minimal to negligible and neutral impact on the character and appearance of the Conservation Area and on the settings of nearby Grade II listed buildings**. The proposed extension has been designed to blend comfortably within its enclosed site by integrating with the architecture and materiality of the Balfour Building, whilst remaining subservient to it in bulk, scale and mass. The enclosed nature of the site and the pared back design and detailing of the extension ensure it will at most be glimpsed from the public realm on Banbury Road, which forms the primary aspect of the settings of nearby Grade II listed buildings; it will not detract from an appreciation and understanding of the distinctive gothic architecture of the Grade II listed No. 60 Banbury Road and will be largely imperceptible within the townscape settings of Nos. 59 and 62. An appreciation of the distinctive pyramidal roof form of the Balfour Building with important glimpses through to greenery in the background that contribute positively to the character and appearance of the Conservation Area will be sustained. The provision of a new holly tree not only will replace the existing tree which is understood to be in poor condition, but also will help to visually soften any glimpses of the proposed extension. **There will therefore be no harm caused to any heritage assets.**



## 7.0. POLICY COMPLIANCE AND JUSTIFICATION STATEMENT

### 7.1. Oxford Local Plan 2036 (2020)

#### 7.1.1. Policy DH1 deals with high quality design and place-making:

*Planning permission will only be granted for development of high quality design that creates or enhances local distinctiveness.*

*All new development should be informed and inspired by the unique characteristics of the site and its setting, and these considerations should go beyond the red line of the application site to adopt a truly placemaking approach. This contextual analysis must be the starting point for designing new development and this information should be set out in support of any pre-application enquiry or planning application. The contextual analysis should consider the history and development of the site and surrounding area, landscape structure, biodiversity, the pattern, character and appearance of streets, buildings and spaces (support text, para 6.2).*

*New buildings and alterations to existing buildings should be of high quality design. They should respond appropriately to the existing form, materials and architectural detailing and should not have adverse impacts on existing and neighbouring buildings. Placement, style and proportions of doors and windows will be important, as will the choice of materials (supporting text para 6.9).*

In accordance with this policy, this Heritage Statement has provided a detailed contextual analysis in Section 2; this analysis, together with an assessment of the history and development of the site and its surroundings in Section 3 formed the baseline to a detailed assessment of how the design of the proposed development has successfully addressed the character and appearance of the Conservation Area and the significance and settings of nearby heritage assets in Section 6. The proposed development is also considered to reflect local design policies (above 7.1.1) and has been designed and assessed in this Heritage Statement using not only the *National Design Guide*, but also the *Building in Context Toolkit*, which are intended to guide the design process so that new development sits comfortably within the character of the local area.

The proposed extension has been designed to be architecturally and visually integrated with the Balfour Building which it adjoins, but also to remain subordinate to it. The extension will be single-storey in height with a flat roof, but the parapet line will be located below the cornice of the Balfour Building; likewise, the width has been limited to fall within the defined bay framed by the buttresses and pilasters at each end "bay". This not only provides a visually subordinate appearance in terms of low massing and scale, but also sustains an appreciation of the distinctive pyramidal roof form of the Balfour Building. The palette of materials will be red brickwork to match the Balfour Building and the materiality of No. 58. The detailing also reflects the language of the Balfour Building, but has been pared back in order to remain architecturally subordinate; it will include a soldier course of brickwork to the cornice, a course of rowlock brickwork to delineate the plinth, and dark metal capping to the parapet. Additional articulation and interest will be provided to the west and south elevations by the provision of recessed brick panels which reflect the proportions of the existing window openings on the west elevation of the Balfour Building. Additional screening and softening will be provided by the proposed new holly tree which will be located to the north side of the gap adjacent to No. 58 and will replace a tree which is understood to be in poor condition, thereby sustaining the green character of the forecourt area as experienced from Banbury Road. **The proposed extension is considered to be of high quality design that respects and reflects local distinctiveness, thereby complying with Policy DH1.**

7.1.2. **Policy DH3** deals with designated heritage assets:

*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.*

*For all planning decisions for planning permission or listed building consent affecting the significance of designated heritage assets, great weight will be given to the conservation of that asset and to the setting of the asset where it contributes to that significance or appreciation of that significance.*

*Where the setting of an asset is affected by a proposed development, the heritage assessment should include a description of the extent to which the setting contributes to the significance of the asset, as well as an assessment of the impact of the proposed development on the setting and its contribution to significance.*

*Where a development proposal will lead to less than substantial harm to a designated heritage asset, this harm must be weighed against the public benefits of the proposal. Clear and extensive justification for this harm should be set out in full in the heritage assessment.*

Section 2 of this Heritage Statement assessed the local context of the subject site with specific reference to the character and appearance of the Banbury Road Character Area of the North Oxford Victorian Suburb Conservation Area, and the settings of nearby Grade II listed buildings. The proposed development takes account of the neutral contribution made by the site to the character and appearance of the Conservation Area owing to its much-altered enclosed situation, whilst recognising the opportunity for minor change without detracting from the setting of the Grade II listed No.60 Banbury Road and the character and appearance of the Conservation Area. The proposed extension has been designed to have a very minimal impact within the townscape surrounding the site by nature of its contextual and subordinate design, detailing and palette of materials that remain architecturally and visually subservient to the Balfour Building and the distinctive Victorian detached villas which characterize this part of the Conservation Area. The appropriate height and scale of the extension will minimize its visual impact, whilst sustaining glimpses of greenery in the background behind the pyramid roof of the Balfour Building in the gap between Nos. 58 and 60 that contribute positively to the character and appearance of the Conservation Area. The extension will be at most glimpsed as a complementary backdrop from within the primary townscape setting of the nearby Grade II listed buildings and is not considered to compromise any open space of significance which contributes positively to the character and appearance of the Conservation Area. The rear and side elevations of the Grade II listed Nos. 56 and 60, the appreciation of which from within the subject site will be affected to some extent by the proposed extension, are considered to be very much secondary aspects of their settings; the proposal is not considered to compromise an experience of their special architectural and historic interest from this aspect. The proposed extension will be largely imperceptible within the townscape settings of the Grade II listed Nos. 59 and 62 on the west side of the street. **The proposals are not considered to cause harm to any designated heritage assets and therefore comply with Policy DH3.**

7.1.3. **Policy SP31** deals with Banbury Road university sites, which includes Kellogg College at Plot A:

*Planning permission will be granted for academic institutional uses, student accommodation, and/or residential development at the Banbury Road University Sites.*

## Kellogg College Kitchen Extension - Heritage Statement (November 2023)

*Any major redevelopment is unlikely to be suitable but there is some potential to intensify the existing use whilst respecting both plot patterns and boundary treatments. Development should be of a scale that respects the surrounding buildings (supporting text, para 9.169).*

The scheme is intended for institutional uses only by providing essential facilities to the kitchens of Kellogg College. The proposed extension has been designed to sustain the settings of the listed buildings at Nos. 56 and 60 Banbury Road and all other surrounding designated heritage assets, including the North Oxford Victorian Suburb Conservation Area. The massing, scale and height of the proposed extension and the palette of materials respond positively to the Balfour Building, the nearby listed buildings and the grain of the Conservation Area, by remaining architecturally and visually subordinate. The plot patterns and boundary treatments in this location have already been compromised during the 1980s by the relocation of the boundary wall and the construction of the Balfour Building within the gap between Nos. 58 and 60. **The proposals therefore comply with Policy SP31.**

### 7.2. The National Planning Policy Framework (September 2023)

7.2.1. The National Planning Policy Framework (NPPF) was updated in September 2023 and provides a full statement of the Government's planning policies.

7.2.2. The NPPF contains a presumption in favour of sustainable development sympathetic to the conservation of designated heritage. The government's definition of sustainable development is one that incorporates all the relevant policies of the Framework, including the protection and enhancement of the historic environment. Relevant NPPF Policies are found in Section 12 "Achieving Well-Designed Places" and Section 16 "Conserving and Enhancing the Historic Environment".

7.2.3. Paragraph 126 states that "*Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities*". Section 12 goes on to outline the core expectations for good design and the importance of engagement between stakeholders relating to design:

*Paragraph 130. Planning policies and decisions should ensure that developments:*

- *a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- *b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- *c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- *d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*

*Paragraph 134. Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:*

- *a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or*
- *b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.*



The tenets of these paragraphs support the importance of good design in relation to conserving and enhancing the historic environment in Section 16:

*Paragraph 197. In determining applications, local planning authorities should take account of:*

- c) *the desirability of new development making a positive contribution to local character and distinctiveness.*

This Heritage Statement has assessed in detail how the design of the proposed development has successfully addressed the character and appearance of the Conservation Area and the significance and settings of nearby heritage assets. The proposed development is also considered to reflect local design policies (above 7.1.1) and has been designed and assessed in this Heritage Statement using not only the *National Design Guide*, but also the *Building in Context Toolkit*, which are intended to guide the design process so that new development sits comfortably within the character of the local area.

The proposed extension has been designed to be architecturally and visually integrated with the Balfour Building which it adjoins, but also to remain subordinate to it and thus also have minimal impact within the settings of the neighbouring Grade II listed buildings at Nos. 56 and 60 Banbury Road. The extension will be single-storey in height with a flat roof, but the parapet line will be located below the cornice of the Balfour Building; likewise, the width has been limited to fall within the defined bay framed by the buttresses and pilasters at each end “bay”. This not only provides a visually subordinate appearance in terms of low massing and scale, but also sustains an appreciation of the distinctive pyramidal roof form of the Balfour Building with glimpses of greenery in the background. The palette of materials will be red brickwork to match the Balfour Building and the materiality of No. 58. The detailing also reflects the language of the Balfour Building, but has been pared back in order to remain architecturally subordinate. Additional articulation and interest will be provided to the west and south elevations by the provision of recessed brick panels which reflect the proportions of the existing window openings on the west elevation of the Balfour Building. The proposed development is considered to have taken full account of the local character and distinctiveness, is sympathetic to the local character and history, and is of a high-quality contextual design which will sustain and reinforce the sense of place and character of the area. **Therefore, the proposed development complies with Section 12 of the NPPF ‘Achieving Well-Designed Places’.**

- 7.2.4. Section 16 deals with Conserving and Enhancing the Historic Environment. Paragraph 189 states that heritage assets “*irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations*”.

*Paragraph 200. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:*

- a) *grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b) *assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

*Paragraph 202. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*

It is considered that the proposed development would not cause “substantial harm” or “less than substantial harm” to the character and appearance of the North Oxford Victorian Suburb Conservation Area, or to the settings of the identified nearby Grade II statutorily listed buildings – particularly Nos. 56 and 60 Banbury Road. The primary aspect of the settings of these listed buildings in which their architectural and historic interest is best experienced is as a group from the main thoroughfare of Banbury Road, where their distinctive gothic architecture and large plots defined by mature trees define this part of the Conservation Area. The proposed extension has been designed to have a minimal if not negligible impact within the townscape surrounding the subject site by nature of its contextual and visually subordinate design, detailing and palette of materials. The site is located in a much-altered garden area between Nos. 58 and 60; its existing neutral contribution to the character and appearance of the Conservation Area is considered to be sustained by the proposed development, given the enclosure provided by buildings, modern boundary walls and planting, and the subservient design of the extension which will blend comfortably adjoining the Balfour Building without competing with the architecture of the Victorian villas.

### 7.3. National Planning Guidance (PPG)

7.3.1. Revised in July 2019, the PPG is an online guidance resource which is updated continuously.

#### 7.3.2. Paragraph: 002 Reference ID: 18a-002-20190723 - What is meant by the conservation and enhancement of the historic environment?

- *The conservation of heritage assets in a manner appropriate to their significance is a core planning principle...Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets...In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time.*

The proposed development recognises that the conservation of heritage assets must be in a manner appropriate to its determined significance and that heritage assets are an irreplaceable resource. Equally important is the definition of ‘conservation’ as the ‘active process of maintenance and managing change’. This is implicit in the appropriate works within a Conservation Area and within the settings of a number of heritage assets by nature of providing a high-quality contextual extension which will sustain their significance, character and appearance.

#### 7.3.3. Paragraph: 008 Reference ID: 18a-008-20190723 - How can proposals avoid or minimise harm to the significance of a heritage asset?

- *Understanding the significance of a heritage asset and its setting from an early stage in the design process can help to inform the development of proposals which avoid or minimise harm. Analysis of relevant information can generate a clear understanding of the affected asset, the heritage interests represented in it, and their relative importance.*

A detailed significance assessment has been undertaken as part of this application and its findings incorporated into the proposed development. Visual inspection of the site and its context informed constraints and opportunities and there was a conscious effort to minimize the impact of the proposed extension on the character and appearance of the Conservation Area and the settings of any nearby heritage assets.

## 8.0. CONCLUSION

- 8.1. The proposals have been designed to cause no harm to the significance of any heritage assets. An assessment of the impact of the proposals concludes there would be a **minimal to negligible and neutral impact on the character and appearance of the Conservation Area and on the settings of nearby Grade II listed buildings**. The proposed extension has been designed to blend comfortably within its enclosed site by integrating with the architecture and materiality of the Balfour Building, whilst remaining subservient to it in bulk, scale and mass. The enclosed nature of the site and the pared back design and detailing of the extension ensure it will at most be glimpsed from the public realm on Banbury Road, which forms the primary aspect of the settings of nearby Grade II listed buildings. An appreciation of the distinctive pyramidal roof form of the Balfour Building with important glimpses through to greenery in the background that contribute positively to the character and appearance of the Conservation Area will be sustained. The provision of a new holly tree not only will replace the existing tree which is understood to be in poor condition, but also will help to visually soften any glimpses of the proposed extension. **There will therefore be no harm caused to any heritage assets.**
- 8.2. This Heritage Statement has been written in accordance with the latest Historic England Guidance, particularly relating to the structure and content of assessments of heritage significance (October 2019). The impact assessment evaluated the proposed development according to the ten characteristics of the Government's National Design Guide (January 2021), in particular Characteristic 1: understanding the history of the area and the context of the site; and Characteristic 2: reinforcing a coherent and distinctive identity that relates well to the history and context of the site. The proposed extension has also been assessed against the eight principles of the *Building in Context Toolkit* and it is considered to sustain the identified heritage values site and the character and appearance of the Conservation Area. The proposed extension is of a high-quality and contextual design and detailing which would be subordinate to and complement the architectural language of the Balfour Building and will be comfortable within the local context whilst having very minimal visual impact. The proposed scale, materials and architectural detailing will sustain the character and appearance of the Conservation Area and the settings of other nearby heritage assets.
- 8.3. The applicant has recognised the importance of performing investigations and analysis necessary for the assessment of the effects of the proposed works on the special interest of the identified heritage assets. This approach has been beneficial with regard to the process of acknowledging the best practice guidance as outlined in the NPPF and in local policies. It is considered that the information provided in this Heritage Statement is proportionate to the significance of the subject site. It sets out an appropriate level of detail sufficient to understand the potential heritage implications of the proposals in accordance with the proportionate approach advocated by Paragraph 194 of the NPPF.
- 8.4. The proposals are considered to sustain an appreciation and understanding of the character and appearance of the Conservation Area and settings of nearby Grade II listed buildings by sustaining those elements that have been identified as contributing positively to their special interest. It is therefore concluded that the proposed works satisfy the relevant clauses of the NPPF. These are consistent with the spirit of local and national planning policies and conservation principles.



## **APPENDIX 1: NATIONAL GUIDANCE (*THE SETTING OF HERITAGE ASSETS*, DECEMBER 2017)**

This note gives assistance concerning the assessment of the setting of heritage assets. Historic England recommends the following broad approach to assessment, undertaken as a series of steps that apply proportionately to the complexity of the case, from straightforward to complex:

### **Step 1: Identify which heritage assets and their settings are affected.**

The setting of a heritage asset is 'the surroundings in which a heritage asset is experienced'. Where that experience is capable of being affected by a proposed development (in any way) then the proposed development can be said to affect the setting of that asset. The starting point of the analysis is to identify those heritage assets likely to be affected by the development proposal.

### **Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated.**

This assessment of the contribution to significance made by setting will provide the baseline for establishing the effects of a proposed development on significance. We recommend that this assessment should first address the key attributes of the heritage asset itself and then consider:

- the physical surroundings of the asset, including its relationship with other heritage assets
- the asset's intangible associations with its surroundings, and patterns of use
- the contribution made by noises, smells, etc to significance, and
- the way views allow the significance of the asset to be appreciated

### **Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it.**

The wide range of circumstances in which setting may be affected and the range of heritage assets that may be involved precludes a single approach for assessing effects. Different approaches will be required for different circumstances. In general, however, the assessment should address the attributes of the proposed development in terms of its:

- location and siting
- form and appearance
- wider effects
- permanence

**Step 4: Explore ways to maximise enhancement and avoid or minimise harm.**

Enhancement may be achieved by actions including:

- removing or re-modelling an intrusive building or feature
- replacement of a detrimental feature by a new and more harmonious one
- restoring or revealing a lost historic feature or view
- introducing a wholly new feature that adds to the public appreciation of the asset
- introducing new views (including glimpses or better framed views) that add to the public experience of the asset, or
- improving public access to, or interpretation of, the asset including its setting

Options for reducing the harm arising from development may include the repositioning of a development or its elements, changes to its design, the creation of effective long-term visual or acoustic screening, or management measures secured by planning conditions or legal agreements. For some developments affecting setting, the design of a development may not be capable of sufficient adjustment to avoid or significantly reduce the harm, for example where impacts are caused by fundamental issues such as the proximity, location, scale, prominence or noisiness of a development. In other cases, good design may reduce or remove the harm, or provide enhancement. Here the design quality may be an important consideration in determining the balance of harm and benefit.

**Step 5: Make and document the decision and monitor outcomes.**

It is good practice to document each stage of the decision-making process in a non-technical and proportionate way, accessible to non-specialists. This should set out clearly how the setting of each heritage asset affected contributes to its significance or to the appreciation of its significance, as well as what the anticipated effect of the development will be, including of any mitigation proposals.

### Assessment Step 2 Checklist

The starting point for this stage of the assessment is to consider the significance of the heritage asset itself and then establish the contribution made by its setting. The following is a (non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance. It may be the case that only a limited selection of the attributes listed is likely to be particularly important in terms of any single asset.

#### The asset's physical surroundings

- Topography
- Aspect
- Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)
- Definition, scale and 'grain' of surrounding streetscape, landscape and spaces
- Formal design eg hierarchy, layout
- Orientation and aspect
- Historic materials and surfaces
- Green space, trees and vegetation
- Openness, enclosure and boundaries
- Functional relationships and communications
- History and degree of change over time

#### Experience of the asset

- Surrounding landscape or townscape character
- Views from, towards, through, across and including the asset
- Intentional intervisibility with other historic and natural features
- Visual dominance, prominence or role as focal point
- Noise, vibration and other nuisances
- Tranquillity, remoteness, 'wildness'
- Busyness, bustle, movement and activity
- Scents and smells
- Diurnal changes
- Sense of enclosure, seclusion, intimacy or privacy
- Land use
- Accessibility, permeability and patterns of movement
- Degree of interpretation or promotion to the public
- Rarity of comparable survivals of setting
- Cultural associations
- Celebrated artistic representations
- Traditions



### Assessment Step 3 Checklist

The following is a (non-exhaustive) check-list of the potential attributes of a development affecting setting that may help to elucidate its implications for the significance of the heritage asset. It may be that only a limited selection of these is likely to be particularly important in terms of any particular development.

#### Location and siting of development

- Proximity to asset
- Position in relation to relevant topography and watercourses
- Position in relation to key views to, from and across
- Orientation
- Degree to which location will physically or visually isolate asset

#### Form and appearance of development

- Prominence, dominance, or conspicuousness
- Competition with or distraction from the asset
- Dimensions, scale and massing
- Proportions
- Visual permeability (extent to which it can be seen through), reflectivity
- Materials (texture, colour, reflectiveness, etc)
- Architectural and landscape style and/or design
- Introduction of movement or activity
- Diurnal or seasonal change

#### Wider effects of the development

- Change to built surroundings and spaces
- Change to skyline, silhouette
- Noise, odour, vibration, dust, etc
- Lighting effects and 'light spill'
- Change to general character (eg urbanising or industrialising)
- Changes to public access, use or amenity
- Changes to land use, land cover, tree cover
- Changes to communications/accessibility/permeability, including traffic, road junctions and car-parking, etc
- Changes to ownership arrangements (fragmentation/permitted development/etc)
- Economic viability

#### Permanence of the development

- Anticipated lifetime/temporariness
- Recurrence
- Reversibility

## APPENDIX 2: NATIONAL DESIGN GUIDE CHARACTERISTICS (EXCERPTS)

**1. Context** is the location of the development and the attributes of its immediate, local and regional surroundings.

### **C1 Understand and relate well to the site, its local and wider context**

Well-designed new development responds positively to the features of the site itself and the surrounding context beyond the site boundary. It enhances positive qualities and improves negative ones. Some features are physical, including:

- the existing built development, including layout, form, scale, appearance, details, and materials;
- local heritage – see below – and local character;
- landform, topography, geography and ground conditions;
- landscape character, drainage and flood risk, biodiversity and ecology;
- access, movement and accessibility;
- environment – including landscape and visual impact, microclimate, flood risk, noise, air and water quality;
- views inwards and outwards;
- the pattern of uses and activities, including community facilities and local services; and
- how it functions.

Well-designed new development is integrated into its wider surroundings, physically, socially and visually. It is carefully sited and designed, and is demonstrably based on an understanding of the existing situation, including:

- the landscape character and how places or developments sit within the landscape, to influence the siting of new development and how natural features are retained or incorporated into it;
- patterns of built form, including local precedents for routes and spaces and the built form around them, to inform the layout, form and scale;
- the architecture prevalent in the area, including the local vernacular and other precedents that contribute to local character, to inform the form, scale, appearance, details and materials of new development.

### **C2 Value heritage, local history and culture**

When determining how a site may be developed, it is important to understand the history of how the place has evolved. The local sense of place and identity are shaped by local history, culture and heritage, and how these have influenced the built environment and wider landscape.

Well-designed places and buildings are influenced positively by:

- the history and heritage of the site, its surroundings and the wider area, including cultural influences;
- the significance and setting of heritage assets and any other specific features that merit conserving and enhancing;
- the local vernacular, including historical building typologies such as the terrace, town house, mews, villa or mansion block, the treatment of façades, characteristic materials and details

**2. The identity** or character of a place comes from the way that buildings, streets and spaces, landscape and infrastructure combine together and how people experience them. It is not just about the buildings or how a place looks, but how it engages with all of the senses.

### **I1 Respond to existing local character and identity**

Local identity is made up of typical characteristics such as the pattern of housing, and special features that are distinct from their surroundings. These special features can be distinguished by their uses and activity, their social and cultural importance, and/or their physical form and design. Most places have some positive elements of character, particularly for their users. These can help to inform the character of a new development.

Well-designed new development is influenced by:

- an appreciation and understanding of vernacular, local or regional character, including existing built form, landscape and local architectural precedents;
- the characteristics of the existing built form;
- the elements of a place or local places that make it distinctive; and
- other features of the context that are particular to the area – see Context .

This includes considering:

- the composition of street scenes, individual buildings and their elements;
- the height, scale, massing and relationships between buildings;
- views, vistas and landmarks;
- the scale and proportions of buildings;
- façade design, such as the degree of symmetry, variety, the pattern and proportions of windows and doors, and their details;
- the scale and proportions of streets and spaces;
- hard landscape and street furniture;
- soft landscape, landscape setting and backdrop;
- nature and wildlife, including water;
- light, shade, sunshine and shadows; and
- colours, textures, shapes and patterns.

### **I2 Well-designed, high quality and attractive**

Well-designed places contribute to local distinctiveness. This may include:

- adopting typical building forms, features, materials and details of an area;
- drawing upon the architectural precedents that are prevalent in the local area, including the proportions of buildings and their openings;
- using local building, landscape or topographical features, materials or planting types;
- introducing built form and appearance that adds new character and difference to places;
- creating a positive and coherent identity that residents and local communities can identify with.

### **I3 Create character and identity**

Design decisions at all levels and scales shape the character of a new place or building. Character starts to be determined by the siting of development in the wider landscape, then by the layout – the pattern of streets, landscape and spaces, the movement network and the arrangement of development blocks. It continues to be created by the form, scale, design, materials and details of buildings and landscape. In this way, it creates a coherent identity that everyone can identify with, including all residents and local communities.



## APPENDIX 3: THE BUILDING IN CONTEXT TOOLKIT

The Building in Context Toolkit grew out of the publication **Building in Context™** published by English Heritage and CABI in 2001. The purpose of that publication was to stimulate a high standard of design for development taking place in historically sensitive contexts. The founding and enduring principle is that all successful design solutions depend on allowing time for a thorough site analysis and character appraisal to fully understand context.

**The eight Building in Context principles are:**

### Principle 1

A successful project will start with an assessment of the value of retaining what is there.

### Principle 2

A successful project will relate to the geography and history of the place and lie of the land.

### Principle 3

A successful project will be informed by its own significance so that its character and identity will be appropriate to its use and context.

### Principle 4

A successful project will sit happily in the pattern of existing development and the routes through and around it.

### Principle 5

A successful project will respect important views.

### Principle 6

A successful project will respect the scale of neighbouring buildings.

### Principle 7

A successful project will use materials and building methods which are as high quality as those used in existing buildings.

### Principle 8

A successful project will create new views and juxtapositions which add to the variety and texture of the setting.