

OTFORD, ARCHBISHOP'S PALACE

OPTIONS APPRAISAL

FOR SEVENOAKS DISTRICT COUNCIL

AUGUST 2017



CANTERBURY  
ARCHAEOLOGICAL  
TRUST LTD

**Drury McPherson** Partnership

*Historic environment policy and practice*

**D.R. NOLANS & CO**

CHARTERED QUANTITY SURVEYORS



Oxford, Archbishop's Palace  
Options Appraisal

Sevenoaks District Council – Client

Thomas Ford & Partners – Architect

Drury McPherson – Historic Environment Policy and Practice

Canterbury Archaeological Trust – Archaeologist

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- A. Feedback from Public Consultations held on 20 February and 28 February 2017
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- C. Conservation Statement



## 1. INTRODUCTION

- 1.1 The team led by Thomas Ford & Partners was appointed by Sevenoaks District Council in November 2016 to carry out this Options Appraisal.

The scope and objectives of the Options Appraisal are set out in the brief:

*Scope of Options Appraisal:*

*The Options Appraisal will define long term sustainable solutions for a Scheduled Monument, Otford Palace, which will be compatible with preservation and enhancement of the heritage value, will enhance the Palace as a tourist destination and can be implemented in phases or as discrete projects.*

*Objective of Options Appraisal:*

*Sevenoaks District Council is seeking to commission a consultant to undertake research and consult with partners to produce an illustrated report to describe a recommended strategy for the delivery of future sustainable management of the Scheduled Monument, Otford Palace.*

The brief sets out thirteen core outputs and our response to each of these is included in Section 2 of this report. Our approach to the site and buildings is described in annotated drawings which are organised under the following headings:

3. The Site
4. Existing Buildings
5. Proposed Options

We draw your attention to Section 2.8 'Cost of Works & Market Assessment', which identifies the market value and viability of the options reviewed. This assessment is critical in determining the choices available to the Council and local community. Note

that construction costs are based on DR Nolans cost estimates; development values on Colliers International assessment (Section 2.8 of this report)

The outcome of this process of consultations, analysis and design development is set out in Section 6 – Conclusion and Recommendations.



Study model of the standing remains

## 2. CORE OUTPUTS

### 2.1 Consultation

#### 2.1.1 Consultation took place as follows:

Time	Consultee	Notes
<b>Monday 20 February</b>		
10am-11am	The Archbishop's Palace Conservation Trust CIO  Refer to Item 2.1.2 below	'A Safe Pair of Hands', paper submitted by The Archbishop's Palace Conservation Trust
4pm-5pm	Oxford Society	Declined to meet
6pm-9pm	Public drop-in consultation (1 of 2)	See Appendix A for record of feedback received at public consultation.
<b>Tuesday 21 February</b>		
10am-12 noon	Historic England/SPAB	See letter from Paul Roberts, Inspector of Ancient Monuments dated 20 March 2017 in Appendix 4.
<b>Tuesday 28 February</b>		
10am-2pm	Public drop-in consultation (2 of 2)	See Appendix A for record of feedback received at public consultation.

<b>Tuesday 7 March</b>		
9pm-10pm	Sevenoaks District Council Members & Officers:	<b>Agenda:</b> SDC objectives Lease Funding Legal constraints Programme
1pm-2pm	Darent Valley Partnership	Refer to Item 2.1.3 below

### Summary of Public Feedback

2.1.2 Responses were received from a total of 36 local residents who completed feedback forms. Full details of feedback received are available on request. A representative selection is given below:

Q1 Why is the Palace significant to you?

*It is the most important historical site in Oxford and one of the most important Tudor sites in the country.*

*Part of the character of our historic and beautiful village.*

Q2 What level of public access do you think should be provided?

*Access to the roof for views would be great, but may be incompatible with eventual use.*

*Same as current – is accessible and free.*

*External viewing and if possible some internal access with supporting information/displays.*

*As much as is feasible.*

Q3 What local needs could be served by the accommodation available in the Palace Gatehouse and Tower in future?

*Heritage Centre and Office for Parish Council.*

*Possibly moving the Heritage Centre as long as that would free up the two semis currently serving the Heritage Centre for private dwellings.*

*Darent Valley Information Centre.*

*Residential.*

*Darent Valley will need to define itself as a tourist destination to protect against encroachment. In the long run, Oxford palace would be a central part of that. In the short term, meeting space, space for parish council, historical society.*

Q4 The Gatehouse: What do you think about part or all of the space being used for these purposes: Private residential; holiday let; visitor centre; community meeting space, other?

(Out of 33 respondents, 12 preferred a visitor centre as the primary use, 9 preferred private residential).

*Visitor Centre possibly but traffic generation needs careful consideration.*

*Yes, to private residential, holiday let, visitor centre and sheltered housing. Plenty of community meeting space now.*

*Private residential.*

*Community meeting space, visitor centre. Prefer not private residence.*

Q5 The Tower: What do you think about part or all of the space being used for these purposes: Private residential; holiday let; visitor centre; community meeting space, other?

(Out of 31 respondents, 12 preferred a visitor centre as the primary use, 8 preferred private residential use).

*Interior to be (as far as possible) brought back to original.*

*Not private residential or holiday let, but Heritage Centre etc.*

*Private residential.*

*Visitor centre or community space.*

Q6 Would you agree with new accommodation being added to the Tower or Gatehouse in order to generate revenue for the maintenance of the buildings?

(Out of 32 respondents, 10 supported new accommodation being added, 12 gave qualified support, and 9 opposed this).

Q7 Please add any other comments:

*If it is financially possible to sustain it would be wonderful to be able to use the tower for public use. This would involve public access onto Palace Field.*

*It seems to me that this is a once a lifetime chance for the village to 'own' our little piece of history – lets go for it.*

*I am very concerned by the idea that Sevenoaks DC will transfer all responsibility for upkeep, insurance etc. to local residents. I would hate to see the remaining buildings fall into ruin again, but doubt the financial viability of the site being a visitor attraction. On that basis, making the buildings into housing like the linking cottages would seem the easiest way to keep them structurally sound and – ideally – “listed” to prevent fundamental changes to the historic buildings. Any moves to make the site into a tourist attraction would also have an unwelcome impact on limited parking and already busy roads.*

*The likelihood of this generating sufficient income to make it financially viable without ruining the location and setting is very low. Additional cars and coaches will create huge problems in a village already challenged for parking.*

*There simply is not enough here to be a visitor destination let alone providing any sensible access to the site. Cars/ coaches cannot be allowed onto the site.*

*Consider asking the Parish to increase its precept – i.e. to raise funds for the benefits of all the village.*

*The Palace field could be usefully used – for markets, events (jousts?) fete etc. – perhaps the foundations indicated by brick outlines and a garden created or park area.*

*Providing an income stream to maintain and manage this resource is key. The Palace field could help with this for farmers’ market, fetes, church events (weddings?), plays and film shows in the summer, for example.*

*This is a unique site for the Darent Valley and also Sevenoaks and must be preserved. A small museum and exhibition centre to display the rich history of the area would be welcome.*

*I understand the need for income but the site could be ruined by development.*

## Substantive Proposals Received

### 2.1.2 Archbishop's Palace Conservation Trust CIO

In 2016, The Archbishop's Palace Conservation Trust CIO, an incorporated charitable trust with local trustees, was formed with the stated intention of devising a beneficial and sustainable future for the Palace site and its buildings. Members of the Trust explained their vision in a consultation meeting and issued a document, 'Moving Forward' (April 2017) setting out their approach:

#### **What are our aims?**

- In the short-term, to restore the interior and exterior of the tower and gatehouse structures, returning them to a memory of their original form.
- In the long-term, to utilise the site as an information and learning centre about the heritage of the Darent Valley and its many sites of interest.
- To transform the whole site so that it provides an attractive and welcome addition to the heritage of the Sevenoaks region, encouraging village involvement and renewing community pride in its history.
- To provide a key service to the tourist industry of North West Kent and bring benefits to the community of Otford by generating additional income to many of the village retailers, pubs and eating places.

They propose to convert the tower into a visitor centre with office space for the Parish Council, a 'Tudor Room' and provide lift access.

The gatehouse would become an education centre with the upper levels adapted for short term residential use. A green car park would be introduced by the Sevenoaks Road. Information boards, mazes and a knot garden would be introduced into the Palace Field. The Trust propose to manage the site and buildings. Their ambition is to curate fee paying exhibitions and produce 'major historic themed events'. Income would be generated by leasing office space in the tower to the Parish Council and from letting residential accommodation in the gatehouse.

Additional revenue would be generated from:

- Entrance fees
- Sales in the shop
- Exhibitions, e.g. on Samuel Palmer, the writing of the English Prayer Book, the Roman villas of the valley etc.
- By holding public events in Palace Field, e.g. historical re-enactments, celebrations and tournaments or a Tudor-themed Christmas market.
- Wedding receptions and private events will also be encouraged, subject to Historic England permission.
- Parking

Access to Palace Field, the information centre and shop would be free of charge. The Trust have given careful consideration to the potential for charging admission to parts of the buildings.

Capital funding is anticipated as follows:

Stage 1: Restoration phase:	Est. £2.3m	Funded by the Heritage Lottery Fund
Stage 2: Dressing & furnishing	Est. £50,000	Contributed to by Architectural Heritage Fund and other sources such as crowd funding
Stage 3: Operational running	Est. £36,000	Financed through rentals, & association with SDC Tourism division
Reserve fund and Future enhancement		entrance, reservations, sales and events

An outline programme envisages that the Trust's plans would be fully implemented by year 4.

### 2.1.3 Darent Valley Landscape Partnership

A meeting was held with the Darent Valley Landscape Partnership (DVLP), who subsequently issued an extract from their document: "The Hidden Palace – Otford's own Hampton Court".

The Partnership receives funding from the Heritage Lottery Fund and is led by the Kent Downs Area of Outstanding Natural Beauty Council.

The Partnership identifies the Archbishop's Palace as "one of the most significant heritage features in the Darent Valley" and proposes to stabilise the tower, so that it can be removed from the Buildings at Risk Register. A use for the tower will be sought that both engages with the local community and respects the building's heritage, importance and sensitivity. The Trust identifies the proximity of the Palace to the North Downs Way, Darent Valley Path and Oxford train station and notes links to its other DVLP projects.

- 1C Inspired Landscapes
- 2A Peeling Back the Layers
- 3A Heart of the Valley – The Darent Valley Path
- 3B Gateways to the Valley
- 3C Telling the Darent's Story
- 3D Reducing the Pressure
- 5E Future Skills

(P12 of 'The Hidden Palace').

'A Document of Intentions' prepared by the Archbishop's Palace Conservation Trust (November 2016) is appended to the document, an earlier draft of 'Moving Forward' (see item 2.1.3 above).

The delivery lead for the project is identified as Emma Burdett of Sevenoaks District Council.

The significance of the site as a Scheduled Ancient Monument and comparative local ignorance of its importance is noted. The report explains the history of development of the Palace. Local concern at the deteriorating condition of the tower, emergency repairs undertaken by SDC and the search by the Council and local community for a sustainable use for the buildings that would ensure future maintenance are all described. Inclusion of the Palace in the funded proposal by the DVLPs was a catalyst for review of options for the future of the Archbishop's Palace site, of which this Options Appraisal is part.

The establishment of the Archbishop's Palace Conservation Trust Charitable Incorporated Trust (CIO) was initiated by the local community, who see a role for the site in explaining the wider historical, geographical and cultural context of the Darent Valley.

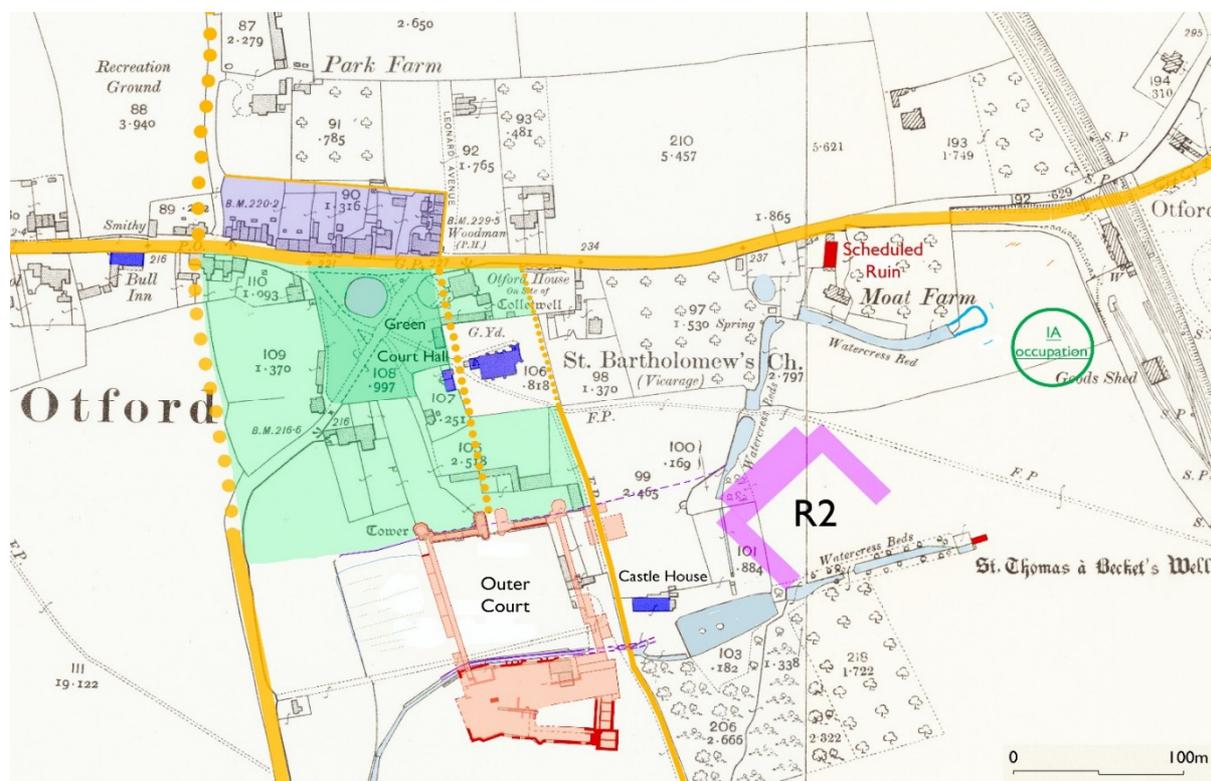
Awareness-raising and interpretation initiatives are identified, from engagement with curators at Historic Royal Palaces to providing online resources, information panels at Oxford train station, signage, guided walks and re-enactment events. Outputs, outcomes and risks from the DVLP proposal are summarised in table form. Completion of the Partnership's objectives is programmed for \*\*\*

## 2.2 Statement of Significance

2.2.1 This section is a summary of the Conservation Statement; the full text is available on request.

The origins, development and decline of Otford Palace

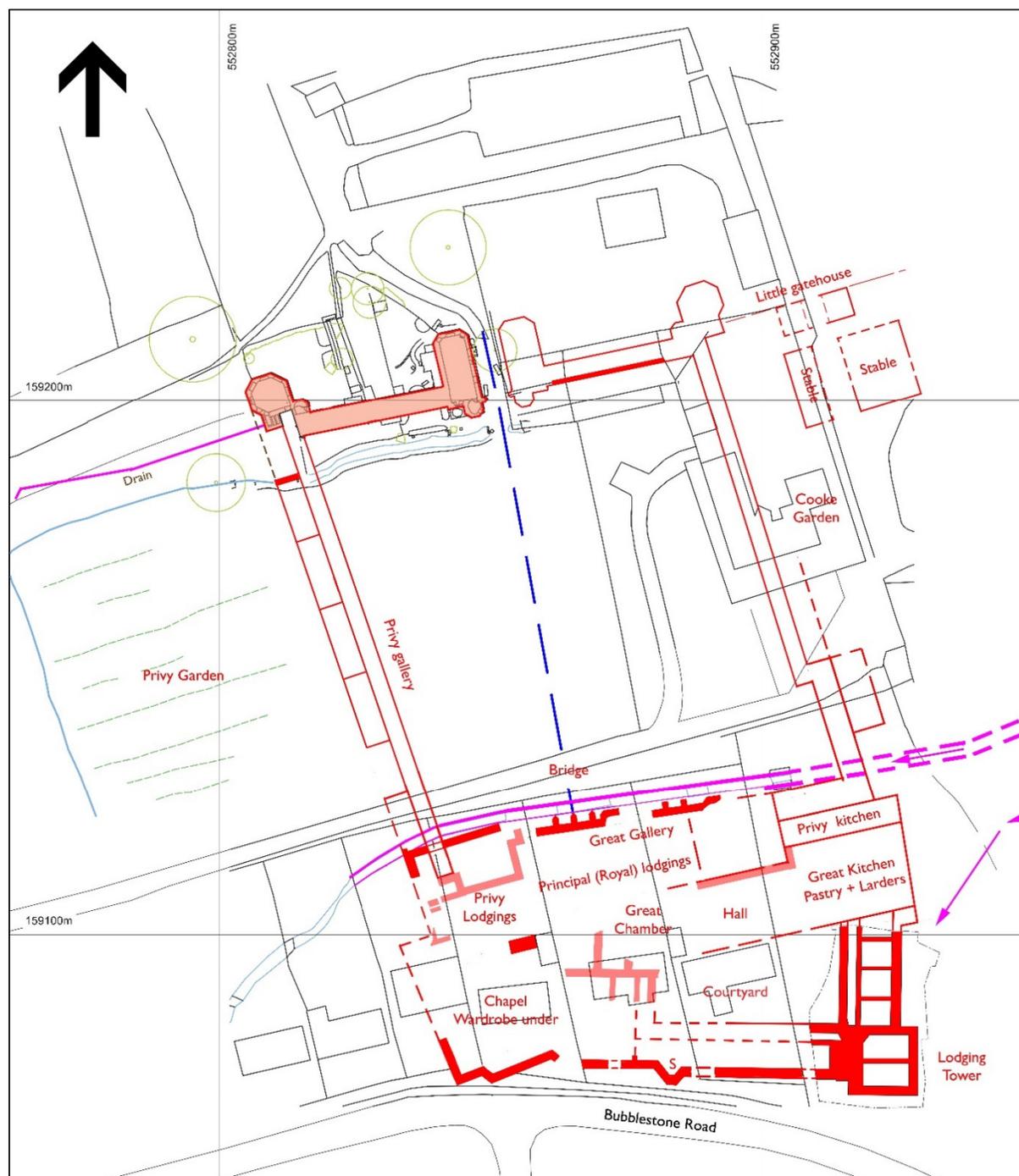
2.2.2 Otford lies at the point where the Darent valley is crossed by the Pilgrims' Way (the current Otford High Street) running along the base of the North Downs escarpment. This has been a favoured location for people to settle since prehistoric times, on the spring line at the base of the chalk. By the mid-late iron age there was a high-status community at Otford, which after the Roman conquest in AD43 was reinvented as an estate based on successive Romano-British villas.



*Otford palace in its early 20th century context, showing historic features including the later of the two successive villas (R2). Selected historic buildings blue; existing green tinted mid-green; putative earlier green tinted light green; probable early tenements tinted blue.*

2.2.3 King Offa granted the Saxon royal manor to Canterbury Cathedral in 791. The manor house was established on its medieval site, on the gently rising ground east of the Darent, in or by the 11th century. It became a moated house of comparatively modest (but growing) size until William Warham (b1450? – d1532) became archbishop in 1503. He began to rebuild it on a palatial scale, perhaps beginning around 1508, probably with a major extension to the south-east corner, in the process extending the moat, and culminating in the addition of a large outer courtyard, probably c1520-25, certainly complete by 1526. Henry VIII forced Archbishop Cranmer to sell the palace to him in 1537. Works followed to adapt it for royal use, the details of which are unclear save that the moat was filled, and the medieval water management system adapted by incorporating culverts to sluice the garderobes and drain rainwater.

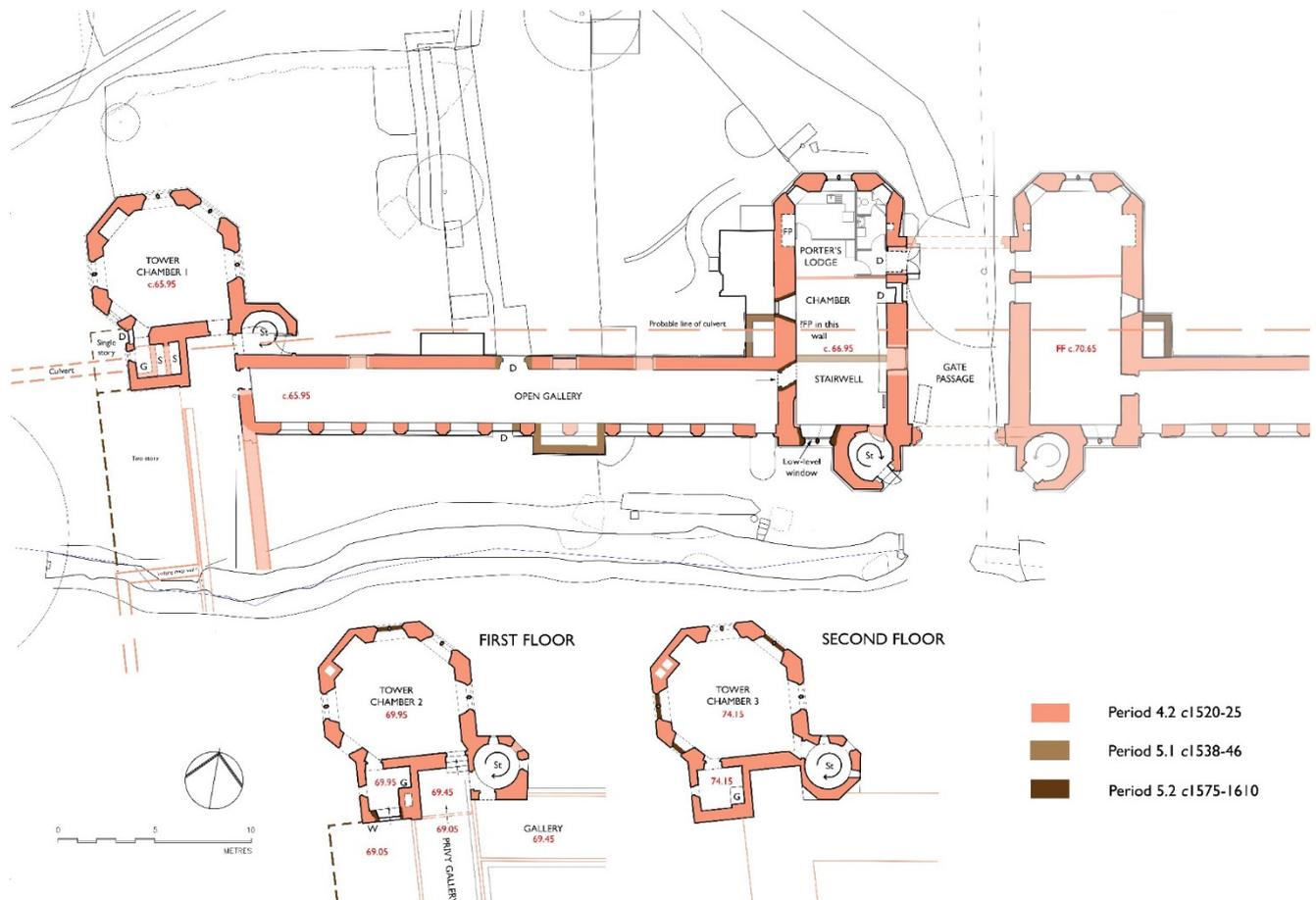
2.2.4 The footprint of the inner palace buildings is defined north and south by walls preserved as parts of the boundaries of modern houses, and its approximate outline on the east is evident from excavations in 1974 and geophysical survey. Apart from retained elements of the chapel and great hall (which probably account for the irregular plan), all was rebuilt by Warham in stone but otherwise similar to the surviving parts of the outer court.



Overall plan of the Tudor palace against a background of modern topography; 100 m grid superimposed. Standing buildings shaded orange; excavated or standing walls shown solid red; recorded but unverified walls shown in red tone; culverts in purple. The dashed blue line joins the entrance gatehouse to the moat bridge. The western half of the north range of the outer court survives up to first floor level, and the north-west tower approximately to roof level.

2.2.5 The outer court presented an impressive, mostly brick, façade to visitors, probably approached by an axial drive through what was likely a larger green than now, in which

the church and Court Hall stood. The entrance front had three-storey octagonal towers to the corners and a deeply-projecting gatehouse to the centre; all contained high-status lodgings, plus accommodation for the gatekeeper adjacent to the entrance passage. They were connected by narrow ranges containing a lower gallery, of brick with open arcades to the courtyard, and an upper gallery, enclosed and timber-framed. The long sides of the trapezoidal courtyard were similar, although the western outer wall, at least, was wholly timber-framed. Flanking it, the plan of a documented lodging range has been traced from geophysical survey; it existed by the time of Henry VIII's acquisition in 1537.



*Phased and partly reconstructed floor plans of the surviving elements of the north outer courtyard range; historic floor levels above ODN in red*

2.2.6 The entrance courts of other archiepiscopal and secular great houses of this period generally had lodgings arranged around corridors. The entrance court at Otford, however, was highly unusual in having, for the most part, two-tier corridor galleries without the lodgings. Structures like this began to be constructed to take exercise and enjoy the views over gardens and the surrounding landscape from the beginning of the century; at Otford the privy garden lay to the west and the productive garden to the east, and its scale may suggest that the courtyard itself had something of a garden character.

2.2.7 After Henry VIII's death, the upkeep of Otford was neglected, and eventually, in 1601, Elizabeth I sold it to Sir Robert Sidney, whose family were hereditary keepers of the palace, with apartments in the north-west end of the outer court range. Unlike the rest of the palace, this had been maintained, in effect as a separate house, and minor

alterations made. The evidence for some of these remains in the fabric, including the enclosure of the lower gallery, provision of a chimney stack and adjacent doorway on the south side, and the addition of a garderobe tower in the angle with the gatehouse.

- 2.2.8 Around 1605-10, Sidney seems to have employed John Thorpe, an eminent surveyor of land and designer of buildings, to plan changes to the gatehouse. Thorpe's sketch plan of a new straight flight stair in its south-west rooms survives, and the raising of the window in the south wall to cut across first floor level shows that it was indeed built. Extensions against the west side of the west gallery, and a doorway cut through the (now disused) garderobe block of the north-west tower to connected with one of them; the roof scar is still evident on the tower. The doorway inserted into the middle of the north front of the gallery, associated with a lost porch, was presumably the front door to Sidney's somewhat unusual house.
- 2.2.9 Sidney's enthusiasm for Oxford was short-lived. In 1618/19 he sold the estate to Sir Thomas Smith. Most of the palace was demolished, and down to the 20th century he and his successors let the estate to tenant farmers. The north-west range, however, owes its escape from demolition to Sidney's use of it, and subsequently probably use as a farmhouse until the roof of the tower failed around the middle of the 18th century. Thereafter it was abandoned and the rest of the range was adapted as farm buildings.



*The north-west range of the outer court as it currently exists; note the base of the chimney stack added in the centre of the south front and the stair window in the south wall of the gatehouse. The upper floor over the gallery was built c1914*

- 2.2.10 From the 1880s the plight of the north-west range ruins became a matter of antiquarian concern, and the Society for the Protection of Ancient Buildings began an involvement that continues to this day. The thatched roofs of the gallery and gatehouse, in agricultural use, were destroyed by fire in 1914. In rebuilding, an upper storey was added to the former gallery, which was divided into three small cottages, while the gatehouse remained a barn. As development pressure grew, the buildings and adjacent land were purchased by Sevenoaks RDC in 1935, and the tower was repaired under William Weir's direction in July 1936. The struggle for preservation of the site generated national interest, but nonetheless the site of the moated core of the palace was laid out as part of a housing estate. The first three houses were built by 1936. Since then the condition of the tower masonry has been a matter of periodic concern, resulting in major repairs in 1955, 1982, and 2015.

The significance of the surviving remains

2.2.11 The palace site and extensive precinct areas to the east and west are scheduled as a monument, and therefore are recognised as being of *exceptional significance* at the national level, as are Castle Cottages and the surviving part of the former gatehouse, by virtue of being listed in grade II\*, placing them in the most important 8% of listed buildings nationally. The following paragraphs seek to explain why they are considered to be of such significance, at the national level and locally at the core of the Oxford Conservation Area.

*Archaeological/ Evidential values*

2.2.12 Oxford Palace is of *exceptional significance* for the picture it gives, even in our current limited state of knowledge, of one of the outstanding buildings of its generation. The significance of the site includes the archaeological potential, in combination with documentary evidence, more fully to understand the layout and form of its buildings, especially those of the inner moated core; as well as the evolution of the manor house that preceded it, and indeed if and how that was influenced by the earlier, exceptional Romano-British landscape. All the surviving upstanding structure and buried archaeological deposits prior to the early 17th century is therefore of *exceptional* evidential value.

2.2.13 Specifically in relation to the surviving structure of the outer court north range, evidential value lies in the surviving fabric and plan form, the evidence for early adaptation and change in the later 16th and early 17th centuries, the architectural elements including windows, doors and fireplaces, and the evidence in the structure for missing elements, principally glazing, floor and roof frames, stair treads, and internal wall finishes, despite some of these being to a greater or lesser extent compromised by successive phases of alteration and repair.

2.2.14 The evidential value of later, agricultural changes to the surviving parts of the north range is at best of *some* value in helping to understand the decline of the buildings and the pattern of survival.

*Architectural/ Aesthetic values*

2.2.15 The *exceptional* architectural values of Oxford Palace are carried primarily by the surviving 16th century elements of the outer court range, demonstrating the architectural style and (highly unusual) detailed form and quality of Warham's outer court, one of the outstanding buildings of early 16th century England. Although variously repaired following stone decay, all the windows and doors in the standing structure survive and some of the windows retain their ferramenta. The only missing element is the parapet and the stair turret which gave access to the roof.

2.2.16 The only other phase substantially represented today is the 1914 reinstatement of an upper floor to the gallery range and re-roofing of the fragment of the gatehouse, both well-mannered interventions which do not detract from the significance of the Tudor work, but in themselves are of *little significance*.

2.2.17 The ensemble has *considerable* fortuitous aesthetic value, enhanced by the pre-war planning scheme which has placed the remains of the north range in a sequence of public open spaces extending from the Green to Bubblestone Road. This is the heart of the character of Oxford Conservation Area. The streams which originated in the medieval water management system add to its charm. The domestic gardens on the north side of the cottages do not detract from this quality, rather they convey some of

the incidental charm beloved of 19th century illustrators, of countrymen living among the wreckage of past greatness (or over-weening ambition). However, it, and the ability to appreciate their formal architectural quality, is seriously compromised by the suburbanisation (one) and total abandonment (two) of the cottage gardens south of the building.

- 2.2.18 The situation of the upstanding remains of the perimeter walls of the former moated island, bounding gardens of pre- and post-war 'cottage-style' detached houses, the front wall pierced by driveways, is bizarre. Their presence is *intrusive* both visually and archaeologically (though this is the result of historical accident; no blame attaches to the current owners).

*Historic Values*

- 2.2.19 The historic interest of Oxford derives above all from its ability to illustrate the form and layout of a late medieval episcopal palace of the first rank, comparable with Wolsey's Hampton Court and although fragmentary, not overlain by later buildings of yet greater scale. Alongside the documents, it sheds light on the character and ambition of Archbishop Warham, arguably in competition with Cardinal Wolsey at Hampton Court. This is of *considerable significance*.
- 2.2.20 The antiquarian concern for the fate of the place, the actions taken (and not taken) both locally and nationally in a range of difficult circumstances, and the physical outcomes in the form of 20th century interventions to the site and its setting, provide a particularly interesting illustration, in conjunction with the archive material (especially in the SPAB files), of the struggle for the conservation of historic places through the twentieth century. This is certainly of *some significance*.

*Communal Values*

- 2.2.21 When Oxford Palace was built it was not only the dominant building in the area but also the most important in social and economic terms, as the centre of the manor and estate. While no longer fulfilling that role, it nonetheless ranks highly in the identity of Oxford and its community today, witnessed by the Oxford Heritage Centre, the palace model, and the range of publications on offer. This is of some to *considerable significance*.

## 2.3 Assessment of Vulnerability, Condition and Future Repair Needs

### 2.3.1 Building Condition

Following two extensive programmes of repair undertaken in the last two years the Palace tower is in a much better position than it was 5 years ago. Prior to repair the roof had partially collapsed, internal brickwork was collapsing around the stair turret and garde robe, and there was continuing loss of external pointing and brickwork caused by extensive Portland cement pointing. In addition Portland cement-based repairs to masonry elements, particularly quoins and window openings, was causing the disintegration of historic masonry, and elements of the fabric were in danger of collapse.

### 2.3.2 Current repair issues, with prioritization of proposed works

Today the condition of the tower is much better, with all the significant urgent repair issues tackled, including the repair of the roof, rebuilding of internal brickwork and

masonry and the almost complete repointing of the tower in new lime-based mortar. In addition, most of the Portland cement-based repairs have been replaced and lime concrete installed over exposed elements to reduce decay. Finally, temporary propping has been installed internally to fireplaces and openings to support fabric which might decay in the next few years. The final part of the works was to make the tower pigeon proof which will dramatically reduce the maintenance burden.

### 2.3.3 Access

Physical access to the buildings will be required for maintenance purposes. The design of roofs should facilitate safe access from inside the building for regular inspection and maintenance. Access to the exterior of the fabric for re-pointing or re-painting will require scaffold access.

### 2.3.4 Future Management

The ideal mechanism for ensuring future repair of the building fabric would be for the responsibility for this to be invested with the Council or a trust. A management regime could then be established for the repair and maintenance with a complementary educational programme. A tenant such as the parish council could be given responsibility for maintenance of their element of the accommodation, but this approach could be undermined by lack of resources. If the buildings were transferred to private ownership, the obligation for maintenance could be defined by covenant, perhaps with oversight, for a fee, by the Council to ensure that this is satisfactory. If the buildings were transferred to a trust or private ownership, a mechanism would be required to deal with the possibility of maintenance being unsatisfactory or financial failure.

### 2.3.5 Future Repair Needs

The recently completed works were intended to stabilize the monument for the short to medium term, say 5-10 years, while a longer term strategy for use and repair was organized and funded. Although the fabric of the monument is not vulnerable currently, continuing small scale repair will be needed, such as minor pointing, clearing the roof, and checking temporary propping to ensure stability is maintained. If no future use is found for the monument, then major repair will be inevitable in 25 years' time, when the roof covering will need replacement and further conservation repair will be required.

## 2.4 Assessment of Archaeology

2.4.1 The Canterbury Archaeological Trust has worked closely with Drury McPherson to correlate data from the following sources, to support authoritative interpretation by Drury McPherson:

- Masonry footing excavated by Philp
- Upstanding masonry recorded by Philp
- Ordnance Survey plan
- Measured survey of the standing remains commissioned for this report
- Masonry survey by CAT using GPS
- Parch marks visible on 2003 Google satellite Imagery
- Garden features visible on Lidar

CAT have interpreted this existing and new data to create a layout of the north, or outer court. In this process of recording and interpretation, they have worked closely with

Drury McPherson, who have integrated their research into the Statement of Significance (see Section 2.2 of this report).

## 2.5 Draft Conservation Policies for the Site as a Whole and its Component Parts

### ISSUES AND RECOMMENDATIONS

#### 2.5.1 Introduction

This section is intended to inform the long-term future management of the site of Oxford Palace. It considers, principally, ways in which the significance of its remains might be sustained primarily through conserving its fabric. It identifies opportunities to better reveal and recover significance, and seeks to identify, at strategic level, the heritage constraints and opportunities on its development and ongoing management.

***Recommendation 01 The assessments of significance set out in this conservation statement should be used to inform decisions about the future management of Oxford Palace.***

- 2.5.2 As well as planning control, the site is subject to overlapping statutory protection regimes, being variously scheduled (where almost all works require consent from the Secretary of State for Culture, Media and Sport, advised by Historic England), listed in a high grade (where works affecting character require consent from the local authority advised by Historic England) or being within the Oxford Conservation Area. Regulations concerning protected species, particularly bats, are also relevant.

***Recommendation 02 Scheduled monument consent should be sought for any works affecting the fabric of the scheduled areas not covered by Class Consent.***

***Recommendation 03 Listed building consent should be sought for any works that affect the character of the listed buildings not subject to the need for scheduled monument consent.***

***Recommendation 04 Planning permission should be sought for any works constituting development.***

***Recommendation 05 Protected species (including bats) should be safeguarded; specialist advice should be sought in advance of any works to buildings, landscape or trees and appropriate surveys, licences and mitigation measures provided where necessary.***

***Recommendation 06 Where protected or notable species (including bats) are found during building, landscape or tree works, the works should halt immediately and advice from Natural England should be sought.***

- 2.5.3 Towards a strategy for the conservation of the outer court

*National planning policy for heritage assets*

- 2.5.4 National planning policy in relation to designated heritage assets and their settings is set out in the *National Planning Policy Framework* (NPPF, 2012). Its over-arching aim is that there should be 'a presumption in favour of sustainable development' (para. 14). One of the three dimensions of sustainable development is environmental, and this

includes *'protecting and enhancing the ... the built and historic environment'* (para.7). Included in its core planning principles is the statement that planning authorities should *'conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations'* (para. 17).

The NPPF advises local planning authorities that: *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification... Substantial harm to or loss of designated heritage assets of the highest significance, notably ... grade I and II\* listed buildings ... should be wholly exceptional'* (para 132).

*Local planning policy for heritage assets*

2.5.5 Local planning policy is currently set out in Sevenoaks District Council's adopted Core Strategy (February 2011, in course of review). Policy SP 1, 'Design of New Development and Conservation' includes *'The District's heritage assets and their settings, including listed buildings, conservation areas, archaeological remains, ancient monuments, historic parks and gardens, historic buildings, landscapes and outstanding views will be protected and enhanced.'*

2.5.6 The Council's *Allocations and Development Management Plan* (February 2015) Policy EN4, Heritage Assets, provides more detail:

*Proposals that affect a Heritage Asset, or its setting, will be permitted where the development conserves or enhances the character, appearance and setting of the asset.*

*Applications will be assessed with reference to the following:*

- a) the historic and/or architectural significance of the asset;*
- b) the prominence of its location and setting; and*
- c) the historic and/or architectural significance of any elements to be lost or replaced.*

*Where the application is located within, or would affect, an area or suspected area of archaeological importance an archaeological assessment must be provided to ensure that provision is made for the preservation of important archaeological remains/findings. Preference will be given to preservation in situ unless it can be shown that recording of remains, assessment, analysis report and deposition of archive is more appropriate.*

2.5.7 The *Oxford Conservation Area Appraisal and Management Plan* was adopted as informal planning guidance in 2010 and emphasises the need for contextual design: *'All development in the conservation area, must respond to its immediate environment and context, in terms of scale, density, form, materials and detailing.'*

*The north-west tower*

2.5.8 The most pressing conservation issue at Oxford Palace is to find a long term sustainable future for the north-west tower, which we suggest, in line with the *Conservation Area*

*Appraisal and Management Plan*, would best be achieved by bringing it back into sympathetic use. The extant elements of the north range have survived because they continued to be used after the majority of the palace was abandoned and dismantled. Hasted notes what must have been the demolition of the upper parts of the gatehouse and abandonment of the tower following the failure of its roof around the middle of the 18th century. It is a reasonable assumption that by then their utility value did not justify their full repair, only a thatched roof over the most easily utilised parts. Had it not been for the cultural value increasingly attributed to historic structures from the late 18th century onwards, the same approach would have continued.

- 2.5.9 The key point is that these structures survived the otherwise complete demolition of the palace through adaptive re-use, and that use ceased, for the tower, once repair was no longer considered worth the cost. Neither the abandonment of most of the palace nor the abandonment of this tower a century and a half later are the results of historically-significant events, but rather functional redundancy. Moreover, it has become clear over the course of the past century that while its heritage values have been recognised as high, indeed exceptional, they have not been exceptional enough financially to justify the intensive and sustained maintenance that a roofless ruin needs if its significance is to be sustained. It was rejected by the Office of Works for Guardianship in the 1930s and there is no more realistic prospect of it being taken into the English Heritage 'national collection' in the future. The local authority has owned the building in the public interest since 1935, but historically it has struggled to meet the cost, delaying repair until public pressure or public danger made intervention essential. Now that the structure has been substantially repaired and at least temporarily roofed, an alternative approach to its long-term future is desirable. That means giving it utility value sufficient to justify its maintenance, provided this can be achieved without material harm to its significance.
- 2.5.10 Given the completeness of the survival of the shell, the significance of the tower need not be harmed by replacing its first and second floors; indeed the scale and space of its chambers could once again be appreciated. The arrangement of the framing has already been worked out in detail from wall sockets for the second floor. In reinstating these, whether the bridging beam were oak or a modern paraphrase in steel, the common joists would logically follow the same size and layout, utilising the original sockets, and in any event all of this structure was designed to be concealed. The line of the string course at structural wall head level is complete on the c1775 engraving and clear in the 1934 photo, particularly on the garderobe tower. The roof framing would be expected to follow that of the floors below and the roof is known to have been leaded. The sockets for the stone stair treads remain clearly defined. Doors and windows can be repaired from the evidence still present, even as to which lights had opening iron casements and internal timber shutters. Windows blocked early – one of the few obvious traces of later 16th/ 17th century use – could remain so. Thus far is authentic restoration possible without resorting to speculation.
- 2.5.11 Externally the only details for which detailed evidence is lacking are the form of the parapets, the turret covering the head of the stair (beyond the octagonal plan of the latter) and the form of the chimneys and garderobe vent shafts (which would normally appear like a second stack of chimneys). Rebuilding above the string would therefore best appear as modern construction, clearly different from but sympathetic to the original; functional requirements as well as inference from what is below would necessarily include a parapet of safe height, a turret to access the roof, and (if the use

were residential) a stack of chimneys, and possibly of vents from bathrooms or similar in the garderobes.

2.5.12 Residential was the original use and is the most obvious new use, but any use which fits the historic spaces and generates value sufficient to maintain the building would be appropriate. Modest extension on the line of the former west range and early 17th century extensions could both protect the vulnerable, once-internal areas and help indicate the original context of the tower in the corner of a courtyard.

2.5.13 This approach would be consistent with national and local planning policy outlined above. It could secure the heritage asset for future generations by giving it, though use, a utility value that would justify its maintenance, with minimal harm to its archaeological significance (mitigated through prior investigation and recording, and the gain in detailed understanding that would bring), while sustaining and better revealing its architectural significance. So long as its surroundings are not suburbanised in the process, the effect on the picturesque (fortuitous aesthetic) quality of the north range as a whole in the context of the conservation area could be minimal.

***Recommendation 07: The long-term future of the north-west tower should be secured by replacing its floors and roof and bringing it into a use of sufficient value to sustain its future maintenance.***

***Recommendation 08: Lost or decayed structural elements and external details of the north-west tower should be reinstated up to roof level, where full and detailed evidence for them exists; above roof level, where only the elements of the structure, rather than their detail, is known, new work should be undertaken in different but sympathetic idiom. Sympathetic extension on the footprint of the north end of the west range and former 17th century extensions could be acceptable.***

*The remains of the gatehouse*

2.5.14 The gatehouse fragment is in reasonably good condition under a sound 1914 roof, but a roof which fails to suggest the original form or scale of the structure. Internally the building is partly divided by lightweight modern partitions. It has survived in low key uses, most recently by the Girl Guides, and in conservation terms there is no particular reason why it should not continue in this form and similar use.

2.5.15 Given the disparity in significance between its exceptional Tudor structure, the 1914 roof (neutral) and the modern partitions (neutral/ intrusive), it can nonetheless be seen as having potential for other uses and indeed for extension, upwards rather than outwards since its plan is defined wholly by Tudor perimeter walls. At its simplest this might entail extension into the roof void (bearing in mind that the original ceiling height of the rooms was about 3m, rather less than the current height); or more ambitiously extending the footprint upwards, bearing in mind that the early 17th century principal stair was at the south end of the building, lit by the extant south window.

2.5.16 This approach, like bringing the north-west tower back into use, could also be consistent with national and local planning policy outlined above. It could similarly secure the heritage asset for future generations by giving it utility value sufficient to justify its maintenance, with minimal harm to its archaeological significance, while sustaining its architectural significance.

***Recommendation 09: The potential for new uses of the gatehouse could be explored, including extension into the roof, or a new roof at higher level, provided that any***

***extension does not detract from understanding the original form of the building, and preferably enhances it.***

*1-3 Castle Cottages*

- 2.5.17 Each of the three cottages, in residential use and fair to good repair, is in separate ownership. They have curtilages defined southwards by a stream about 7m from the front elevations. The eastern cottage cultivates this space and has created a terrace in front of the gatehouse block, facilitated by an historic doorway being renewed and opened. The others lack direct access, and the spaces are overgrown and unsightly, detracting from long views of the building across Castle Field.

***Recommendation 10: Efforts should be made to secure by agreement with all concerned management of the curtilage of Castle Cottages that takes account of their contribution to the setting of the north-west range as a whole.***

*Ownership, management and presentation of the outer court and surrounding land*

- 2.5.18 The divided ownership of the range, between the Council with the end sections and separate owners of 1-3 Castle Cottages, is a major barrier to presenting the buildings in a unified landscape. It is vital that its ownership and management does not become more fragmented as a consequence of developing the elements in the Council's ownership.
- 2.5.19 The connection, both visual and in terms of public ownership, between the green and the entrance front of the palace was restored in the 1930s by the purchase of the land directly to the north of Castle Cottages. Trees here should be managed to maintain, not obscure views of the palace range.

***Recommendation 11: The vehicle for any scheme which brings the Council's parts of the north-west range into new uses should hold the buildings in the public interest for the long term, and seek though co-operation with other interests (and potentially acquisitions) to extend unified management of elements of the palace site in the public interest.***

***Recommendation 12: The land around the surviving palace buildings in public or charitable control should be managed to help visitors better understand their historic context, particularly through improving visibility on the approach from the Green, and subtly suggesting the framework of the outer court and gardens in the management of Castle Meadow.***

- 2.5.20 Condition and repair needs of the fabric

*The north-west range of the outer courtyard*

- 2.5.21 The condition of the north-west tower was a matter of recurring concern for over a century. Major repairs were undertaken on several occasions, although from the SPAB archive these interventions were generally not followed by routine maintenance, resulting in the loss of a good deal of architectural detail over the past century, as well as detailed evidence for the original form of the structure. Regardless of whether the tower is brought into use, as discussed above, regular routine maintenance, rather than major repairs following periods of neglect, is necessary to minimise future losses.

***Recommendation 13: Following recent repairs, a programme of regular inspection and planned maintenance to the tower and former gatehouse should be devised and***

***carried out, to protect the considerable investment already made in sustaining the significance of the buildings.***

*The area within the former moat excavated in 1974*

- 2.5.22 Most of the surviving structure of the inner court buildings is buried. In the area excavated in 1974 and subsequently acquired by the Council, the wall tops are just below the ground surface, and they are known to extend further north. Continued burial is by far the best means of ensuring their preservation.

***Recommendation 14: The area within the former moat excavated in 1974 should be managed in ways conducive to the preservation of buried structures and deposits, including felling of self-seeded trees whose roots threaten the integrity of buried masonry.***

*The developed parts of the formerly moated area*

- 2.5.23 The scheduled area of the inner courts is, rather unusually, occupied by a row of valuable detached houses in Bubblestone Road set within substantial gardens, each of which represents a north-south slice from the remains of the south curtain on the road frontage to the drain defining the southern edge of the former moat at the rear. Archaeologically (in terms of buried remains), this area is by far the most significant part of the palace remains, and apart from the upstanding walls it is obvious that cover over the remains of others is very limited indeed, with medieval masonry breaking the surface.
- 2.5.24 Most of the standing structure needs consolidation. The work would require scheduled monument consent, and so specification by a conservation professional, and to be undertaken by a specialist contractor. Individually, the effort and cost are not worth the owners' trouble. A cost-effective solution is needed, most probably via a Management Agreement between the owners and Historic England, under Class 8 of the Class Consents Order.

***Recommendation 15: Historic England and the owners of the properties concerned should be encouraged to negotiate a management agreement under which repair of the exposed masonry structures of the palace could be communally achieved at reasonable cost.***

*Other structures*

- 2.5.25 The scheduled brick building in the grounds of Moat House, by a medieval reservoir, was at some point probably in the mid-20th century reduced to a garden enclosure about 1.5m high. Its walls now extremely fragile and disintegrating, with no evident recent repair. They might be brought into the form of an agreement recommended for the Bubblestone Road walls, but they may not have the degree of significance suggested by their scheduled status.

***Recommendation 16: Research should be undertaken to better understand the form, age and significance of the ruined building at Moat Farm, and in the light of the results Historic England invited to consider whether its current designation is appropriate. The owners should be encouraged to undertake repair appropriate to its significance.***

- 2.5.26 St Thomas à Becket's Well has been reported in the past to be in poor condition, and in 2017 was completely overgrown with vegetation.

***Recommendation 17: The condition of the scheduled monument of St Thomas à Becket's Well should be assessed, and efforts made to encourage the owners to agree with Historic England a suitable management regime for it.***

- 2.5.27 Research priorities

A great deal of research has been undertaken on Otford Palace, indeed Otford generally, over the past century, and continues particularly under the auspices of the Otford Archaeological Society and others. Inevitably it has tended to focus on the palace at its zenith under Archbishop Warham. In trying to summarise and review this work, in the *Conservation Statement* we have attempted to look both forwards and backwards from that brief flowering. In so doing we have hardly scratched the surface of the documentary and archaeological resources available.

*Towards a research strategy*

- 2.5.28 One of the problems in understanding the palace in detail is that there is no modern, large scale survey of the site onto which all the visible elements are located with precision, and onto which past records and surveys can be plotted confident that the relationships between the visible elements and modern topographic features are correct. Developing an accurate survey, and plotting on it records of past archaeological interventions, especially small-scale work undertaken in conjunction with extension and alteration of the houses in Bubblestone Road, as well as geophysical survey data and information from historic maps and other documents, should be the first step. In parallel, the data from past interventions should be collated and, where this has not already been done, the results entered in the Kent Historic Environment Record. Doing this would rely on the active support and engagement of the landowners, and the Otford Historical Society and others who have done so much to champion the value of the Palace over recent decades, perhaps in partnership with an organisation like Canterbury Archaeological Trust who have worked on this project and on the standing tower.
- 2.5.29 An equally thorough approach needs to be taken to the archival sources, which has not been possible in the course of this project. Of the well-known documents, the transcript of the c1541 survey in Sevenoaks Library should be the most useful, but the 1548 and 1573 'surveys' are also in need of accurate transcription and collation, as key sources for the history of the site (although all post-date the Warham period). A comprehensive search for relevant documentation relating to later owners is also desirable, not least to try to find references to the works by the Sidney family to their lodgings and the involvement of John Thorpe.
- 2.5.30 Only if a substantial evidence base were collated from both archaeological and documentary sources would it be possible to formulate a research strategy for the site involving archaeological intervention. Since the site is scheduled, consent for intrusive archaeological research is unlikely to be granted without such an evidence-based research strategy to justify it. On a practical level, since the moat island is covered by private gardens, opportunities are likely to be limited.

***Recommendation 18: A research strategy for Otford Palace in its contexts should be developed, following collation and assessment of the available evidence,***

***topographic, archaeological and documentary, and based on modern, accurate site survey.***

*If the vacant north range structures are to be brought back into use*

2.5.31 Recording during the repair of the north-west tower, and subsequent metric survey of the tower and gatehouse in detail (and the block between in outline) has already clarified both the detailed form of these parts of the north-west range and revealed a much more complex 16th and 17th century building history than had previously been realised. However, the whole standing structure has much more to reveal, and areas of further investigation can be outlined:

- If the owners and tenants are agreeable, a systematic internal and external inspection of the three cottages, especially to record any historic features surviving internally
- If the tower and gatehouse buildings are to be adapted to new uses:
  - detailed investigation and recording of the standing fabric before and during the works, to inform detailed design and to amplify and correct the model of their evolution, using the survey drawings and rectified photographs now available as a base;
  - Excavation within the buildings (and probably the former gate passage) to clarify historic levels and construction, and the uses of the areas prior to their construction (especially whether there is any clear evidence of an approach from the north prior to the building of the gatehouse);
  - If extension of the north-west tower is envisaged, prior area excavation of the space between the tower and the (modern) stream, fully to understand the probably early 17th century extension in this area;
  - Prior excavation/ watching brief on any associated service trenches or other ground disturbance associated with the works.

***Recommendation 19: If the vacant north-west range buildings are to be brought into new or different uses, further detailed investigation of the fabric and the archaeological deposits that would be affected should be undertaken, both to inform the design and to maximise the information revealed and recorded during the project. The results should be published.***

## 2.6 Assessment of Acceptable Uses for the Site

2.6.1 Please refer to Sections 5.1.2 of this report.

## 2.7 Options Appraisal

2.7.1 Please refer to Sections 3-5 of this report.

## 2.8 Cost of Works & Market Assessment

2.8.1 Costs included in Section 5 of this report are based on information provided by D.R. Nolans & Co., quantity surveyor, and available as a separate document. The costs are based on measurement of the construction work involved, using their experience dealing with historic buildings.

2.8.2 The costs provided by the quantity surveyor have been used as the basis for an assessment of development costs and appraisal of market value by David Geddes of Colliers International, a consultant specialising in working in an historic context. Collier's analysis is set out in full below:

### 2.8.3 Introduction

The purpose of this report is to consider the financial consequences of options for the remains of the former Archbishop's Palace at Oxford, Kent.

We lead and participate in many studies which consider options for heritage assets at risk, often on behalf of a local authority and Historic England. Recent examples include Queensbury Lodge (Newmarket, grade II\* listed), Charing Palace (Kent, grade I), former Granada Cinema (Walthamstow, grade I), former Carlton Cinema (Islington, grade II\*), Haven's Wharf in Boston (unlisted Victorian warehouses), and Great Barr house near Walsall (grade II\*).

We have learnt from experience that the optimal solution always results from a mix of three considerations: physical attributes relating to the nature and location of the site, which determine which uses are theoretically possible; market attributes, which determine how much demand there would be for different possible uses; and delivery attributes, which determine where funding might come from and who might take charge of the development.

Section 2 summarises the context in each of those three categories. Section 3 has indicative development appraisals of options. Section 4 has conclusions.

### 2.8.4 Context

#### 2.8.4.1 Physical

Key factors relating to the physical character of the site, in terms of impact on viability, are:

- It is on the edge of an attractive village that has good community facilities.
- It is easy to get from Oxford to the M25 and M26, giving easy accessibility to many places of employment. Sevenoaks, with a good retail and leisure offer, is close. There are reasonable train services to London Victoria, taking about 40 minutes, from Oxford station, which is a modest walk from the site.
- The site is very interesting, but largely, from the perspective of the average person, for what was once there as opposed to what can be seen now.
- It is not easy to create private gardens and parking areas for the gatehouse and tower, although they have attractive views over the former palace courtyard. Public access to the site means that privacy will always be limited.
- The two properties are attached to the intervening cottages and, therefore, are semi-detached in form.

#### 2.8.4.2 Market

Residential

Figure 1 shows the value of house transactions reported by Zoopla in Oxford, and Zoopla's estimate of average value by type.

Figure 1: Average house price in Oxford

Property Type	Avg Price Paid	Previous 12 Months Current Average Value (Zoopla Zed-Index)	Sales
Any	£650,077	£768,320	39
Detached	£832,100	£964,628	20
Semi-detached	£507,884	£504,916	13
Terraced	£377,300	£364,904	5
Flats	£222,000	£283,515	1

Source: Zoopla, February 2018

Figure 2 shows current asking prices for houses in the area.

Figure 2: Asking prices

Market Price	Property Type	Rooms	Area (sq m)	Price per sq m	Location
£425,000	Terrace	2	69	£6,197	2, Sun Cottage, Twitton Lane, Oxford, Kent TN14
£650,000	Detached	3	117	£5,569	Pilgrims Way West, Oxford, Sevenoaks TN14
£420,000	Terrace	3	86	£4,898	24 Ryecroft Road, Oxford, Kent TN14
£450,000	Semi-detached	4			Hale Lane, Oxford, Sevenoaks TN14
£675,000	Cottage	3	92	£7,353	High Street, Oxford, Sevenoaks TN14
£545,000	Detached	3	114	£4,767	Willow Park, Oxford, Sevenoaks TN14
£625,000	Detached	3			Tudor Drive, Oxford, Sevenoaks TN14
£372,900	Bungalow	3	104	£3,578	Knighton Road, Oxford, Sevenoaks, Kent TN14
£565,000	Bungalow	3			Knighton Road, Oxford, Sevenoaks, Kent TN14

Berkeley Homes is developing upper market family houses and apartments at Ryewood, about two miles away.

Figure 3: Asking prices at Berkeley Homes, Ryewood Development

Type	Location	Rooms	Asking Price	Gross Internal Area	Price per square metre
Apartment	Woodland Avenue	1	£330,000	43	£7,637
Apartment	Woodland Avenue	2	£390,000	74	£5,254
Apartment	Woodland Avenue	2	£415,000	79	£5,247
Apartment	Woodland Avenue	2	£420,000	83	£5,074
Terrace	Coppice Drive Houses	3	£695,000	147	£4,722
Detached	Coppice Drive Houses	4	£775,000	148	£5,244
Detached	Coppice Drive Houses	4	£790,000	148	£5,346

Bubblestone Road is on the south side of the palace grounds and has attractive, sizeable detached family houses. Figure 4 shows Zoopla's estimate of their value. The large houses, with substantial grounds, that are built behind the remnants of palace walls, are valued at just over £1 million.

Figure 4: Detached houses on Bubblestone Road

No	Size	Last Sale	Last Sale Price	Est Current Value
1		—		Not known
2		Oct-05	£558k	£827k - £947k
2a	4 Beds, 2 Baths, 3 Recepts	Jun-09	£585k	£883k - £987k
3	4 Beds, 2 Baths, 3 Recepts	Jan-14	£715k	£976k - £1,069k
4	4 Beds, 2 Baths, 2 Recepts	Jun-06	£545k	£761k - £868k
5	5 Beds, 2 Baths, 3 Recepts	—		Not known
6	5 Beds, 3 Baths, 3 Recepts	Aug-13	£640k	£1,090k - £1,195k
7		—		Not known
8	5 Beds, 5 Baths, 4 Recepts	May-15	£725k	£1,127k - £1,221k
9		—		Not known
10	4 Beds, 2 Baths, 3 Recepts	—		Not known
11		—		Not known
12	4 Beds, 3 Baths, 4 Recepts	Jun-97	£270k	£947k - £1,167k
14		—	Aug-09	Not known
16	4 Beds, 2 Baths, 3 Recepts	Aug-09	£565k	£840k - £944k
18		—		Not known
19	5 Beds, 2 Baths, 3 Recepts	Mar-15	£695k	£900k - £976k
20	5 Beds, 3 Baths, 3 Recepts	Aug-12	£578k	£993k - £1,100k
22	3 Beds, 2 Baths, 2 Recepts	Oct-10	£575k	£765k - £861k

Source: Zoopla, February 2018

### 2.8.4.3 Heritage Centre

The term "heritage centre" is normally used to describe an attraction that tells stories relating to history that are, normally, illustrated with artefacts, but without collecting artefacts in the way that a museum<sup>1</sup> does.

There are not many attractions like that, however. Figure 5 shows all attractions in England listed in Visit England's annual survey of visitor attractions with "Heritage Centre" in their name. There are 18, of 1,300 attractions listed. Most have small visitor numbers and rely on volunteers. There will be many others, such as that at Oxford, which do not declare their numbers, largely because they are so small.

<sup>1</sup> The technical definition of a museum is that it collects, conserves and displays artefacts.

Figure 5: Heritage Centres in England

Attraction	Location	2015 Visits	Adult Charge
Carnforth Station Heritage Centre	Lancashire	50,000	Free
Amberley Museum & Heritage Centre	West Sussex	42,000	£10.00 or over
Lulworth Heritage Centre	Dorset	27,398	£5.00 to £7.49
Ledbury Heritage Centre	Herefordshire	24,707	Free
Lytham Heritage Centre	Lancashire	11,967	Free
de Havilland Aircraft Heritage Centre	Hertfordshire	10,411	£7.50 to £9.99
Fleur de Lis Heritage Centre	Kent	9,290	£5.00 to £7.49
Durham Museum and Heritage Centre	County Durham	7,670	Under £3.00
Knutsford Heritage Centre	Cheshire	7,544	Free
Almonry Heritage Centre	Worcestershire	3,536	£5.00 to £7.49
Horwich Heritage Centre	Greater Manchester	3,500	Free
The Almonry Museum & Heritage Centre	Worcestershire	3,101	£5.00 to £7.49
Scarborough Maritime Heritage Centre	North Yorkshire	3,000	Free
Calne Heritage Centre	Wiltshire	2,742	Free
Foulness Heritage Centre	Essex	2,500	Free
Pewsey Heritage Centre	Wiltshire	1,908	Under £3.00
Shardlow Heritage Centre	Derbyshire	1,542	Under £3.00
Ditton Heritage Centre Ltd	Kent	300	Under £3.00
The Old Smithy & Heritage Centre	Lincolnshire	158	Under £3.00

Source: *Visits to Visitor Attractions 2015, VisitEngland*

#### 2.8.4.4 Delivery

##### Grants

Historic England (for relatively small grants) and Heritage Lottery Fund (HLF) have most potential as sources of grant to assist with restoring the buildings to sustainable use.

HLF's grant programmes are under review and likely to change. There are currently two main schemes for projects of this nature.

The Heritage Grants programme puts emphasis on access to heritage and education. It would suit a project converting one or both buildings for a visitor and / or community facility. The Heritage Enterprise programme is for projects with a commercial outcome. It would suit a project for converting the buildings to create tourist accommodation. Heritage Enterprise grants are not currently available for residential projects. Colliers recently did research for HLF which recommended that Heritage Enterprise be modified to include residential. This may happen. It is possible, in other words, that Heritage Enterprise<sup>2</sup> will become an option for covering conservation deficit in converting the tower and gatehouse to houses for sale or rent, done either by a commercial developer or building preservation trust. HLF is highly competitive and proposals must be of high quality to succeed.

#### 2.8.4.5 Development Process

There are options for how the buildings might be managed if they are converted to residential. They could be sold, or let as homes, or let as visitor accommodation.

<sup>2</sup> Or, most likely, a new programme that is similar.

Restoring one or both of the buildings for residential would normally be done with the involvement of a developer i.e. a company or individual that manages the project and sells the property on completion. They normally take risk and have expectation of making a profit of at least 20% of the development cost.

There is a case, in a situation like this, to partner with a building preservation trust, which is a non-commercial developer. The Spitalfields Trust is one we know<sup>3</sup> that specialises in this type of project and has a good record in Kent. They claim to be able to do work more cost effectively than commercial developers because they have lower overheads and of their expertise in dealing with historic buildings. They have lower expectation of profit than commercial developers, although must make profit if they are to survive. They save the cost of development finance by finding a purchaser in advance via their network.

The council could do the development itself. It would probably employ an individual or company to manage the project on its behalf. It could then sell the property, let it for residential or let it to tourists.

#### 2.8.4.6 Visitor Accommodation

The Landmark Trust is well-known for restoring buildings of this nature for holiday lets. It only takes on a small number of projects, however, representing a fraction of approaches that are made to them. It is likely that the council would have to offer the building plus funding to assist with the cost of conversion. The Landmark Trust acts as a letting agent only in exceptional circumstances. It regards itself as a building preservation trust rather than a holiday letting business.

It is not difficult to market and manage holiday lettings, and there are companies that will do it on behalf of the council (or another owner). It is not likely that the return from letting the houses for holiday let would be greater than letting it as conventional residential, but there could be advantages in terms of tourism development and enabling greater public access. Another advantage of converting one or both buildings to holiday lets is that it would make the project eligible for grant funding from the Heritage Lottery Fund, through Heritage Enterprise.

#### 2.8.4.7 Parish Council Building

The Parish Council is currently located in the old School House, on the High Street. There is a small heritage centre there. There are, we understand, aspirations to move to a larger and better facility in the palace buildings. That could enable the existing building to be sold, to release funds.

#### 2.8.4.8 Enabling Development

It appears that the only possible option for new development that would contribute to the conservation deficit would be on space in the palace grounds. Figure 6 is an indicative appraisal of this which suggests that the site might be sold to a developer for about £350,000. The site was acquired by the council in 1974, however, specifically to prevent development, in order to safeguard archaeological remains underneath. Any proposal for development there would, as a result, be exceptionally contentious.

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<sup>3</sup> They have converted a cottage at Otford's "sibling", Charing Palace.

Figure 6: Indicative development Appraisal for New House

Size (m <sup>2</sup> )	250
<b>GROSS DEVELOPMENT REVENUE</b>	
Per square metre:	£5,000
Total:	£1,250,000
<b>GROSS DEVELOPMENT COST</b>	
Construction Cost:	£607k
Professional Fees:	£73k
Finance & Marketing:	£68k
Developer Profit:	£149k
Total:	£897k
<b>SURPLUS / DEFICIT</b>	<b>£353k</b>

## 2.8.5 Development Appraisals

Figure 9 shows indicative development appraisals for individual elements based on drawings of Thomas Ford Partnership and cost estimates by D.R.Nolans.

It has been assumed that the price per square metre for the smaller houses would be 15% higher than for the larger options, which require extensions, because their size would be more desirable to the market (and the tower would have a garden). This is normal. The differential could be larger in practice.

VAT of 5% applies to "conversion (other than for housing associations) of a non-residential building into a qualifying dwelling or communal residential building and conversions of residential buildings to a different residential use" and "renovation or alteration of empty residential premises"<sup>4</sup>. VAT at 20% applies to professional fees and landscaping.

There would be a cost of fitting the community centre(s). It would depend on what the space was used for. The cost of fitting a visitor centre to standards expected by the Heritage Lottery Fund is about £1,000 psm. The cost of furnishing a multi-purpose community centre would be much lower. £750 psm has been assumed.

It would be most logical for a local authority to undertake the work in creating a community centre and landscaping, drawing in grants if possible. All VAT would be recoverable in that instance. A local authority includes a parish / town council.

There would be a cost of furnishing the houses for use as visitor accommodation.

Figure 7 shows the net cost of combinations of these options. The most likely candidates are highlighted. They all include £138,000 for landscaping costs<sup>5</sup>.

<sup>4</sup> VAT notice 708, sections 7 and 8.

<sup>5</sup> With assumption that no VAT is payable.

Figure 7: Summary of Net Cost of Combinations

	Net Cost
1 F1 Tower Small 2 Bed House / H1 Gatehouse 1 Bed House	£7k
2 F1 Tower Small 2 Bed House / H2 Gatehouse 2 Bed House	(£157k)
3 F1 Tower Small 2 Bed House / H3 Gatehouse 2 Bed House	(£186k)
4 F2 Tower Large 2 Bed House / H1 Gatehouse 2 Bed House	(£137k)
5 F2 Tower Large 2 Bed House / H2 Gatehouse 2 Bed House	(£300k)
6 F2 Tower Large 2 Bed House / H3 Gatehouse 3 Bed House	(£330k)
7 F1 Tower Small 2 Bed House / J1 Small Gatehouse Community Centre	(£505k)
8 F1 Tower Small 2 Bed House / J2 Large Gatehouse Community Centre	(£819k)
9 G Tower Community Centre / H1 Gatehouse 1 Bed House	(£938k)
10 F2 Tower Large 2 Bed House / J2 Large Gatehouse Community Centre	(£962k)
11 F1 Tower Small 2 Bed House / J3 Gatehouse Visitor Centre & Offices	(£1,083k)
12 G Tower Community Centre / H2 Gatehouse 2 Bed House	(£1,102k)
13 G Tower Community Centre / H3 Gatehouse 3 Bed House	(£1,131k)
14 F2 Tower Large 2 Bed House / J3 Gatehouse Visitor Centre & Offices	(£1,226k)
15 G Tower Community Centre / J1 Small Gatehouse Community Centre	(£1,450k)
16 G Tower Community Centre / J2 Large Gatehouse Community Centre	(£1,764k)

This suggests that conversions into houses without extensions may be viable on a commercial basis. A building preservation trust might be able to increase the margin further. Figure 8 shows how this could happen.

Figure 8: How the project could be more viable by a building preservation trust

Deficit for commercial developer	£7k
10% saving on construction cost	£66k
12% development profit instead of 20%	£69k
No development finance or marketing costs	£12k
£50k on landscaping rather than £178k	£177k
Net surplus / deficit:	£330k

Figure 9: Indicative Development Appraisal of Options

	TOWER			GATEHOUSE					
	F1	F2	G	H1	H2	H3	J1	J2	J3
	Small 2 bed house	Large 2 bed house	Community Centre	1 bed house	2 bed house	3 bed house	Small Community Centre	Large Community Centre	Visitor Centre + Parish Office
Size (m <sup>2</sup> )	135	201	216	120	210	240	120	180	240
<b>GROSS DEVELOPMENT REVENUE</b>									
Per square metre:	£4,600	£4,000		£4,600	£4,000	£4,000			
Total:	£621k	£804k		£552k	£840k	£960k			
<b>GROSS DEVELOPMENT COST</b>									
Construction Cost:	(£384k)	(£593k)	(£680k)	(£275k)	(£559k)	(£654k)	(£258k)	(£493k)	(£683k)
Fitting (£750 psm)			(£162k)				(£90k)	(£135k)	(£180k)
Professional Fees: 12%	(£46k)	(£71k)	(£82k)	(£33k)	(£67k)	(£78k)	(£42k)	(£75k)	(£104k)
VAT:	(£28k)	(£44k)	-	(£20k)	(£41k)	(£48k)	-	-	-
Finance & Marketing: 10%	(£41k)	(£64k)		(£30k)	(£67k)	(£78k)			
Developer Profit: 20%	(£100k)	(£154k)		(£72k)	(£147k)	(£172k)			
Total:	(£600k)	(£926k)	(£924k)	(£429k)	(£881k)	(£1,031k)	(£390k)	(£703k)	(£967k)
SURPLUS / DEFICIT	£21k	(£122k)	(£924k)	£123k	(£41k)	(£71k)	(£390k)	(£703k)	(£967k)
Landscaping (50% each element)	(£69k)	(£69k)	(£69k)	(£69k)	(£69k)	(£69k)	(£69k)	(£69k)	(£69k)
SURPLUS / DEFICIT	(£47k)	(£191k)	(£992k)	£54k	(£110k)	(£139k)	(£458k)	(£772k)	(£1,036k)
<b>SALES PRICE NEEDED TO BREAK EVENT</b>									
Per square metre:	£4,950	£4,948		£4,150	£4,522	£4,580			
Total:	£668k	£995k		£498k	£950k	£1,099k			

## 2.8.6 Conclusions

- Past experience shows that the council maintaining the two C16 buildings as ruins has led, certainly for the tower, to a cycle of repair, neglect, more drastic repair and neglect. This cycle needs to be broken by bringing them into uses that generate sufficient value to justify their maintenance by their owners.
- Residential is the use most likely to be deliverable and sustainable in doing this. It would probably be best done in partnership with a building preservation trust such as the Spitalfields Trust. This is the approach most likely to reduce costs and ensure conversion that is sympathetic to the heritage asset.
- There remains a possibility, however, of a conservation deficit that requires subsidy from the council and/or, perhaps, Historic England. It is possible that HLF will also be an option for this if they allow their Heritage Enterprise scheme to fund residential conversions.
- It would be necessary, if large houses are created from the tower and gatehouse, via substantial extensions, for them to sell for prices close to £1 million to cover development costs. It is unlikely that they could fetch those prices because it is not possible to provide privacy.
- The approach most likely to be optimal, therefore, is residential with minimal exterior additions. That has the additional advantage of being less contentious in terms of impact on significance, and probably be a better prospect for grants.
- The indicative viability assessments backs this up and suggests that the lowest conservation deficit is likely to be two houses created without extensions.

- The optimal approach seems to be for the council to form a partnership to do this with a developer, most likely a building preservation trust, preferably with leverage of a grant from Historic England.
- This could be a simple arrangement where the developer takes over the property at no cost, with certain obligations in terms of what they must do.
- It could a little more complicated. The council could, for example, underwrite a loss, to an agreed level, and share any surplus over and above an agreed profit to the developer.
- Converting one or more of the buildings to Landmark Trust style visitor accommodation, with a grant from HLF's Heritage Enterprise programme, may also be deliverable and sustainable, but more complicated.
- The gatehouse seems to have some merit for a community facility of some form, although probably not as a dedicated heritage centre. There is almost no possibility of a heritage centre generating a surplus.
- A heritage centre would probably require a subsidy of some sort. The visitor numbers would be low and any admission charge would also have to be low. It would have to be run by volunteers.
- The prospects of a successful HLF application to create a visitor centre do not seem good because of the low numbers it would attract and the availability of a satisfactory alternative (i.e. residential) that requires less, perhaps no, subsidy.
- The most likely source of funding for use of the gatehouse for community purposes would seem to be from the parish council relocating from its existing premises. There would be disadvantages in that, however. The existing building is at the heart of the village and has high visibility to locals and visitors alike. The palace gatehouse is peripheral to the village centre and has low visibility. The existing building is attached to a primary school, which reduces its value.
- There is no obvious merit in purchasing one of the cottages to provide a revenue subsidy. The objective of providing a subsidy would be better achieved, if adopted as strategy, by purchasing an asset, of any sort, that delivers the best return. It would be better, if capital of that magnitude is available, to invest it in the empty heritage assets themselves.
- There could be advantage in purchasing one or more of the cottages to enable a better development. The cottage next to the tower has the most obvious potential in this respect<sup>6</sup>. It could be combined with the tower at ground and first levels without damage to the heritage asset, creating a nicer and, perhaps, more viable house in doing so.
- Enabling development does not seem to be a realistic option and should certainly not be contemplated before possibilities for residential (either via a private developer

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<sup>6</sup> This statement is made purely on the basis of the nature of the buildings concerned and without any cognisance of the circumstances of the owners of the cottage.

or building preservation trust) and a Heritage Enterprise scheme have been exhausted.

## 2.9 Specification for Prioritised Repair Work

2.9.1 All short and medium term repairs have been completed. Prioritized repair works are therefore not required.

## 2.10 Funding Opportunities

### 2.10.1 Heritage Lottery Fund (HLF)

HLF funding may be available for repair, alteration and extension of the monument, but a successful funding bid must deliver significant public access and educational benefits. A successful HLF bid would require staffing to administer the associated educational programme and might part fund a council post. The HLF will expect local participation and value for money. This is an excellent potential source of funding. The bid should be well written and fully supported by the local authority and community. Funding up to, say, 70% may be available. Refer to Section 2.8.4.4 for assessment of grant funding in the context of the market appraisal

### 2.10.2 Landfill Tax

Landfill tax funding is similar to the HLF, but generates smaller grants. They are equally keen on education and public access.

### 2.10.3 Loan

The Council could borrow the money to pursue a residential or part-residential option and use the income to pay off the loan off. In the long term, the Council's asset could provide a revenue stream to fund repair, management, educational and other activities.

### 2.10.4 Enabling Development

Enabling development has the advantage of potentially generating significant sums but will have an impact on the monument and be likely to generate local opposition.

### 2.10.5 Increased Local Taxation

This approach is unlikely to be unpopular.

## 2.11 Recommendations

2.11.1 Please refer to Section 6 of this document.

## 2.12 Strategy (Draft Timetable)

### Emergency Repairs

2.12.1 Emergency repairs were completed in 2017.

### Sevenoaks District Council Action

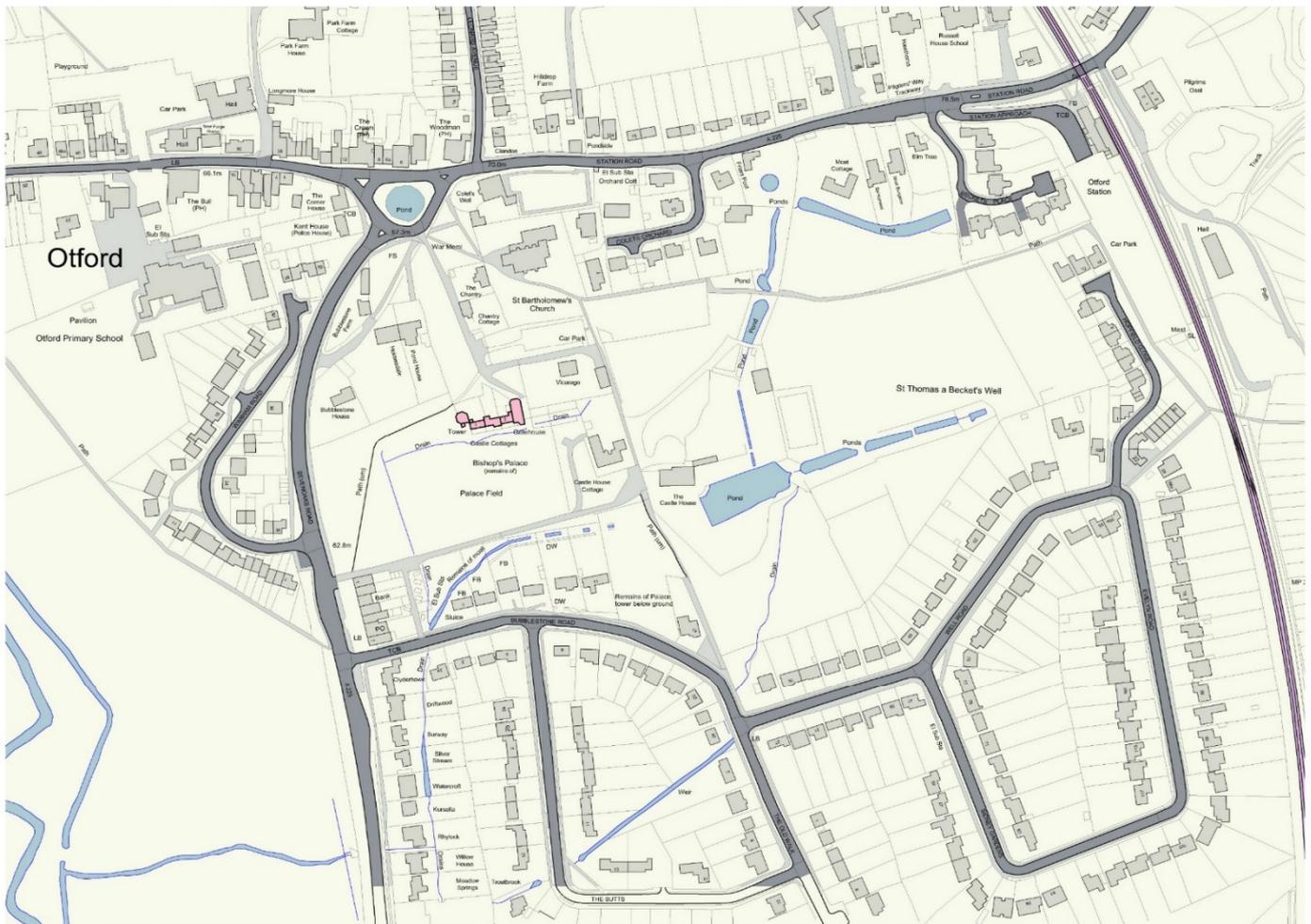
2.12.2 April 2018 – Sevenoaks District Council (SDC Members) to agree options and way forward.

## 2.13 Presentation

Date of presentation of Options Appraisal to SDC to be agreed.

### 3. THE SITE

- 3.1 Site Location Plan – Existing
- 3.2 Scheduled Ancient Monument Listing Plan
- 3.3 Land Ownership
- 3.4 Existing Site Plan
- 3.5 Existing Site Plan overlaid with outline of Palace
- 3.6 Proposed Site Plan



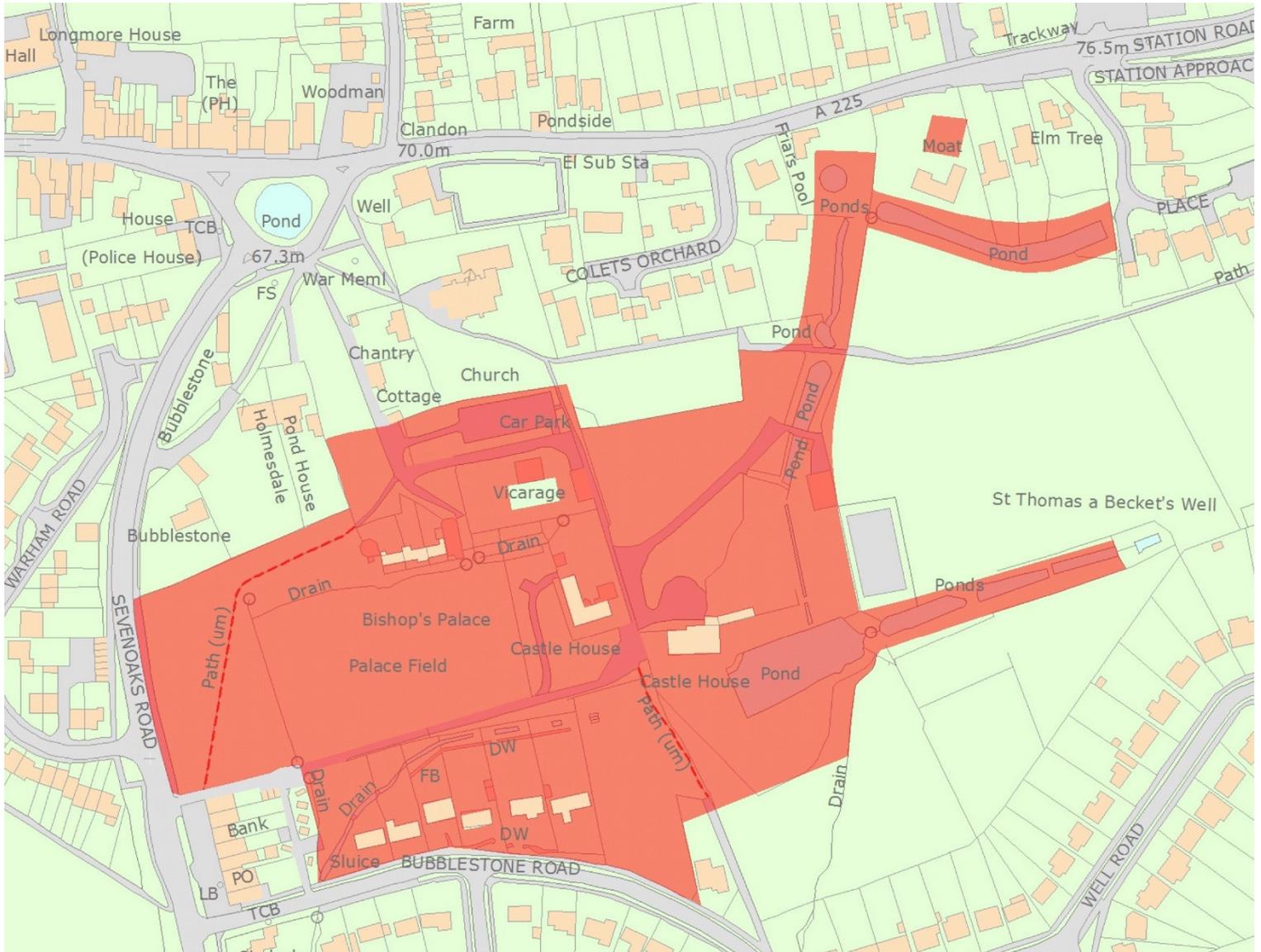
A SITE LOCATION MAP  
AS EXISTING

Map reproduced by kind permission of Sevenshells District Council - Ordnance Survey License No. 100019-038

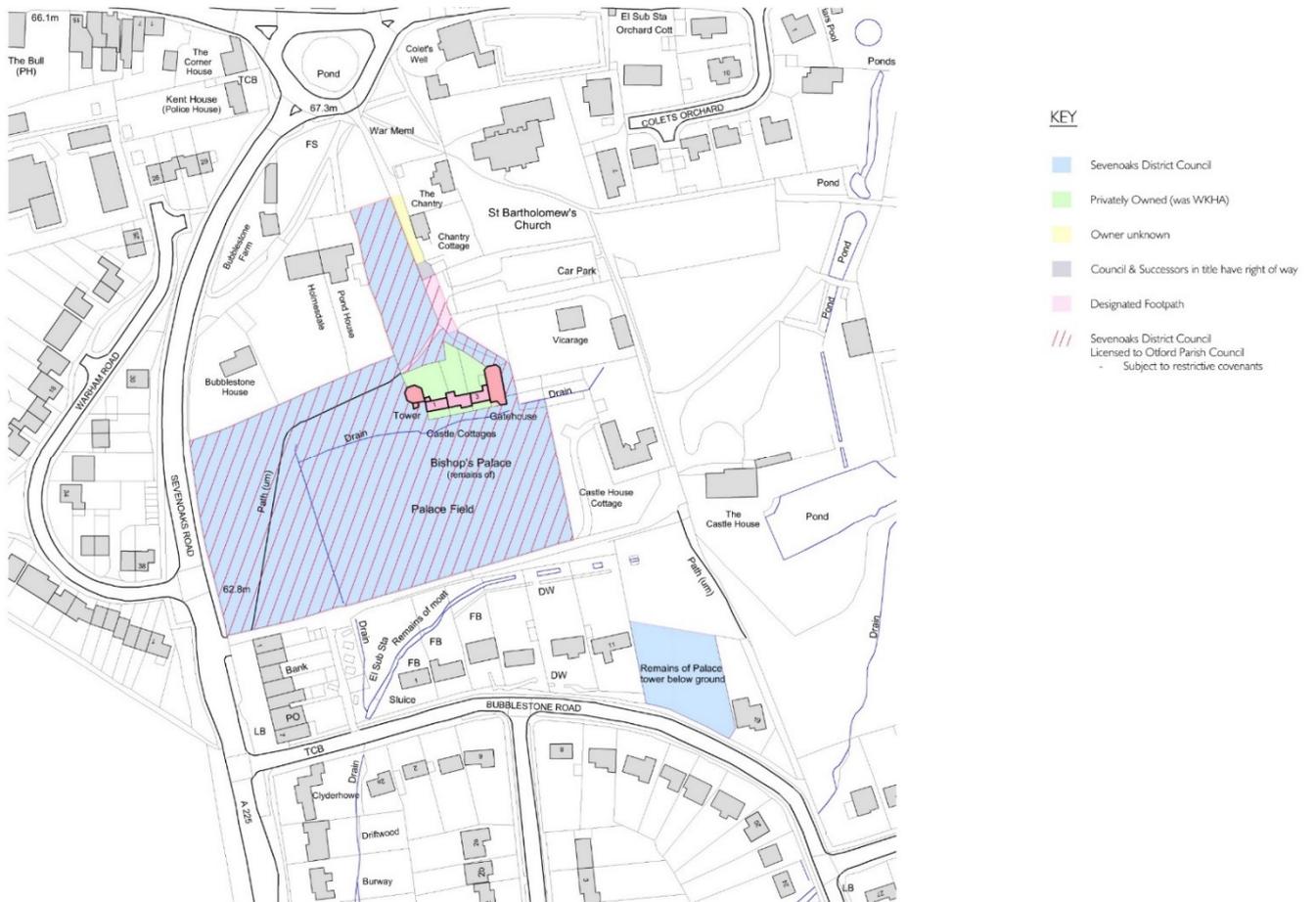


### 3.1 Site Location Plan – Existing

The site of Otford Archbishop's Palace shown in relation to the village. The principal standing remains are highlighted in pink.



### 3.2 Scheduled Ancient Monument Listing Plan

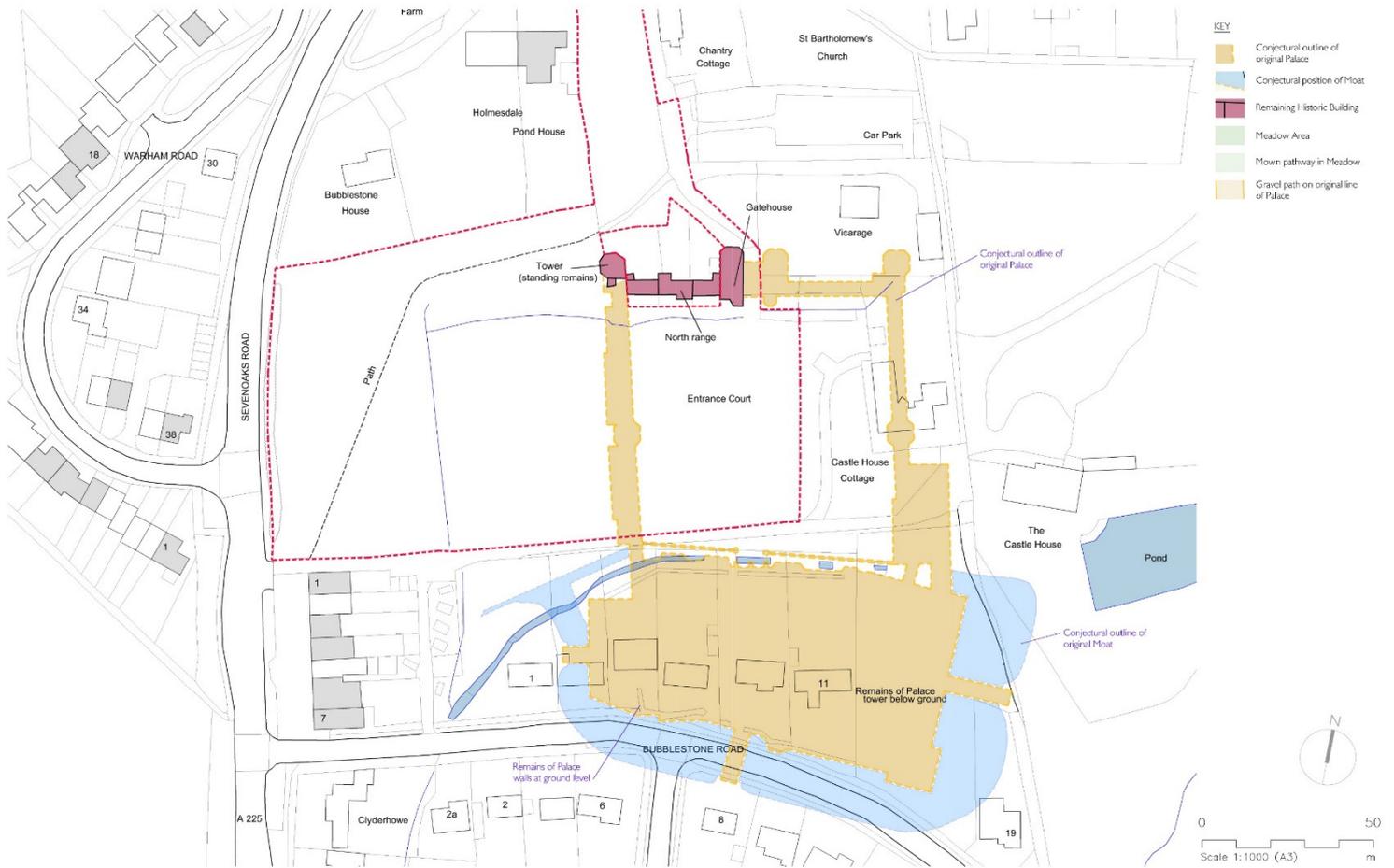


### 3.3 Land Ownership

Note vehicle access rights within the site are not clearly defined. The Palace tower and gateway are shown in pink. The three cottages of the north range, which are in private ownership, are highlighted in light pink with gardens shown in green.

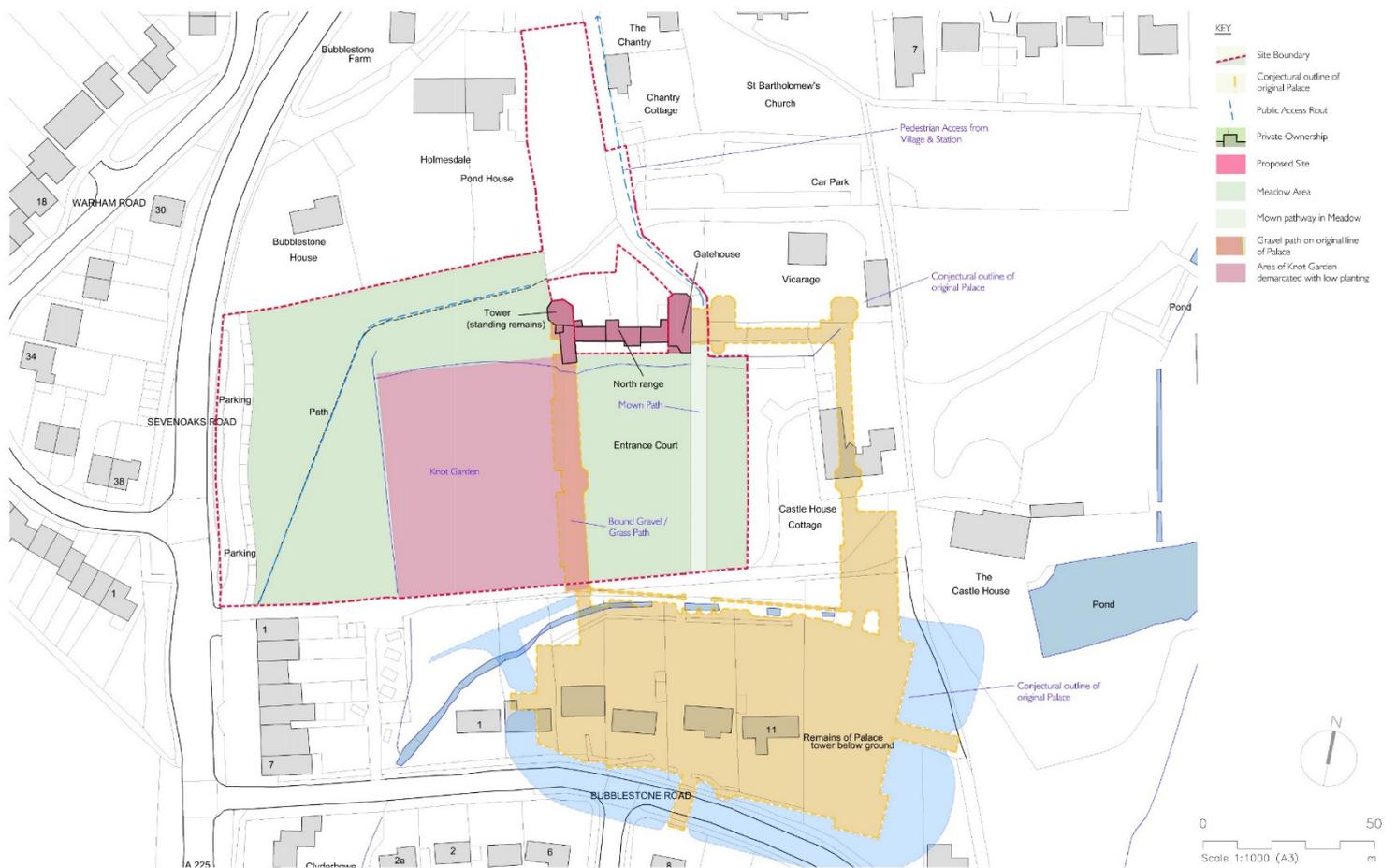


### 3.4 Existing Site Plan



### 3.5 Existing Site Plan overlaid with outline of Palace

Existing site plan with conjectural outline of the below ground remains of the Palace shown in yellow (refer to item 2.2.4 above for more detailed and precise layout)



### 3.6 Proposed Site Plan

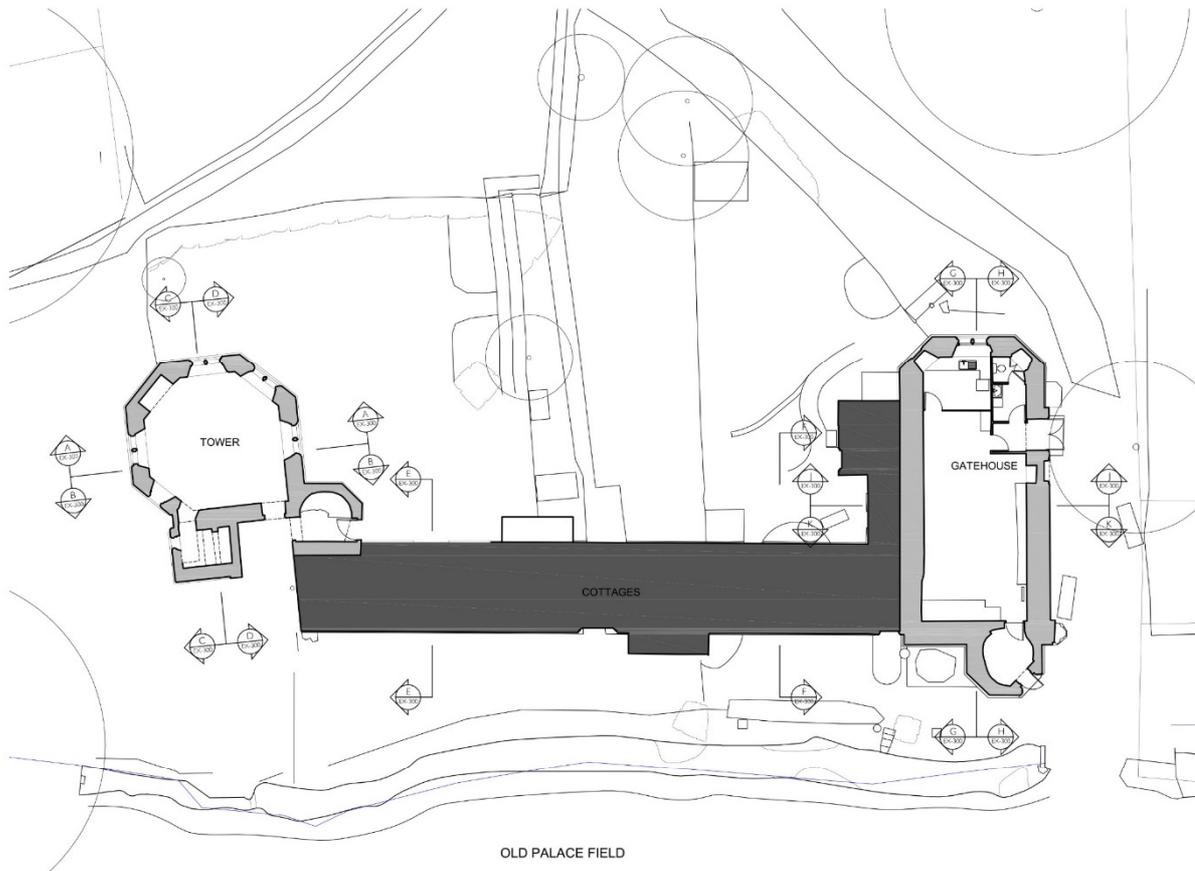
The standing remains, outline of below ground remains are indicated along with suggested landscape treatments to define below ground remains. The west range is identified with a bound gravel, while the route from the gatehouse across the entrance court to the main Palace buildings is indicated with a mown strip or different type of grass.

#### 4. EXISTING BUILDINGS

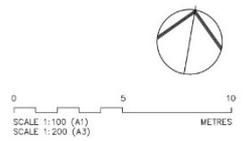


##### 4.1 The unoccupied state of the buildings causes a number of problems:

- Accelerated degradation of the historic fabric.
- Lack of presence on site to note and implement maintenance requirements.
- No public access to the interiors.
- Restricted opportunity to present and explain the significance of the Archbishop's Palace.

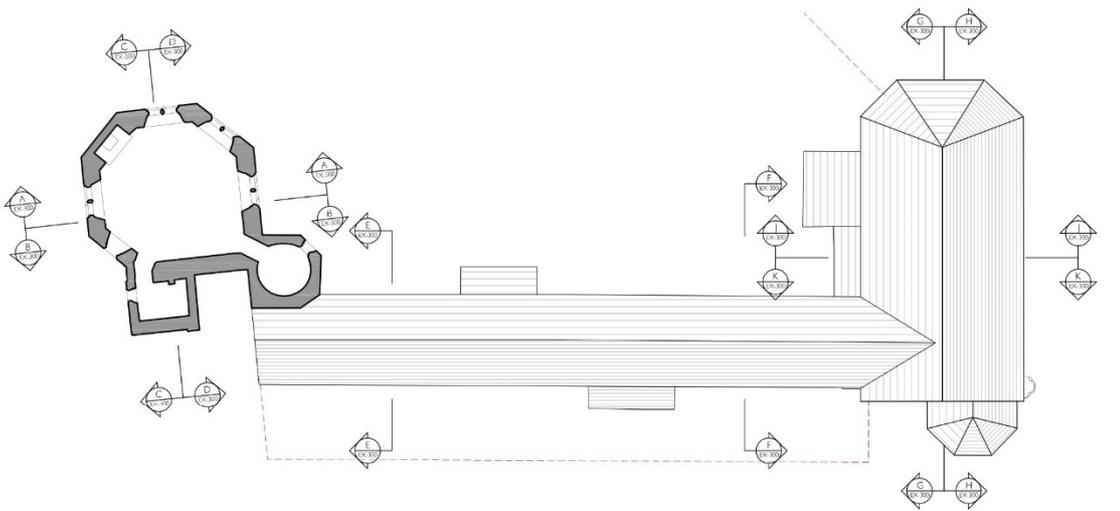


A GROUND FLOOR PLAN  
- AS EXISTING

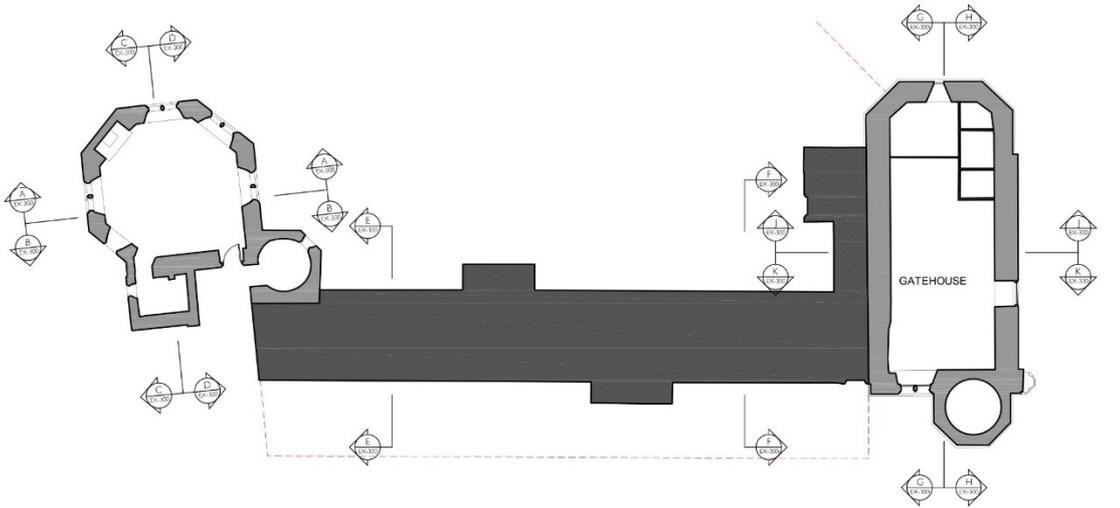


#### 4.2 Ground Floor Plan – Existing

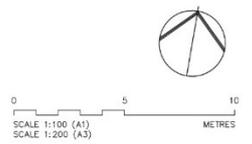
# Oxford, Archbishop's Palace Options Appraisal



**B** SECOND FLOOR PLAN  
- AS EXISTING

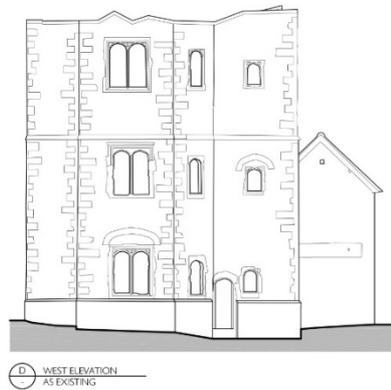
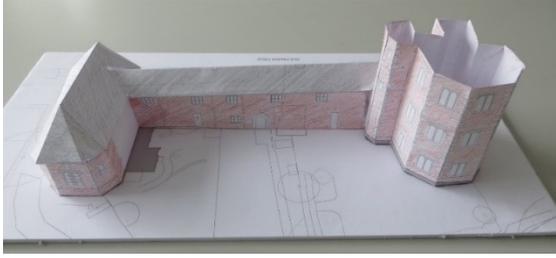


**A** FIRST FLOOR PLAN  
- AS EXISTING



## 4.3 Upper Level Floor Plans – Existing

# Oxford, Archbishop's Palace Options Appraisal



## 4.4 Elevations – Existing

# Oxford, Archbishop's Palace Options Appraisal



## 4.5 Sections – Existing

## 5. PROPOSED OPTIONS

### 5.1 Methodology

5.1.1 In order to clarify the impact and benefit of different options, these have been arranged in categories relating to different elements of the Palace:

- the site as a whole including parking and landscape treatment.
- the standing remains: the tower and gatehouse, each treated in isolation. The architectural layout and treatment is indicative only.
- other approaches, such as acquisition of one of the Castle Cottages, or construction of a free-standing house.

Assessment of acceptable issues for the site.

A neutral approach has been adopted to the options under consideration In order to allow full evaluation of the strengths and weaknesses.

5.1.2 Each approach is assessed according to the following criteria:

- Description.
- Physical impact on historic asset.
- Impact on presentation of the site.
- Impact on building maintenance.
- Public access.
- Community benefit.
- Management
- Cost of implementation. Note: construction costs are based on DR Nolans cost estimates; development values on Colliers International assessment (Section 2.8 of this report)
- Revenue earning capacity
- Advantages
- Disadvantages
- Conclusion.

### 5.1.3 Construction

The character of new construction associated with the tower of gatehouse should be contemporary and sympathetic to the existing fabric.

#### Summary of Options:

- 5.1 Methodology
- 5.2 Option A – 'Do Nothing'
- 5.3 Option B – Continued Maintenance by Council
- 5.4 Option C – Transfer Ownership from Council
- 5.5 Option D – Purchase One of the North Range Cottages
- 5.6 Option E – New Housing in South East Corner of Site (Enabling Development)
- 5.7 Option F1 – Tower – Small 2 Bed Residential
- 5.8 Option F2 – Tower – Large 2 Bed Residential
- 5.9 Option G – Tower – Visitor Centre
- 5.10 Option H1 – Gatehouse – 1 Bed Residential
- 5.11 Option H2 – Gatehouse – 2 Bed Residential
- 5.12 Option H3 – Gatehouse – 3 Bed Residential
- 5.13 Option J1 – Gatehouse – Small Community Centre
- 5.14 Option J2 – Gatehouse – Visitor Centre
- 5.15 Option J3 – Gatehouse – Visitor Centre and Parish Office

- 5.2 Option 'A' – 'Do Nothing'  
Construction cost – N/A  
Site landscape cost – N/A  
Annual maintenance cost of tower & gatehouse - N/A

### **Description**

This option, literally to 'do nothing', in other words to carry out no maintenance, is included for the sake of completeness

### **Physical Impact on Historic Asset**

Although the recent repair programme has secured the condition of the historic fabric in the short to medium term, failure to monitor the buildings and remedy small repair needs could result in rapid and significant deterioration. In the medium and long term, the fabric would be subject to accelerating degradation

### **Impact on Presentation of the Site**

The site would develop a neglected character. There would be no improvement in communication of the historical and cultural importance of the remains

### **Impact on Building Maintenance**

No revenue generation to support maintenance or expenditure on maintenance

### **Public Access**

No change

### **Community Benefit**

Nil

### **Management**

Nil

### **Cost of Implementation**

Nil in the short term, but legal and maintenance costs would eventually be forthcoming as a result of the Council's neglect of the Scheduled Ancient Monument

### **Revenue Earning Capacity**

Nil

### **Advantages**

- Short term financial saving for the Council

### **Disadvantages**

- The Palace remains would fall into disrepair
- The Council would be vulnerable to legal action following failure to discharge statutory obligations
- Reputational damage to the Council

### **Conclusion**

Although this option would allow short term financial saving, it would expose the Council to legal action and greater long-term maintenance costs. The reputation and moral authority of the Council would be undermined by failure to protect the buildings

5.3 Option B – Continued Maintenance by Council

(not illustrated)

Construction cost – N/A

Site landscape cost – N/A

Annual maintenance cost of tower & gatehouse - £4,000

**Description**

The existing arrangement in which Sevenoaks District Council is responsible for the maintenance of the Palace site would continue

**Physical Impact on Historic Asset**

The remains would remain unoccupied and they would continue to be vulnerable to physical degradation

**Impact on Presentation of the Site**

The existing poor presentation would not be improved

**Impact on Building Maintenance**

If the buildings are left unoccupied the maintenance burden would remain high

**Public Access**

Access would remain limited to the exterior only

**Community Benefit**

None

**Advantages**

- Nil

**Disadvantages**

- Whilst they remain unoccupied, the historic fabric will remain vulnerable to continued decay.
- Maintenance will be a continued burden on Council resources.

**Conclusion**

Continuation of the status quo is not recommended.

5.4 Option C – Transfer Ownership from Council

(not illustrated)

Construction cost – N/A

Site landscape cost – N/A

Annual maintenance cost of tower & gatehouse - nil

**Description**

Transfer of ownership from the council to another organisation, such as the Spitalfields Trust, or Landmark Trust. This transfer is likely to entail alteration of the standing remains to enable revenue-generating occupation. This is most likely to be some form of residential use, such as the options illustrated below

**Advantages**

The financial burden on the Council would be removed

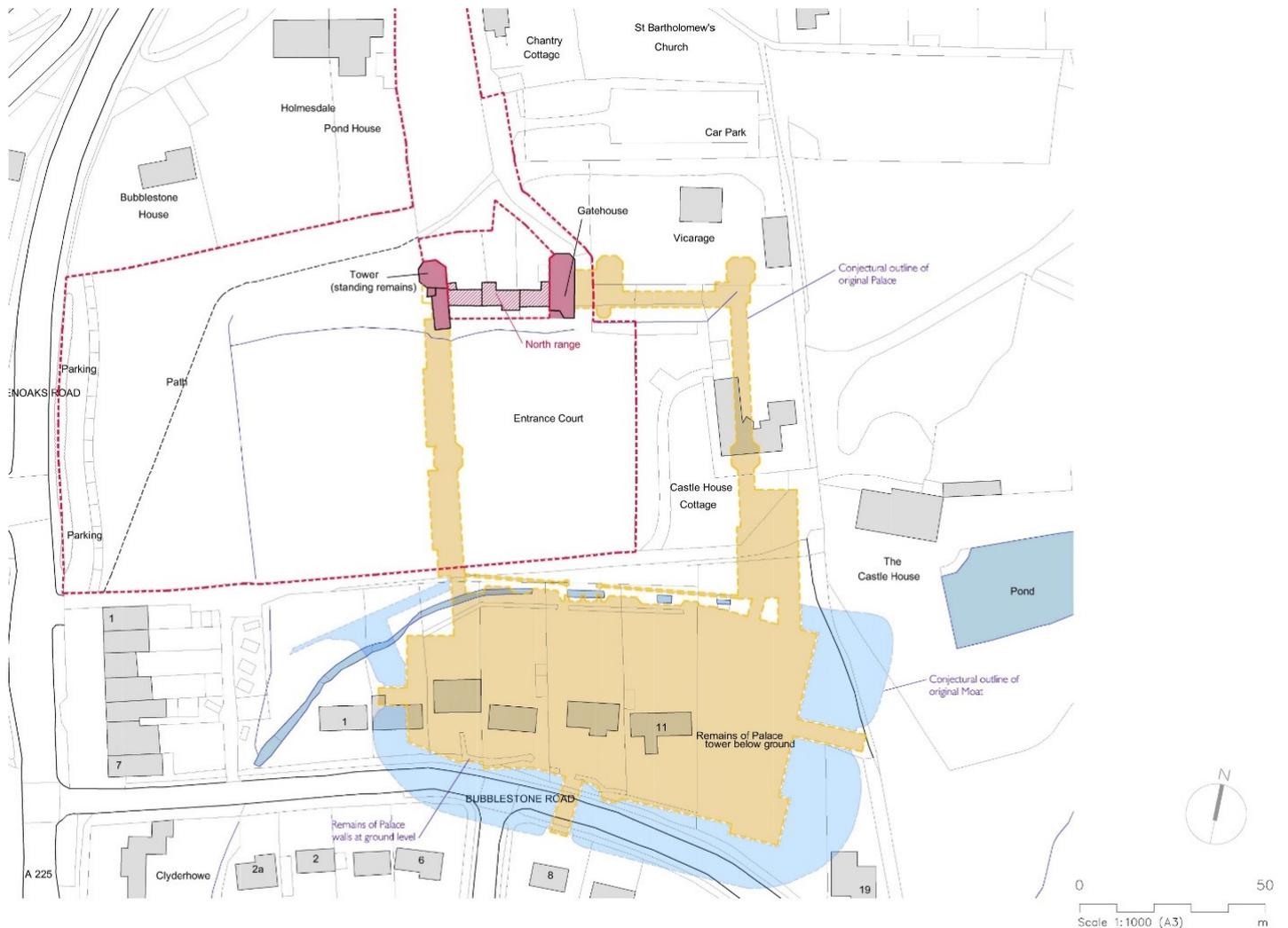
Sound management of the remains by a third party could secure their sustainable future

**Disadvantages**

In the event of the failure of the third party, the future of remains would become precarious

**Conclusion**

Transfer of ownership is considered an optimal solution (refer to item 2.8.6 above)



### 5.5 Option D – Purchase one of the north range cottages

Purchase cost: approx. £400K

Construction cost – N/A

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £4,000

#### Description

Purchase one of the north range cottages for rent as an investment to generate income or to aggregate with the tower or gatehouse to create a larger building volume

#### Physical Impact on Historic Asset

Nil

#### Impact on Presentation of the Site

Nil

#### Impact on Building Maintenance

Income generation to fund maintenance

**Public Access**

No change

**Community Benefit**

Neutral

**Management**

If the property were retained for rental, management and maintenance would need to be factored into costs

**Cost of Implementation**

Allow for the cost of upgrading the property and ongoing management

**Revenue Earning capacity**

Limited

**Advantages**

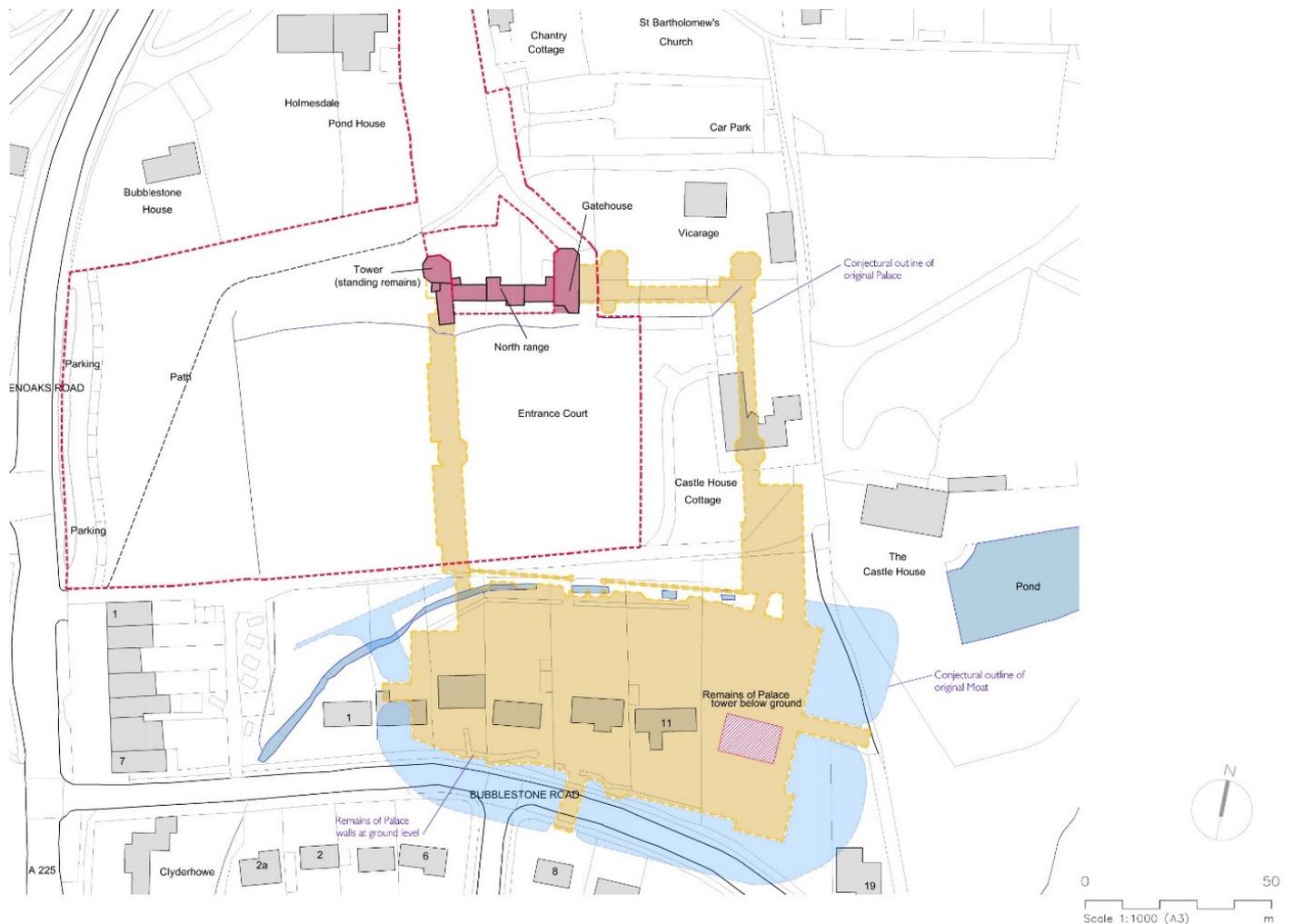
Integration of a cottage with the tower or gatehouse might allow a more viable use

**Disadvantages**

Subject to market availability of one of the cottages. If the purpose is to generate revenue for the Council, there are probably better ways of investing to achieve this objective

**Conclusion**

This approach is dependent on the one of the north range cottages coming onto the market and being successfully purchased. It is not considered a good investment for the Council or realistic option



## 5.6 Option E – Enabling Development: New housing in SE corner of Site

Construction Cost – £610K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £4,000

### Description

New 3 bedroom house constructed for sale or lease. This would be enabling development, i.e. development that would otherwise be contrary to planning policy, but is permitted because it enables the sustainable restoration of heritage asset at risk

### Physical Impact on Historic Asset

New construction would overlay previously excavated below ground remains of the palace but be might be possible without causing physical damage to these

### Impact on Presentation of the Site

A new house would compound disruption of the legibility of the site caused by 20C development of Bubblestone Road

### **Impact on Building Maintenance**

The development could be used to establish a fund for investment that could generate revenue for maintenance and interpretation of the standing remains

### **Public Access**

Public open space would be lost

### **Community Benefit**

Negative

### **Management**

Management costs for development would need to be included

### **Cost of Implementation**

Significant capital would be required for construction. If this is not available, this would make this option non-viable

### **Revenue Earning capacity**

Good, although the yield from investment following the sale of property would be uncertain. Rental could provide an ongoing income stream

### **Advantages**

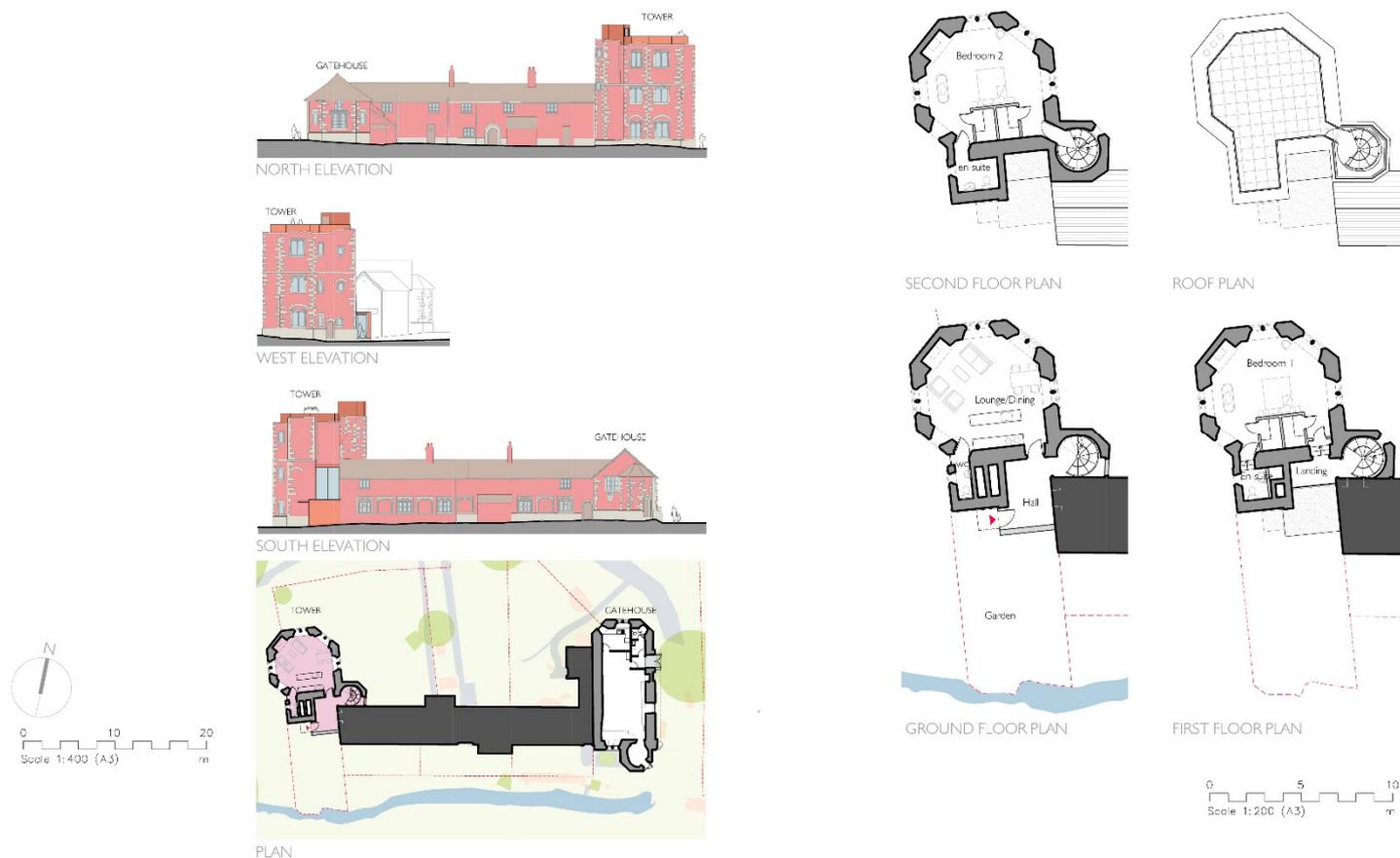
- Revenue earning

### **Disadvantages**

- Development of this part of the site would compound the damage caused by the 20C residential development in Bubblestone Road to the understanding and interpretation of above and below ground remains
- Loss of public open space

### **Conclusion**

This approach might be financially viable, subject to the availability of a high level of investment. However, it is unlikely to win planning approval, due to the negative impact on public open space, significant below-ground archaeology and interpretation of the Archbishop's Palace site, and is likely to be opposed



## 5.7 Option F1 – Tower – Small 2 Bed Residential

Construction Cost – £384K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

### Description

2 bedroom house in tower. Vertical access would be via a spiral stair and this is likely to require a waiver of Building Regulations. A new entrance porch would provide access to the existing stair and ground level living accommodation. The two upper levels would be used as bedrooms with a WC in the wardrobe and ensuite bath. The stair would continue to a roof terrace with new edge guarding. If preferred the accommodation could be rearranged, with the bedrooms on lower levels and living spaces at above, affording better views across the landscape and more convenient access to the roof terrace. A private garden could be provided to the south. The new entrance porch would include the blocked-in original gallery doorway, allowing the possibility, if this were re-opened, of combining the end cottage and tower in a single larger house.

### Physical Impact on Historic Asset

Adapting the unoccupied standing remains of the tower for residential use would have the beneficial effect of protecting surviving fabric by making it weather tight. The form and viability of the new extension and construction would be subject to prior archaeological field investigation

### **Impact on Presentation of the Site**

The proposal would have minimal physical and visual impact on the tower and its environs.

### **Impact on Building Maintenance**

Residential occupation would encourage maintenance of the fabric by the householder within the regulatory regime for historic buildings.

### **Public Access**

No public access to the interior unless the use was as a holiday let with occasional access for the general public

### **Community Benefit**

Neutral

### **Management**

If the completed residential conversion were sold there would be no management burden. Rental or use as a holiday let would have an ongoing management cost

### **Cost of Implementation**

Capital funding required, but sale value could exceed development cost

### **Revenue Earning capacity**

Good. Sale would yield a modest capital return with no legacy of maintenance or management costs, which would become the responsibility of the householder. Use of the accommodation for rental or holiday let would provide a potential ongoing revenue stream that could be invested in maintenance and interpretation of the site

### **Advantages**

- Self-financing
- Conversion to private residential use is demonstrated to be an effective strategy for protecting and maintaining historic fabric

### **Disadvantages**

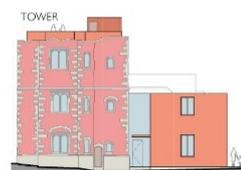
- Private residential use would prevent increased public access
- Lack of parking and privacy would restrict the value and viability of this option

### **Conclusion**

This approach is considered viable, whether the conversion is for sale, rental or use as a holiday let



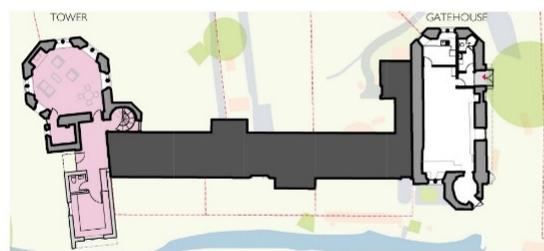
NORTH ELEVATION



WEST ELEVATION



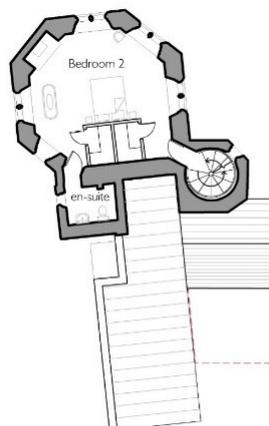
SOUTH ELEVATION



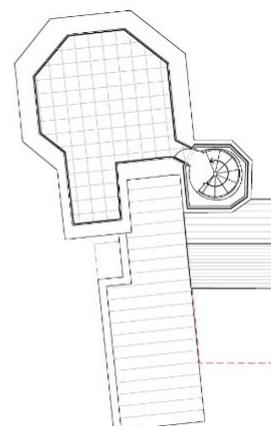
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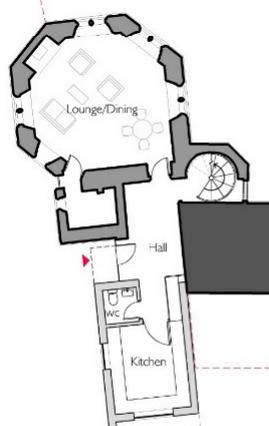
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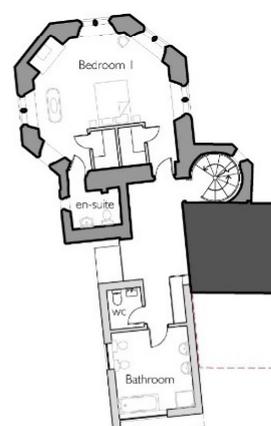
SECOND FLOOR PLAN



ROOF PLAN



GROUND FLOOR PLAN



FIRST FLOOR PLAN

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Scale 1:200 (A3)  
m

## 5.8 Option F2 – Tower – Large 2 Bed Residential

Construction Cost – £593K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

### Description

2 bedroom house in tower. Vertical access would be via a spiral stair and this is likely to require a waiver of Building Regulations. A two-storey extension would echo the profile of the west range, built in sympathetic modern materials. This would accommodate the entrance, kitchen and bathroom, allowing the internal volumes of the tower to be left intact

### Physical Impact on Historic Asset

Adapting the unoccupied standing remains of the tower for residential use would have the beneficial effect of protecting surviving fabric by making it weather tight. The form and viability of the new extension and construction would be subject to prior archaeological field investigation

### **Impact on Presentation of the Site**

Arguably a new extension could suggest a fragment of the west range, evoking the enclosing form of the entrance court and enhancing understanding of the palace. The physical and visual impact of new construction on the tower and its environs, will be dependent on the quality and detail of design proposed, which will need to be very carefully judged

### **Impact on Building Maintenance**

Residential occupation would encourage maintenance of the fabric by the householder within the regulatory regime for historic buildings.

### **Public Access**

No public access to the interior unless the use was as a holiday let with occasional access for the general public

### **Community Benefit**

Neutral

### **Management**

If the completed residential conversion were sold there would be no management burden. Rental or use as a holiday let would have an ongoing management cost

### **Cost of Implementation**

Significant capital funding required

### **Revenue Earning capacity**

Good. Sale would yield a good capital return with no legacy of maintenance or management costs, which would become the responsibility of the householder. Use of the accommodation for rental or holiday let would provide a potential ongoing revenue stream that could be invested in maintenance and interpretation of the site

### **Advantages**

- Conversion to private residential use is demonstrated to be an effective strategy for protecting and maintaining historic fabric

### **Disadvantages**

- Cost of conversion exceeds value
- Private residential use would prevent increased public access
- Lack of parking and private garden would restrict the value and viability of this option

### **Conclusion**

This approach is not considered economically viable

# Oxford, Archbishop's Palace Options Appraisal



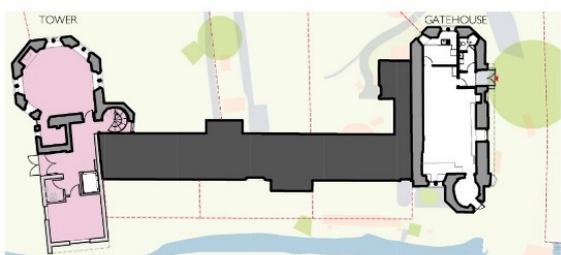
NORTH ELEVATION



WEST ELEVATION



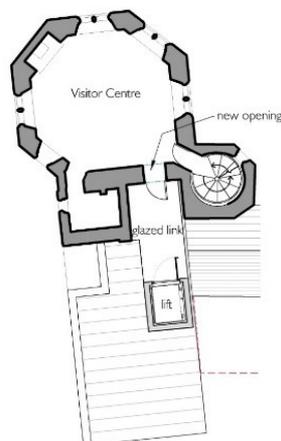
SOUTH ELEVATION



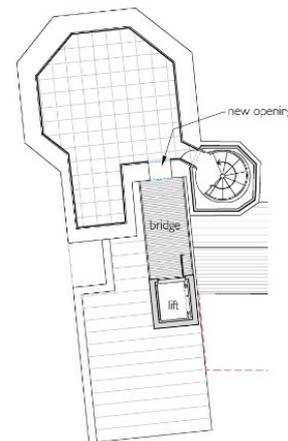
PLAN



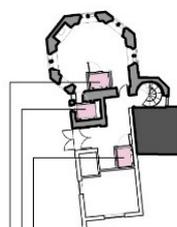
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SECOND FLOOR PLAN



ROOF PLAN

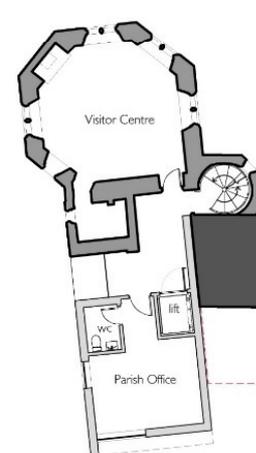


Disrupts the volume of the principal rooms  
Existing doors too narrow for wheelchair users  
Volume of lift competes with historic tower. Necessary to break new opening through existing walls at second floor & roof levels

POTENTIAL LIFT LOCATIONS



GROUND FLOOR PLAN



FIRST FLOOR PLAN

0 5 10  
Scale 1:200 (A3)  
m

## 5.9 Option G – Tower – Visitor Centre

Construction Cost – £679K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

### Description

Visitor Centre & Parish Office constructed in tower with external lift and 2-storey extension

### Physical Impact on Historic Asset

The footprint of a lift and stair necessary to make the building accessible is equivalent to more than half the plan area of the tower. Whether located inside or outside the tower, this would have a disruptive impact on the historic fabric

### **Impact on Presentation of the Site**

If a new stair and lift were located on the outside of the tower, this would have a negative impact on the setting of the standing remains

### **Impact on Building Maintenance**

Active use of the buildings would encourage maintenance of the fabric, although only if this generated sufficient income to fund maintenance

### **Public Access**

Paradoxically, public access could only be provided at the expense of the setting and appreciation of the surviving fabric

### **Community Benefit**

The damage to the historic fabric of works necessary to convert the building into a visitor centre would be so great that it would negate any benefit deriving from public access

### **Management**

Unless the visitor centre could be run entirely by volunteers, management costs would be high

### **Cost of Implementation**

Significant capital funding required. Grant funding is likely to be dependent on providing full access

### **Revenue Earning capacity**

Income from ticket and merchandise sales could not be realistically expected to cover operational and maintenance costs. A visitor centre would be most unlikely to be self-funding and therefore require financial support

### **Advantages**

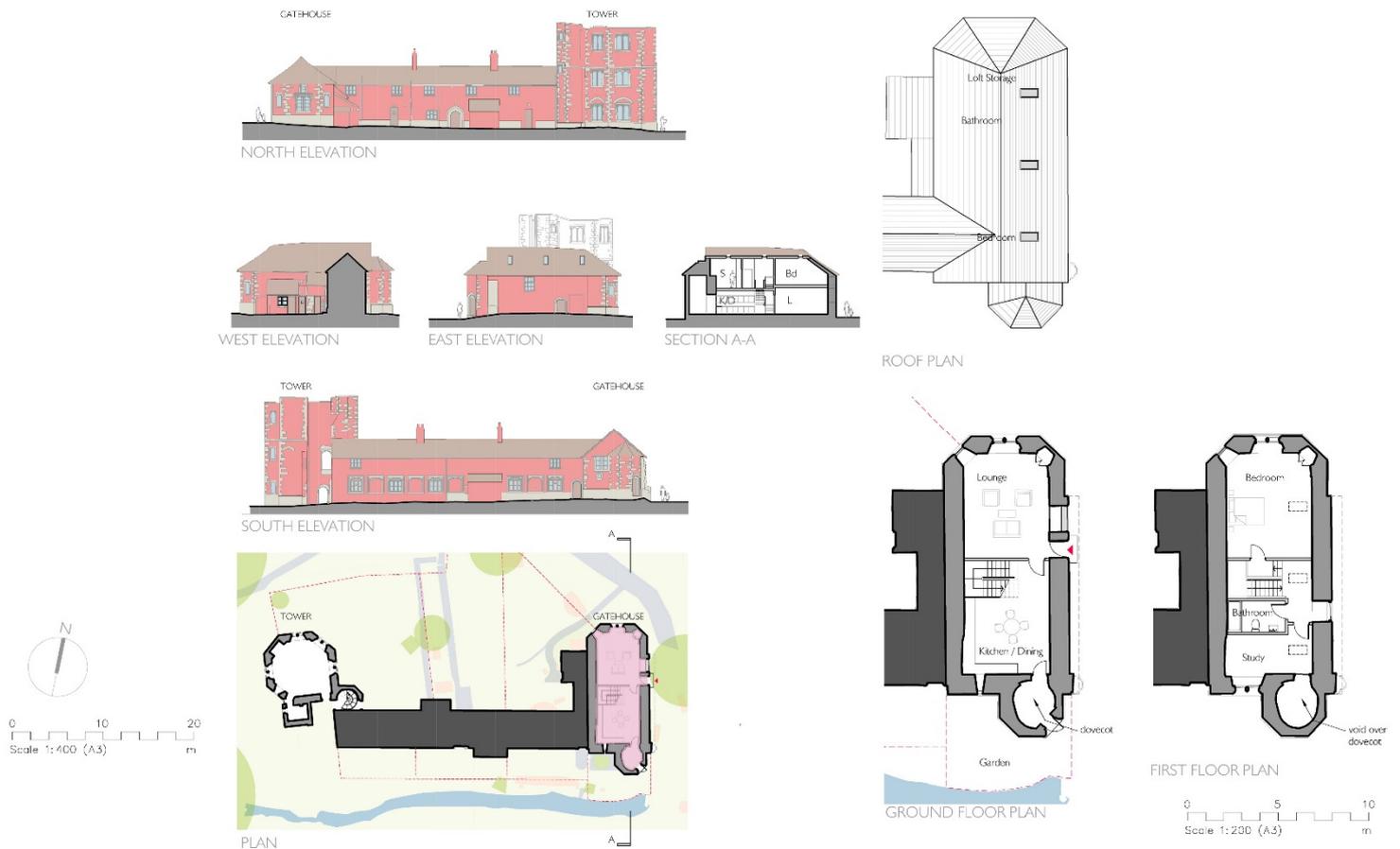
- Increased public access
- Improved presentation of the historic asset

### **Disadvantages**

- Introduction of lift access would involve loss of historic fabric and interfere with the legibility of the built form
- High running cost associated with minimal revenue earning capacity
- Limited financial viability would make this arrangement vulnerable to financial failure
- Disturbance of local residents

### **Conclusion**

This approach is not considered viable due to the negative impact on the historic fabric and unsustainable costs



### 5.10 Option H1 – Gatehouse – 1 Bed Residential

Construction Cost – £275K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

#### Description

1 bedroom house in gatehouse. The existing envelope of the gatehouse would be retained and re-furbished. A new floor would be inserted below wall-head height to provide headroom for sleeping accommodation at the upper level. Conservation roof-lights would provide daylight and views out. Living accommodation would be at ground level with access to a small private garden. A new window would be formed in the east wall of the kitchen dining space unblocking an earlier opening.

#### Physical Impact on Historic Asset

The conversion of the existing fabric would have a neutral impact on the historic fabric, with the slight benefit that the modern kitchen would be removed from the principal ground floor room.

#### Impact on Presentation of the Site

The proposal would have minimal physical and visual impact on the tower and its environs.

#### Impact on Building Maintenance

Residential occupation of the gatehouse is considered a beneficial use that will contribute to the long term survival of the standing remains.

**Public Access**

No public access to the interior unless the use is as a holiday let with occasional access for the general public

**Community Benefit**

Neutral

**Management**

If the completed residential conversion were sold there would be no management burden. Rental or use as a holiday let would have an ongoing management cost

**Cost of Implementation**

Significant capital funding required

**Revenue Earning capacity**

Sale would yield a modest capital return with no legacy of maintenance or management costs, which would become the responsibility of the householder. Use of the accommodation for rental or holiday let would provide a potential ongoing revenue stream that could be invested in maintenance and interpretation of the site

**Advantages**

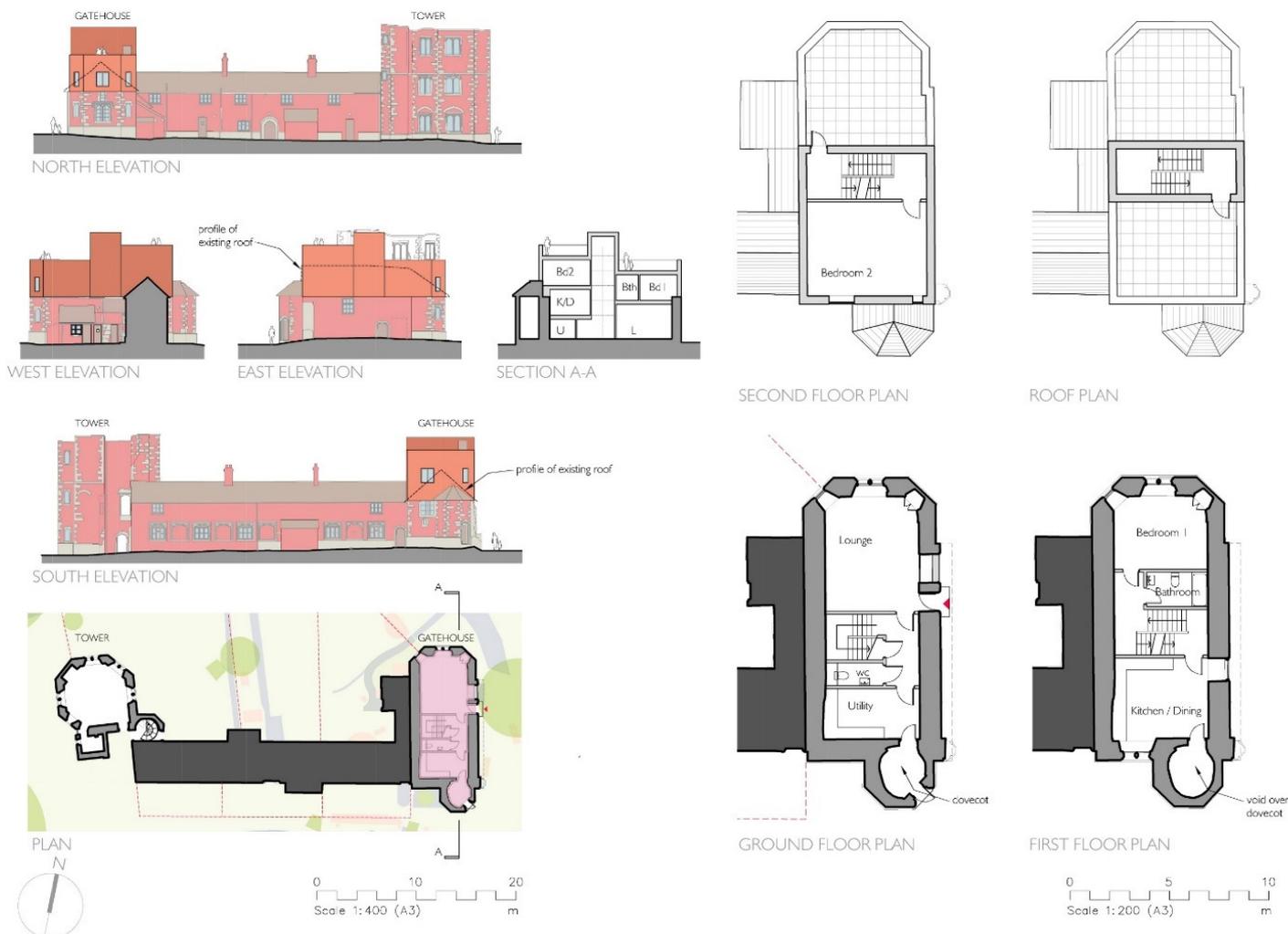
- Self-financing
- Conversion to private residential use is demonstrated to be an effective strategy for protecting and maintaining historic fabric
- Removal of the modern kitchen from the principal ground floor room

**Disadvantages**

- Private residential use would prevent increased public access
- Lack of parking and privacy would restrict the value and viability of this option

**Conclusion**

This approach is considered viable, whether the conversion is for sale, rental or use as a holiday let



### 5.11 Option H2 – Gatehouse – 2 Bed Residential

Construction Cost – £559K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

#### Description

2 bedroom house in gatehouse. The original walls would be extended up in modern construction by two floors plus a roof terrace. The larger footprint of the gatehouse allows construction of a new internal stair. Split levels would exploit the different sill heights of existing windows.

#### Physical Impact on Historic Asset

Conversion to residential use, removal of the existing low pitched roof and construction of a vertical extension closer in scale to the original gatehouse is likely to dominate the original fabric

### **Impact on Presentation of the Site**

Dominant new construction is likely to have a detrimental impact on the setting of the remains

### **Impact on Building Maintenance**

Residential occupation of the gatehouse is considered a beneficial use that will contribute to the long term survival of the standing remains, provided that new construction does not dominate the historic fabric

### **Public Access**

No public access to the interior unless the use is as a holiday let with occasional access for the general public

### **Community Benefit**

Neutral

### **Management**

If the completed residential conversion were sold there would be no management burden. Rental or use as a holiday let would have an ongoing management cost

### **Cost of Implementation**

Significant capital funding required

### **Revenue Earning capacity**

Good. Sale would yield a good capital return with no legacy of maintenance or management costs, which would become the responsibility of the householder. Use of the accommodation for rental or holiday let would provide a potential ongoing revenue stream that could be invested in maintenance and interpretation of the site

### **Advantages**

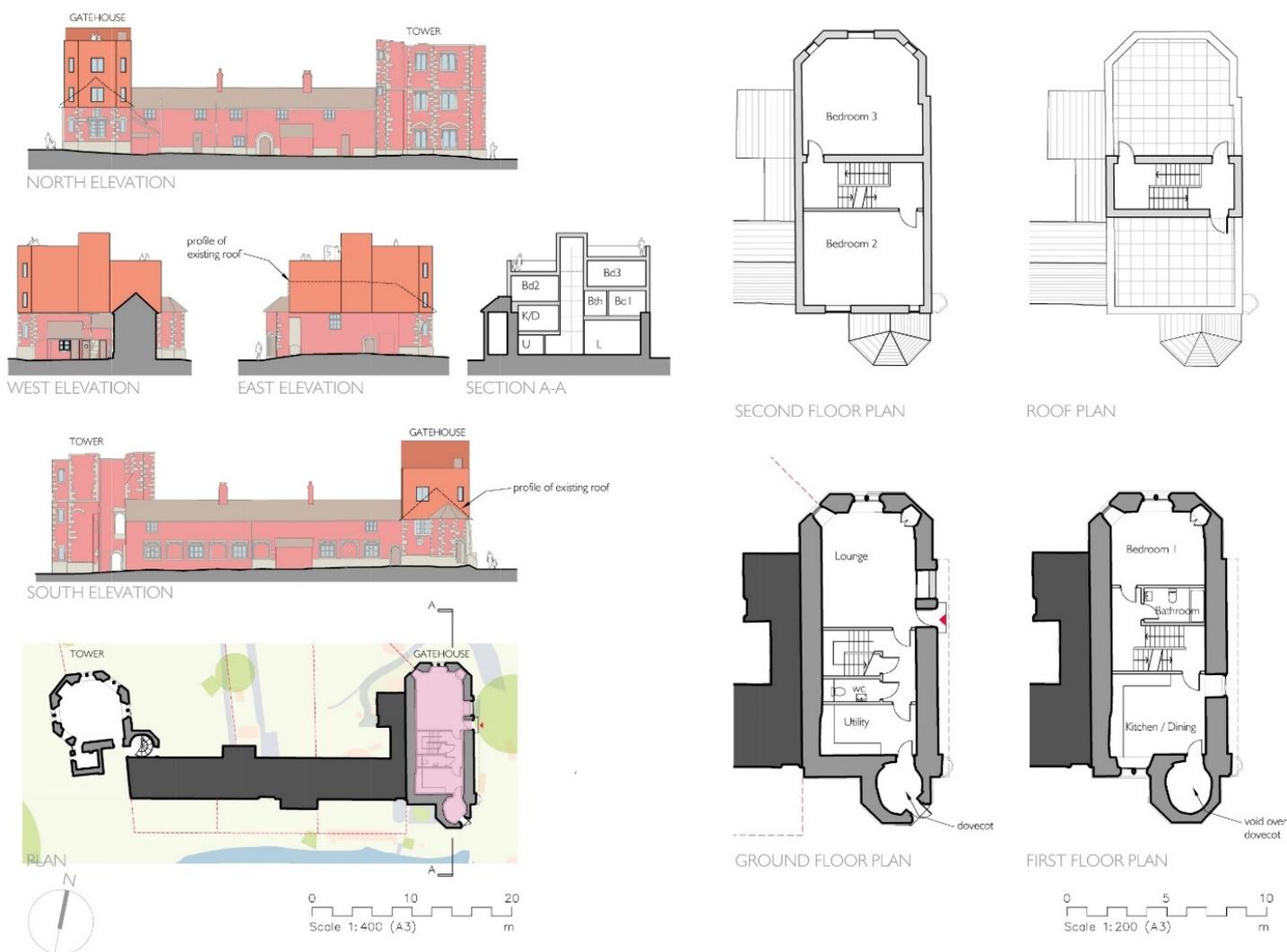
- Conversion to private residential use is demonstrated to be an effective strategy for protecting and maintaining historic fabric

### **Disadvantages**

- Cost of conversion exceeds value
- The bulk of new construction is likely to dominate the remains of the palace
- Private residential use would prevent increased public access
- Lack of parking and private garden would restrict the value and viability of this option

### **Conclusion**

This approach is not considered economically viable, whether the conversion is for sale, rental or use as a holiday let



### 5.12 Option H3 – Gatehouse – 3 Bed Residential

Construction Cost – £654K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

#### Description

3 bedroom house in gatehouse. The original walls would be extended up in modern construction by two and a half levels plus a roof terrace. The larger footprint of the gatehouse allows construction of a new internal stair. Split levels would exploit the different sill heights of existing windows

#### Physical Impact on Historic Asset

Conversion to residential use, removal of the existing low pitched roof and construction of a vertical extension is likely to allow new construction to dominate the surviving fabric

**Impact on Presentation of the Site**

A new extension could evoke the scale of the gatehouse, enhancing understanding of the palace. However, the scale of new construction is likely to dominate surviving historic fabric.

**Impact on Building Maintenance**

Residential occupation of the gatehouse is considered a beneficial use that will contribute to the long term survival of the standing remains

**Public Access**

No public access to the interior unless the use is as a holiday let with occasional access for the general public

**Community Benefit**

Neutral

**Management**

If the completed residential conversion were sold there would be no management burden. Rental or use as a holiday let would have an ongoing management cost

**Cost of Implementation**

Significant capital funding required

**Revenue Earning capacity**

Good. Sale would yield a good capital return with no legacy of maintenance or management costs, which would become the responsibility of the householder. Use of the accommodation for rental or holiday let would provide a potential ongoing revenue stream that could be invested in maintenance and interpretation of the site

**Advantages**

- Conversion to private residential use is demonstrated to be an effective strategy for protecting and maintaining historic fabric

**Disadvantages**

- The scale of new construction could overwhelm the original fabric
- Private residential use would prevent increased public access
- Lack of parking and private garden would restrict the value and viability of this option

**Conclusion**

This approach is not considered economically viable. The scale of new development is considered too dominant in relation to the historic fabric

### 5.13 Option J1 – Gatehouse – Small Community Centre

Construction Cost – £258K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

#### **Description**

Community centre in gatehouse. The existing fabric would be refurbished, with a level threshold, access toilet accommodation and a kitchenette located at the south end of the building, opening up the principal room to the north

#### **Physical Impact on Historic Asset**

There would be little change and minimal impact

#### **Impact on Presentation of the Site**

More active community use of the gatehouse is considered a beneficial use that will contribute to the long term survival of the standing remains. This use allows greater public access to the interior of the building and could be used as a base for educating visitors about the history of the site.

#### **Impact on Building Maintenance**

Active use of the gatehouse is considered beneficial

#### **Public Access**

Greater public access to the gatehouse could promote greater understanding and appreciation

#### **Community Benefit**

Good

#### **Management**

If the community centre was run by volunteers management costs could be low.

#### **Cost of Implementation**

Modest

#### **Revenue Earning capacity**

A community centre would be unlikely to be fully self-funding and would therefore require financial support

#### **Advantages**

- Increased public access
- Improved presentation of the historic asset

#### **Disadvantages**

- Running costs may not be covered by the revenue earning capacity
- Disturbance of local residents

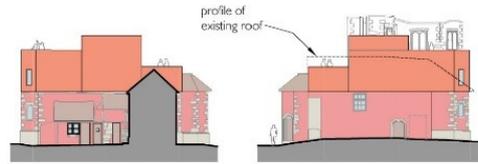
#### **Conclusion**

This approach is considered viable, subject to the availability of ongoing external funding to subsidise costs

# Oxford, Archbishop's Palace Options Appraisal

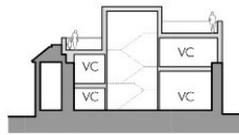


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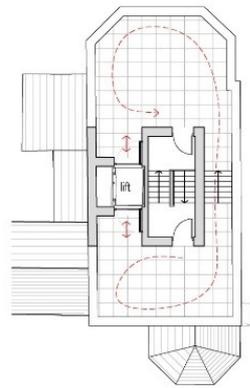


WEST ELEVATION

EAST ELEVATION



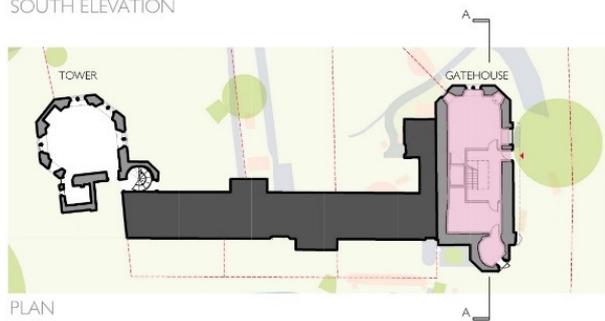
SECTION A-A



ROOF PLAN



SOUTH ELEVATION

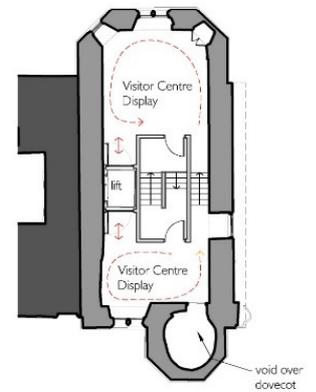


PLAN

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GROUND FLOOR PLAN



FIRST FLOOR PLAN

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Scale 1:200 (A3)  
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## 5.14 Option J2 – Gatehouse – Visitor Centre

Construction Cost – £493K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

### Description

Visitor centre in gatehouse. The original walls would be extended up in modern construction by two levels plus a roof terrace. The larger footprint of the gatehouse allows construction of a new internal lift and stair. Split levels would exploit the different sill heights of existing windows

### **Physical Impact on Historic Asset**

Conversion to visitor centre use, removal of the existing low pitched roof and construction of a vertical extension closer in scale to the original gatehouse is likely to allow new construction to dominate the original fabric

### **Impact on Presentation of the Site**

Occupation of the gatehouse is considered a beneficial use that will contribute to the long term survival of the standing remains, provided that new construction does not dominate the historic fabric. The physical and visual impact of new construction on the tower and its environs is likely to be negative, due to the dominance of new construction over surviving fabric

### **Impact on Building Maintenance**

Active use of the gatehouse is considered beneficial

### **Public Access**

Public access to the interior and a rooftop viewing platform overlooking Oxford and the Darent Valley will allow direct experience of the historic fabric and its context, promoting greater understanding and appreciation

### **Community Benefit**

High

### **Management**

Unless the visitor centre could be run entirely by volunteers, management costs would be high

### **Cost of Implementation**

High

### **Revenue Earning capacity**

Income from ticket and merchandise sales could not be realistically expected to cover operational and maintenance costs. A visitor centre would be most unlikely to be self-funding and therefore require financial support

### **Advantages**

- Increased public access
- Improved presentation of the historic asset

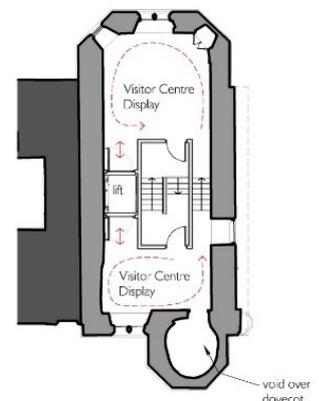
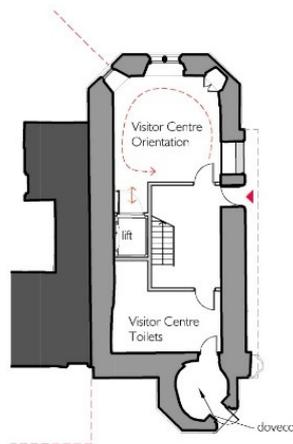
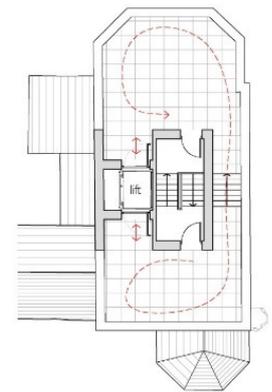
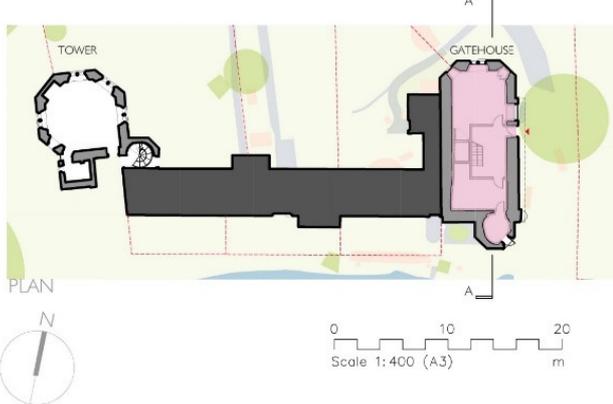
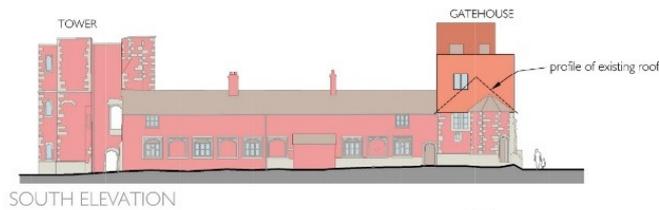
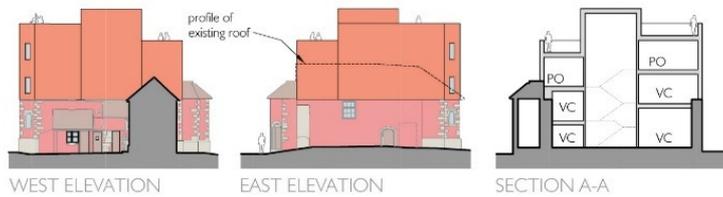
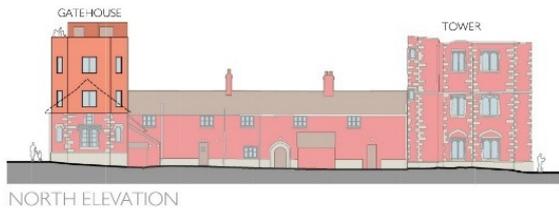
### **Disadvantages**

- High running cost associated with minimal revenue earning capacity
- New construction likely to dominate surviving fabric
- Limited financial viability would make this arrangement vulnerable to financial failure
- Disturbance of local residents

### **Conclusion**

This approach is not considered viable due to the cost and potentially negative impact on the surviving fabric

# Oxford, Archbishop's Palace Options Appraisal



GROUND FLOOR PLAN

FIRST FLOOR PLAN

Scale 1:200 (A3)

## 5.15 Option J3– Gatehouse – Visitor Centre and Parish Office

Construction Cost – £683K (Visitor Centre £275K; Parish Office £411K)

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

### Description

Visitor centre and parish office in gatehouse. The original walls would be extended up in modern construction by two and a half levels plus a roof terrace. The larger footprint of the gatehouse allows construction of a new internal lift and stair. Split levels would exploit the different sill heights of existing windows. The parish office could occupy two linked half levels and be self-contained

### Physical Impact on Historic Asset

Conversion to visitor centre and parish office use, removal of the existing low pitched roof and construction of a vertical extension closer in scale to the original gatehouse is likely to allow new construction to dominate the original fabric

### **Impact on Presentation of the Site**

A new extension could evoke the scale of the gatehouse, enhancing understanding of the palace. The physical and visual impact of new construction on the tower and its environs is likely to be negative, due to the dominance of new construction over surviving fabric

### **Impact on Building Maintenance**

Active use of the gatehouse is considered beneficial

### **Public Access**

Public access to the interior and a rooftop viewing platform overlooking Oxford and the Darent Valley will allow direct experience of the historic fabric and its context, promoting greater understanding and appreciation

### **Community Benefit**

High

### **Management**

Unless the visitor centre could be run entirely by volunteers, management costs would be high. However this could be mitigated by relocation of the parish office to the gatehouse

### **Cost of Implementation**

High

### **Revenue Earning capacity**

Income from ticket and merchandise sales could not be realistically expected to cover operational and maintenance costs. A visitor centre would be most unlikely to be self-funding and therefore require financial support. Relocation of the parish office could release revenue from residential conversion of its present accommodation

### **Advantages**

- Increased public access
- Parish Council use would increase traffic to the Palace, integrating it with village life
- Improved presentation of the historic asset

### **Disadvantages**

- High running cost associated with minimal revenue earning capacity
- Limited financial viability would make this arrangement vulnerable to financial failure
- The scale of new construction could overwhelm the original fabric

### **Conclusion**

This approach is not considered financially viable and the scale of new construction could overwhelm the original fabric

## 6. CONCLUSION AND RECOMMENDATIONS

- 6.1 A number of conclusions can be drawn from the options considered.

### Parking

- 6.2 On-site parking for visitors to the Palace that will not inconvenience neighbours or infringe legal access restrictions could be discretely provided parallel to the Sevenoaks Road. This provision should be offset against potential use of parking unrelated to the Palace and a desire to encourage the use of public transport. The introduction of parked vehicles into the Palace environs should be kept to a minimum, including bays for disabled users.

### Landscape Treatment

- 6.3 Appropriate landscape treatment could help to convey a sense of the relationship between the vestigial standing remains and the grandeur of the Palace in its heyday. This could be very modest, perhaps restricted to demarcation of the location of the west range in gravel or planting and knot garden and the axial route from the gatehouse across the entrance court picked out with a mown strip or other soft landscape treatment.

### The Benefits of Occupation

- 6.4 Both the tower and gatehouse would benefit from sympathetic occupation. Made weathertight, the process of degradation of the historic fabric would be significantly slowed and the cost of maintenance reduced. The occupiers of the buildings would be on site to note maintenance requirements and ensure that they are correctly implemented. Once converted to residential both Tower and Gatehouse (above ground) would be de-scheduled and the Tower listed, since scheduling cannot apply to a dwelling house. The onus for oversight of alterations would fall primarily on the Local Planning Authority as it does for all Listed Buildings

### The Tower

- 6.5 Due to its restricted plan footprint, the tower cannot be provided with the degree of access that is expected from a public use, such as a Visitor Centre or the Parish Office. The standard of access appropriate for a private dwelling, especially one converted from a Scheduled Ancient Monument, is more modest. For this reason, we recommend that the tower is converted to residential use (Options F1 and F2) with vertical access provided within the existing shaft. In Option F2 a two-storey extension would accommodate a new entrance, kitchen and bathroom, leaving the tower for occupation by the principal rooms. Modern construction could be used for the extension and to provide the upper enclosure of the spiral stair and guarding to a roof terrace. Option F1 involves minimal change to the tower and lower associated costs, and is recommended

### The Gatehouse

- 6.6 The plan form and larger footprint of the Gatehouse allow the insertion of Building Regulation compliant stairs and lift access. Only the ground floor of the original gatehouse remains, and this is dominated by a later pitched roof. Vertical extension of the surviving walls in sympathetic modern construction (Options H2 and J2) could allow a better sense of the original masonry as well as allowing more viable uses of the

building. However, this is at the risk of new construction dominating the surviving fabric. It is proposed to retain the later insertion of the dovecote in the stair shaft intact.

- 6.7 Practical use of the Gatehouse could include: residential, be it holiday let, rental, or private ownership, or conversion to community use. Conversion of the existing building into residential (Option H1) or community use (Option J1) with minimal change is potentially viable and recommended.

### Future Care of the Archbishop's Palace

- 6.8 Securing the future of the remains at the Archbishop's Palace will require the careful balancing of different criteria:
- Ensuring funds are available for future maintenance.
  - Enhancing understanding and appreciation of the Palace so that it is championed by public opinion.
  - Ensuring that any changes to the historic fabric are sympathetic, enhancing appreciation of the Palace.
  - Improving the amenity of the site for enjoyment by local people and visitors.
  - Encouraging visitors to the area as a boost to the local economy.
  - Ensuring that options considered are sustainable and financially viable.

## 6.9 Summary of Options

Ref.	Option	Summary of Viability	Construction Cost (excluding site landscape)	Development Surplus/Deficit	Ongoing Maintenance Cost to Council per annum
A	Do Nothing	Not viable – subjects council to threat of legal action	0.00	0.00	0.00
B	Maintain Ruin	Not viable – maintenance cost of ruins high, with no opportunity to defray	Maintenance only	0.00	4,000.00
C	Transfer Ownership	Viability subject to availability of suitable organisations to take on ownership	0.00	0.00	0.00
D	Purchase one Cottage	Not viable – subject to market availability		N/A	4,000.00
E	Enabling Development: New 3 bed house	Not viable to build over mediaeval remains of Palace	£607K	N/A	£4,000.00

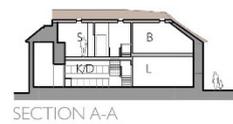
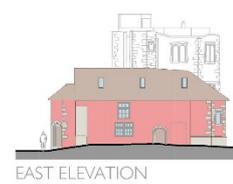
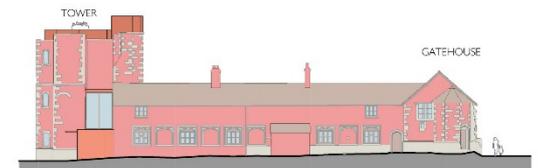
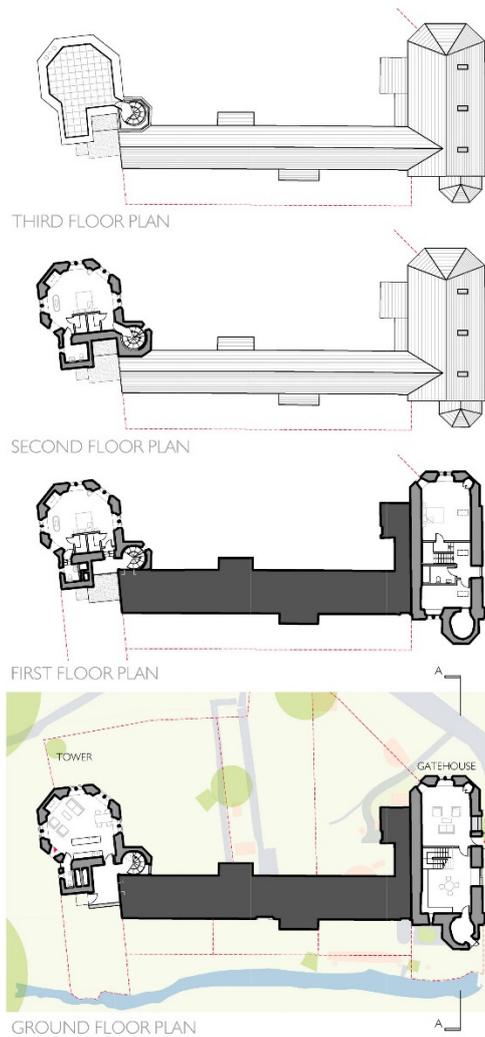
Ref.	Option	Summary of Viability	Construction Cost (excluding site landscape)	Development Surplus/Deficit	Ongoing Maintenance Cost to Council per annum
F1	Tower, small 2 bed residential	High viability. Minimal cost and intervention in historic fabric. Would ensure maintenance undertaken by householder, monitored by the Local Authority under Listed Building procedures	£384K	£21,000	0.00 (assumes maintenance responsibility passed to property holder)
F2	Tower, large 2 bed residential	Moderate viability subject to market demand. Would ensure maintenance undertaken by householder, monitored by the Local Authority under Listed Building procedures	£593K	(£122,000)	0.00 (assumes maintenance responsibility passed to property holder)
G	Tower – Visitors Centre and Parish Office	Not viable – inadequate access and historic fabric does not lend itself to this use	£679K	(£924,000)	3,400.00

Ref.	Option	Summary of Viability	Construction Cost (excluding site landscape)	Development Surplus/Deficit	Ongoing Maintenance Cost to Council per annum
H1	Gatehouse, 1 bed residential	High viability. Minimal cost and intervention in historic fabric. Would ensure maintenance undertaken by householder, monitored by the Local Authority under Listed Building procedures	£275K	£123,000	0.00 (assumes maintenance responsibility passed to property holder)
H2	Gatehouse, 2 bed residential	Moderate viability subject to market demand. Would ensure maintenance undertaken by householder, monitored by the Local Authority under Listed Building procedures	£559K	(£41,000)	0.00 (assumes maintenance responsibility passed to property holder)
H3	Gatehouse, 3 bed residential	Not viable. Cost exceeds market value. New construction could overwhelm historic fabric	£654K	(£71,000)	0.00 (assumes maintenance responsibility passed to property holder)
J1	Gatehouse, small Community Centre	Viability would depend on external funding from sale of tower for residential use	£258K	(£390,000)	£3,400.00

Ref.	Option	Summary of Viability	Construction Cost (excluding site landscape)	Development Surplus/Deficit	Ongoing Maintenance Cost to Council per annum
J2	Gatehouse, Visitors Centre	Viability would depend on external funding	£493K	(£703,000)	£3,400.00
J3	Gatehouse, Visitors Centre and Parish Office	Viability would depend on external funding	£683K	(£967,000)	£3,400.00
F1 H1	Recommended Option 1:  Tower and gatehouse both residential	Most viable and recommended option – this ensures stewardship of the historic fabric by the householders, monitored by the Local Authority under Listed Building procedures, and removes the maintenance burden from the public purse	£659K	£7,000	0.00 (assumes maintenance responsibility passed to property holder)

Ref.	Option	Summary of Viability	Construction Cost (excluding site landscape)	Development Surplus/Deficit	Ongoing Maintenance Cost to Council per annum
F1 J1	Recommended Option 2: Tower 2 bed residential and Gatehouse small Community Centre	This option ensures stewardship of the historic fabric by the occupiers, monitored by the Local Authority under Listed Building procedures (tower) and the Scheduled Ancient Monument Inspector (gatehouse). The maintenance burden is removed from the public purse	£642K	<b>(£505,000)</b>	

# Oxford, Archbishop's Palace Options Appraisal



## RECOMMENDED COMBINED SCHEME RESIDENTIAL OPTION: F1 & H1

Tower – 2 Bed Residential plus Gatehouse: construction cost – 1 Bed Residential £659K  
 F1 Tower small 2-bed residential: construction cost – £384K  
 H1 Tower 1-bed residential: construction cost – £275K  
 Site landscape cost - £137K  
 Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)  
 Development Surplus - £7,000

The reduced tower and gatehouse accommodation diminishes both the impact and cost of new construction on the historic remains. It is the only option identified in the market evaluation with the potential to be implemented at a modest profit. Other approaches generated deficits, some significant. More ambitious interventions suffer from fundamental problems. New construction tends to overwhelm the scant surviving remains of the Archbishop's Palace. In addition to high associated cost, these approaches demonstrate a divergence between cost and market value. It is hard to imagine why a purchaser would pay a high price for a house with severely curtailed privacy, garden space and parking when similarly priced properties offer these amenities.

## RECOMMENDED COMBINED SCHEME

### RESIDENTIAL & COMMUNITY CENTRE OPTION: F1 & J1

Tower – 2 Bed Residential plus Gatehouse – Visitor Centre: construction cost – £642K

F1 Tower small 2-bed residential: construction cost – £384K

J1 Tower small Community Centre: construction cost – £258K

Site landscape cost - £137K

Annual maintenance cost of tower & gatehouse - £3,400 (paid by householders/occupiers)

Development deficit – (£505,000)

This option is not illustrated. As with the above recommended combined scheme, the cost and impact on the historic fabric are minimised, in a potentially viable approach. Unlike the fully residential combined scheme, while the tower residential conversion could be achieved at a profit, the gatehouse community centre would rely on a continued subsidy to operate. Community use and access to part of the remaining fabric of the palace has strong community support

APPENDIX (issued as separate documents)

- A. Feedback from Public Consultations held on 20 February and 28 February 2017
- B. Letter from Inspector of Ancient Monuments dated 20 March 2017
- C. Conservation Statement