# OXFORD LOCAL PLAN 2040 – RESPONSE – Part 2 Ruskin Field and Campus SPE19/SPE18



Headington Heritage Saving Headington's Heritage A Personal Blog

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This is Part 2 of response to the Local Plan 2040 covering Ruskin College and Field

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## POLICY SPE19 – RUSKIN FIELD

### Summary of Value

- Huge amenity value as the last fragment of countryside, especially for residents of green space deprived areas (GI Spaces) at Barton and Barton Park, soon to be surrounded by the Land North of Bayswater Brook development walking to the Headington District Centre.
- This is the last connecting green corridor for wildlife in the area from Marston to the North East.
- Tufa springs and proven large peat deposits on adjacent fields perform a valuable carbon capture role and permit an ecology identical to that of the Lye Valley SSSI.
- Provides views in and out of the Conservation Area, especially from the Land North of Bayswater Brook development at Elsfield, and from Stoke Place to Elsfield.

### Policy Objection Summary

#### SPE19 policy is *ineffective* and *unjustified* as:

- SPE19 forms part of the Ruskin Fields site (HELAA 463) wholly rejected by the Planning Inspector as part of the Core Strategy and Barton AAP, the Site DPD 2013, Sustainability Appraisal and all parties (Labour/LibDem) in the Council
- Since the site allocation in the Local Plan 2036 1000s of houses have been consented to the north of Barton Park at (Land North of Bayswater Brook) and other local sites rendering this development now *unjustified* both due to reduced need, and the increased need for the amenity of the very short Stoke Place lane to Headington, a tiny fragment of surviving rural landscape surrounded by development
- The constraints on the site will mean insignificant housing gain for substantial loss of heritage, conservation, and amenity value (*unjustified*) and even less if used for expansion of academic facilities.
- A minimum number of houses (20/36?) is not achievable as site has multiple ecological, environmental and conservation constraints, located on a calcareous springline, peat, an orchard, a viewline and Stoke Place green lane
- Stoke Place is the last green lane in Old Headington. Usage as a cycleway or entrance to the development will destroy its charm and inflict substantial harm on the OHCA
- It will impact on OHCA (Old Headington Conservation Area) Appraisal identified significant views in and out of the Conservation Area
- There are two bridleways, 320/56/10, non-BOAT, and 320/55/10, BOAT which has no vehicular access from a point 59m to the south of the official end 320/55/10.
- The statement "though the college could provide an access road for general housing" is ambiguous as it not clear what route it could take
- which "may include" means must or could? (ineffective)
- Downstream flood risk to the foolish Barton Park development is not addressed
- Allocation for academic facilities is not *justified*
- Allocation of space for transport infrastructure is *unjustified*, but allowed by Policy C8 (>400m etc), and impacting on views in the OHCA, so low car development required in Site Policy.

Another muddle of intent with execution, this policy is *ineffective* as it does not set a target or constraint:

Development proposals must be designed *with consideration* of their impact on the setting of the Old Headington Conservation Area

The view from Stoke Place across Ruskin Fields to Elsfield is one of the most sensitive across and out of the conservation area, and this should inform the choice of layout and built form. Policy SPE19: Modifications Requested Summary

• Removal of site from Local Plan to support original decision as *undeliverable* and *unjustified* with too much loss for too little gain, or as per Policy S1 the "adverse impacts of granting permission would significantly and demonstrably outweigh the benefits"

Or:

- Removal of target housing numbers with statement that the site cannot be delivered for less than X houses.
- Removal of access road statement as unclear route therefore unsound
- Clarification of BOAT and actual status of 320/56/10 (no vehicular traffic)
- Screening of development from Stoke Place bridleway past barrier to not create view to development
- Statement of Stoke Place heritage and amenity value, NO entrance permitted north of the barrier
- Removal of bridleway to a cycleway or entrance in policy at Stoke Place north of barrier, this must be elsewhere to protect this attractive stretch of green lane
- Clear articulation of requirements not "should inform" etc
- Must be a low car development in Site Policy as currently more than 400m from a bus stop (Policy C8) to preserve appearance of the OHCA
- Removal of multiple mistakes in text

As the site has been rejected and approved, the Inspector is requested to approach allocation with an open mind.

# Site Rejection in 2012

This site forms part of the Ruskin Fields site rejected in November 2012 by the Planning Inspector of the Barton AAP, part of the Oxford Core Strategy the key points were:

### Date: 14th November 2012

Ruskin Fields create an important open setting to the tightly knit historic core of the Conservation Area that is fundamental to its intrinsic character. Whilst development could feasibly be designed and laid out to preserve the appearance of the Conservation Area and to safeguard the ecological importance of the hedgerows and trees that form the Fields' boundaries, development, no matter how sensitively designed, would inevitably result in the reduction of and would be intrusive in views of this green wedge and would have an adverse impact on the distinctive character of the Conservation Area. I conclude that such harm to the Conservation Area would not be outweighed by the individual or cumulative benefits of affordable housing and open space provision and improvements to pedestrian and cycle links. Consequently, I further conclude that allocation of land at Ruskin Fields would be inappropriate and unjustified and would therefore be unsound.

## Site Dwelling Numbers

The policy is *ineffective* as it appears Oxford City Council can't add up and defines two inconsistent targets as the supporting text states:

The minimum housing requirement has assumed a density of 30 dwellings per hectare

And the Policy states:

The minimum number of dwellings to be delivered is 20

The site is a 1.19HA with a minimum of 30 houses per HA which is 36. If the shortfall is for lecture theatres etc then it is even less *justified* to destroy this precious field.

# Oxford Housing Delivery

As per the Inspector's reports Barton AAP, Site DPD (2013), is impossible to provide any meaningful quantity of housing without causing significant harm to the Conservation Area, and the number of houses that could be provided is insignificant compared to the other very large developments which service precisely the same housing market (Headington Hospitals, Oxford), therefore *there was, and is, no clear and convincing justification.* 

Even if the minimum number of units (1.19HA \* 30 = 36) were achievable it will cause severe damage caused to OHCA and the environment is *unjustified* in view of the very large ongoing housing delivery in the immediate area as below, the red sites below are all since OLP2036 when Ruskin Field was allocated, so this is now *unjustified*:



Huge Development North of Bayswater Brook and Sandhills Field Are Out of Oxford Boundary

Nearby Site	Delivery (approx)
Barton Park	889

Land North of Bayswater Brook	1500
Hill View Farm	159
Land West of Mill Lane	80
Park Farm	60

Adjacent Sites Allocated (Red=Since 2036 Plan when SPE19 allocated)

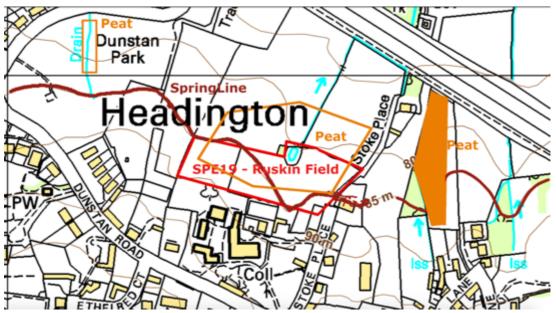
## Deliverability



*Ruskin Fields From A40 – Significant View Lines and Constraints* It is not possible to provide 36 houses.

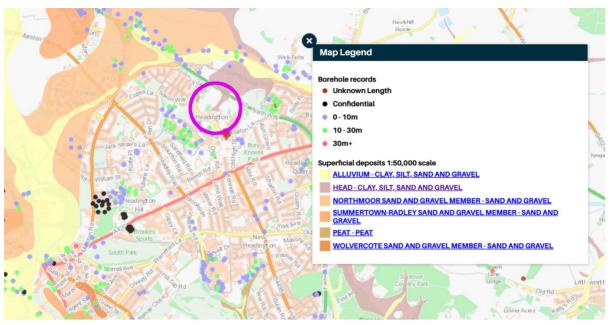
The site has an ancient orchard to the west, the Crinkle-Crankle Wall, Ruskin College (both Listed) in the centre, and is on calcareous springline (brown), and heavily sloped. (below)

Any development to the immediate west of Stoke Place will severely impact on the bridleway and views across to Elsfield, therefore there is NO part of the site that is deliverable, therefore the site allocation is *unjustified* and *undeliverable*.



Headington Hill Calcareous Springline (Brown), Peat, and Flows (SPE19)

The southward dip of the 85m contour line (above) between the Crinkle-Crankle wall and Stoke Place correlates to the former riverbed and possible peat and fen and the modern surface, indicating development would NOT be possible close to Stoke Place:



BGS – Former Riverbed shown Running Across SPE19

### Stoke Place – The Last Rural Footway in Old Headington

The key extract from the OHCA report is:

Stoke Place is continued within this area as an attractive public bridleway running northwards from the Dunstan Road Character Area lined by trees that help green it. The bridleway runs up to the ring road between land owned by Ruskin College and other privately owned fields. To the west, iron railings with an unusual gate form a distinctive boundary to Ruskin College's land, allowing views across it to the countryside beyond. On the east side of the path a denser screen of foliage encloses the lane, with a small ruined farm building lying in the undergrowth. The ability to walk just a few hundred yards from the tightly enclosed village centre to a point with such a rural character and wide open views over the landscape is an important part of the special character of Old Headington. The path also benefits from greenery of the verge, which includes carpets of flowers of wild garlic, as well as bluebells in late spring. The rural character of the path was highlighted in 29 responses (46 % of the total number) to public consultation on the draft appraisal, which highlighted the rural quality of the bridleway as a key feature of the conservation area.



Stoke Place – At SPE18/SPE19/Development Site (left) Looking North This is NOT Accessible by Car



Figure: Stoke Place Looking South From Near A40 Towards SPE19 on Right

Stoke Place is the last accessible green way through a rural setting running for only 180 metres, which is or will be severely damaged by:

- Any new access to Ruskin Campus (SPE18) or Ruskin Fields (SPE19) by "improvements" to the surface
- Tree thinning or access for access to SPE19 development site

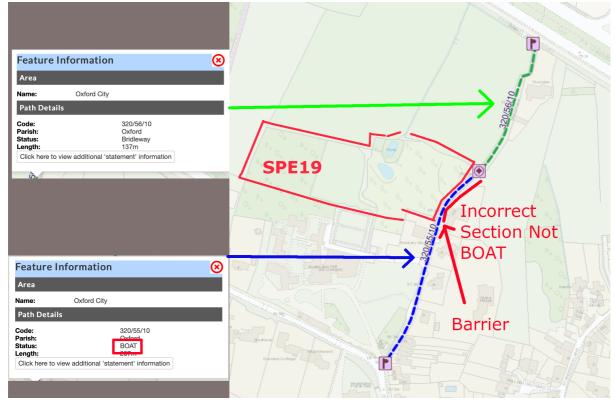
The fundamental point about this is that it is the only accessible place in the city where residents can enjoy a rural experience of great beauty, surrounding land at Elsfield is by contrast sterile and featureless.

# Bridleways Misrepresented

There are opportunities to improve pedestrian and cycle access to the site via the BOAT/ bridleway along Stoke Place which could include contributions towards improvements to the existing surfacing of both the BOAT and bridleway. (SPE19)

The creation of a secondary pedestrian/ cycle access into the site from Stoke Place would be possible.

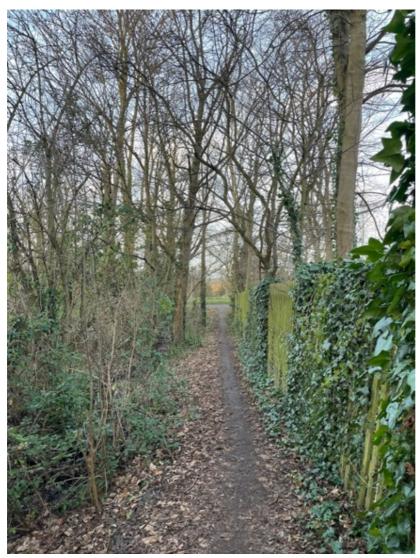
The SPE19 policy is *ineffective* as only one bridleway is BOAT, marked in blue, and the southern 49m of this BOAT is a standard bridleway only with a barrier to block as below, not all BOAT as implied in the policy.



Oxfordshire Definitive Right of Way Map (Annotated)



Barrier - 49m South of the official BOAT Northern End at Stoke Place and No Vehicles Signage

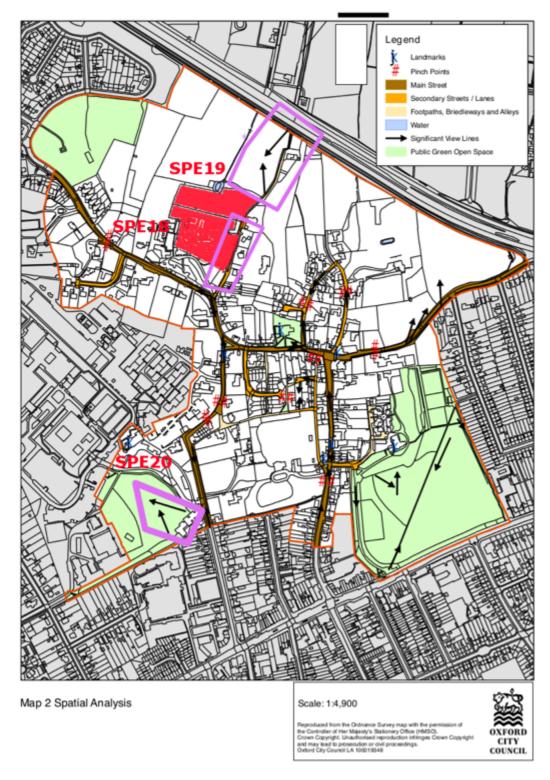


Northern End of Stoke Place to A40 – Width Is Far Too Little Without Major Rework

# Significant View Lines Destroyed

The Old Headington Conservation Area Appraisal 2011 (OHCA) gave strong support to its high conservation value and function within Old Headington.

The below is an extract from the OHCA Appraisal showing the significant view line (circled in purple below) at Ruskin Field (SPE19 and Ruskin Campus above (SPE18) and the immediate views from Stoke Place, are more important than the Elsfield View Cone:



#### Annotated OHCA Map with SPE18 and SPE19, and Purple Highlighted Significant View Lines

The treeline below is only an incomplete visual barrier, with houses set far back from the site clearly visible:



*Figure: Ruskin Fields From A40 – SPE19 Has Partial Cover Only, even Houses far behind visible* View from Stoke Place across SPE19:



SPE19 From Stoke Place Footpath Looking West From Path – This should NOT have been consented View From Elsfield

The view described below in 1928 still substantially exists:

"The high open ground at the top of the hill has proved an admirable site for suburban houses and public institutions, while much of the land not yet built upon is used for playing fields and nursery gardens. Scarcely separated from these modern developments, yet retaining a certain air of detachment, is the old village of Headington, which owes its seclusion partly to its distance of a quarter of a mile from the main road, and partly to its situation on the northern edge of the hill, with no roadway going beyond it. From the fields to the northward of Headington (ie from Barton/Barton Park/Elsfield), it is still possible to have an unspoiled view of the Church and the old houses of the village, set upon the wooded hillside."

So wrote Evangeline Evans in 1928 in her history "*The Manor of Headington*" and so it yet remains except for the Ruskin College building.

In the views to the conservation area from the higher ground north of the Bayswater Brook, the green open spaces in this character area form the setting of some of the village's listed buildings, including St Andrew's Church and Ruskin Hall. The green wedge of space that it creates in these views, running between the built-up Barton and Northway estates, illustrates the distinctiveness of the character of Old Headington from its surrounding communities.

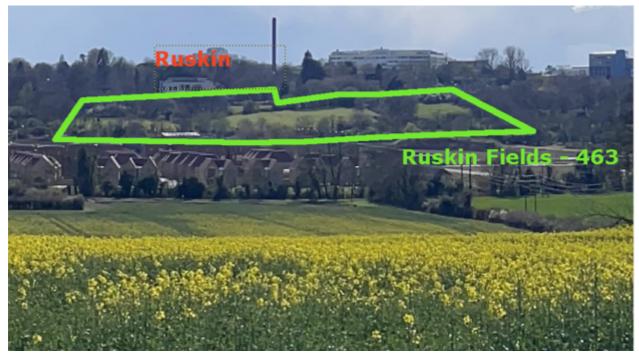


Fig: View from Elsfield (Future Land North of Bayswater Brook Development to SPE18/19) (Magnified) Views Summary

Contrary to the following policies of the NPPF, It does not respect p.170 of the NPPF *protecting and enhancing valued landscapes, recognising the intrinsic character and beauty of the countryside*, p.96, and p.97 (access to open spaces)

## Car Free Development

The site is currently more than 400m (Policy C8) from frequent public transport so car parking would be permitted at minimum standards.

The policy is not *justified* without a ban on car parking as this would make the site highly visible and discordant with the OHCA, and waste space better used for housing.

## Flooding

The vulnerable and foolish floodplain Barton Park development is located immediately to the north, downslope of SPE18/19 but this is not addressed in the policy.

## Other Issues

The policy is *ineffective* due to factual and typographical errors below:

The site lies to the **north** of Stoke Place, a historic lane and private road, which forms part of the public right of way network (Byway Open to All Traffic (BOAT) and bridleway)

This is not correct, it is to the west of Stoke Place which starts at St Andrews Road and runs to the A40.

Is not accessible to members of the public or members of Ruskin College for recreational purposes.

The footpath provides access to the land, as does countless other places where "keep to the footpath" access is allowed.

It is not clear how the pond will be retained as it is intended to be an attenuation tank for SPE18.

SPE19 is probably not "*in an air quality hot spot area*." as it is well set back from the A40 and very well ventilated, this is *ineffective* and not *justified* as there is no evidence to support this statement.

Peat reserves have been found at Dunstan Park and also as marked on map above immediately to the east of Stoke Place bridleway (See Flows Map above), and on Ruskin Campus.

Ruskin Field is a small area with only the A40 near it so this statement is *unjustified*:

Potential options may include considering layout options that place habitable spaces and openings away from pollution sources such as busy roads, landscape buffers, and designing in walking and cycling options as integral part of schemes.

Repetition:

*student accommodation and residential development, including student accommodation and residential development at Ruskin College Campus.* 

### POLICY SPE18 – RUSKIN CAMPUS

The policy is *ineffective* as it assumes one big development, this would not apply to say, a moderate extension to an existing building. It is unclear if residential development must be linked to academic uses.

SPE18 – Modifications Required

Clarification of text above

Low car development as per SPE19.

Explicit mention of significant view line and Stoke Place.

### **Response By**

Headington Heritage, A personal blog Saving Headington's Heritage

Visit : <u>www.headingtonheritage.org.uk</u>

Visit : headingtonheritage.wordpress.com

## Appendix – Planning Inspector's Reports

### Ruskin Fields - Rejected Site – Inspector's Report (2012-3)

In the final Inspector's report (Site DPD report on the examination into sites and housing local plan (Report to Oxford City Council by Shelagh Bussey MA DipTP DipEM PhD MRTPI) declared development **OF THE ENTIRE SITE unsound**.

The development of Ruskin Fields was firmly rejected during the Core Strategy/Barton AAP Review by both the Council, both Labour and Lib Dem Groups and by the HELAA 2016:

"Whole site is unsuitable as development would cause unacceptable harm to the Old Headington Conservation Areas justified by the Barton AAP Inspector in Nov 2012. A proportion of the site would additionally be unavailable as it is owned by Oxford Preservation Trust"

As per the Inspector's Report, Report to Oxford City Council by Shelagh Bussey MA, Dip TP, DIP EM, PhD, MRTPI an Inspector appointed by the Secretary of State for Communities and Local Government:

#### Date: 14th November 2012

Ruskin Fields create an important open setting to the tightly knit historic core of the Conservation Area that is fundamental to its intrinsic character. Whilst development could feasibly be designed and laid out to preserve the appearance of the Conservation Area and to safeguard the ecological importance of the hedgerows and trees that form the Fields' boundaries, development, no matter how sensitively designed, would inevitably result in the reduction of and would be intrusive in views of this green wedge and would have an adverse impact on the distinctive character of the Conservation Area. I conclude that such harm to the Conservation Area would not be outweighed by the individual or cumulative benefits of affordable housing and open space provision and improvements to pedestrian and cycle links. Consequently, I further conclude that allocation of land at Ruskin Fields would be inappropriate and unjustified and would therefore be unsound.

And further regarding the rerun Sustainability Appraisal for Ruskin Fields:

137.Whilst development could feasibly be designed and laid out to preserve the appearance of the Conservation Area and to safeguard the ecological importance of the hedgerows and trees that form the Fields' boundaries, development, no matter how sensitively designed, would inevitably result in the reduction of and would be intrusive in views of this green wedge and would have an adverse impact on the distinctive character of the Conservation Area. I conclude that such harm to the Conservation Area would not be outweighed by the individual or cumulative benefits of affordable housing, open space provision and improvements to pedestrian and cycle links. Consequently, I further conclude that the Option 3 proposal was correctly rejected for heritage and delivery reasons.

The material considerations that militate against development are now greater due to the adjacent development of the green space deprived Barton Park (See Green Space above)

The logic of any Ruskin Fields development is simple – a small development will do disproportionate damage and have no effect on the housing shortage, a large development will be catastrophic.

Ruskin Fields – Barton AAP – Inspector's Report (2012-3)

Issue 1 - An Overview of the Soundness of the AAP

Whether the scope, boundary and content of the AAP are sound and will enable its Spatial Vision and Objectives to be achieved.

17. The evolution of the AAP is clearly based upon the testing of feasible options in order to find the most appropriate policy solutions. The Preferred Options document [CD1.5] sets out the range of options that have been tested and the SA [CD1.10] makes explicit why some were rejected and others were carried forward to the proposed submission stage. The SA process is generally satisfactory, except for its appraisal of a residential proposal for land at Ruskin Fields within the Old Headington Conservation Area. This proposal was first put forward in response to the Council's call for sites for the separate Sites and Housing Plan and possible links to the AAP. It was carried forward to the Preferred Options stage of the AAP and was SA tested. As a consequence of the conclusions of that SA it was not carried forward to the submission plan.

18.However, it is not clear from the SA process that all of the most up-to-date evidence submitted by the promoters of the Ruskin Fields site was taken into account. Consequently, it is unclear if the Council's decision not to carry the proposal forward in the AAP is based upon robust evidence and transparent reasons. To rectify this weakness in the SA process, the SA of the Ruskin Fields site was re-run and subjected to public consultation during the examination period [CD7.23]. Several suggested schemes have been submitted for residential development, including 50% affordable housing, and provision for public open space at Ruskin Fields, all of which fall within the two options that were re-assessed in the addendum SA. The larger option assessed is for between 175-193 dwellings and smaller is for around 70 homes.

19. Consideration of these options at the hearings sessions was deferred until after the completion of the further SA work and consideration of the public consultation comments upon it at a meeting of the full Council on 20 September 2012.

Oxford City Council Barton Area Action Plan Local Plan, Inspector's Report November 2012

- 20. The scoring of the two options against some of the SA objectives has been challenged. I agree that the significantly negative score given for both options in respect of SA objective 13: to conserve and enhance Oxford's biodiversity, is not supported by the evidence, which indicates that both options, particularly the smaller, would have a less damaging impact than that indicated in the SA. However, I consider that all of the other SA objectives have been scored appropriately and, for the reasons that I give below, the decision to reject the option of development at Ruskin Fields remains sound.
- 21. I conclude that the SA has been made demonstrably robust by the additional testing of the two main options for proposed development at Ruskin Fields, that all feasible options have been properly tested and that the reasons why some options have been rejected have been clearly stated.
- 22. Although it is not the perception of all representors, public consultation throughout the preparation of the AAP has been carried out in accordance with the Statement of Community Involvement (SCI) [5.14 a & b]. The Council has clearly put significant and innovative effort into engaging the local and wider communities, and hard to reach groups. It is clear that their views, together with the SA and democratic role of the elected Council Members have influenced the evolution of the AAP's policies and proposals.

# Appendix - Sustainability Appraisals Sustainability Appraisal (July 2012)

The rejected site is shown below as indicated in the Sustainability Appraisal run as part of the site assessment, which was rerun at the request of the Inspector.

Site Reference	463	Site Location Plan:
Site Name	Ruskin Field	808385400 - 900 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 -
Ward	Headington	
Site Size	4.5ha	
Existing Use	Green open space, college fields	E Duration Park
Landowner(s)	Ruskin College	Headington
Relevant Planning History	None	
Source	Call for sites 2016	A A A A A A A A A A A A A A A A A A A

Source: Site Assessment (including Sustainability Appraisal)

#### Figure: Ruskin Fields Rejected Site

*This site is Greenfield. It is accessible by public transport and has some local services nearby. There are three options for this site:* 

Option 1 (non-allocation of the site) would not lead to the provision of affordable housing or the opening up of the site to public access. However it would protect the views into and out of the Old Headington Conservation Area and protect the biodiversity of the site.

Option 2 (allocate for 150-193 dwellings): This option would promote the efficient use of the site. It would be likely to deliver 50% affordable housing, and could also deliver some public open space. However it would have significant effects on the Old Headington Conservation Area and the biodiversity of the site. The site is not particularly well connected to local services, and would offer no new services.

Option 3: (allocate for 69-70 dwellings): This option would result in lower levels of housing and affordable housing, but larger amounts of publicly accessible open space. It would have the same limitations as Option 2 in terms of the conservation area, biodiversity and access to / provision of local services.

Option 1 is therefore the preferred option.

### Site DPD 2012

As there has been no material change to the relevant planning policies, the original judgement that no development should be allowed on Ruskin Fields 463 site stands.

Therefore, there can be no change to original assessment.

A copy of the report is provided as an Appendix below.

Whereas the green surround of the Old Headington "Village in a City" is not formally green belt, it fulfils all those functions, this development would result in the loss of a prominent part of the "green belt" surrounding Old Headington as articulated in this finds support in NPPF (Chap 13, p.133,p.134) where Ruskin Fields and the Old Headington green fringe fulfils four out of five of the purposes of the green belt:

to check the unrestricted sprawl of large built-up areas

- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns;

Oxford Preservation Trust owns the Barton Triangle field, and has recently acquired Larkin's Field in recognition of its importance:

## Appendix - Ruskin Field SPE19 against the OHCA Criteria

The following matches the contents of the Old Headington Conservation Appraisal (OCC) with the proposed site allocation:

Conservation Area Appraisal	<b>Positive?</b>	Comment
The greenery of the area is provided by a wealth of tall trees and other foliage, mostly in privately owned gardens.	*	Loss of mature trees
Later infill development has largely been of a small scale and in-keeping with the village character of the area, or is otherwise discreetly placed to not intrude into views through it.	*	Impossible on this plot of land.
The fragments of green fields within the conservation area contribute to the rural character of the village and provide a green setting with, hedges and hedgerow trees in views from roads and footpaths looking over to the rolling countryside of South Oxfordshire to the north.	*	Will destroy views
The importance of these fields to the green setting of the village was recognised by the acquisition of several of them by Oxford Preservation Trust	*	Ruskin Fields are part of these fields
Positive Chars		
Lack of significant intrusion from later infill development	*	Significant intrusion
Green surroundings provided by mature trees and gardens	*	Required removal of trees
Green and open spaces contribute to rural character and setting	*	Will be lost by any development
Quality of views through the area		Total destruction

Visual connection with the countryside		
Vulnerability		
Development that undermines the distinctive character or appearance of the area		Will destroy Stoke Place, fields, views
Loss of green and leafy character through depletion of the mature tree stock and hedgerows	*	As Above
Loss of rural character through depletion of green open space, roadside verges and hedgerows and views out to rural setting	*	As Above
Biodiversity		
Spatial Analysis		
Much later 20th century development is inconspicuously located away from the main routes in small cul-de-sac developments.	*	Will be very visible from Stoke Place
Small fields cut-off from the wider countryside by the ring road provide the rural setting of the village.		Total Destruction As above
There are numerous significant views through, out of and into the conservation area which benefit from the framing of well defined street frontages, the focus on landmark buildings or grouped frontages, as well as vistas of formal parkland or out to the green setting.	*	Total Destruction As Above
Rural Lanes		
These include interesting historic lanes with a rural character, such as Stoke Place, St Andrew's Lane and Larkin's Lane	*	Stoke Place is the only green lane
These buildings take a variety of forms but their agricultural purpose is normally readily understood by the onlooker as a result of original features such as their barn or stable doors, distinctive window forms and absence of lighting to upper floors or attics. As such, they make an important contribution to the rural character of the conservation area.	**	Light pollution from development would destroy area, total loss

Materials, Style and Features		
Green Fields		
The green spaces in this character area are important in views to the conservation area from outside its boundaries.	*	Total destruction
The fields are enclosed by hedgerows of native tree varieties with occasional taller hedgerow trees, which provide an important wildlife resource, as well as providing structure and vertical interest in views.	*	Hedgerows part destroyed
The lane follows a sinuous course with a series of views opening along its route.	*	Severely impacted
Oxford Preservation Trust manages some of these fields to preserve their contribution to the village's green setting.	*	Will destroy OPTs efforts to retain rural setting of village.