

Committee: Executive
Date: Monday 7 September 2009
Time: 6.30 pm
Venue: Bodicote House, Bodicote, Banbury, OX15 4AA

Membership

Councillor Barry Wood (Chairman) Councillor G A Reynolds (Vice-Chairman)

Councillor Ken Atack
Councillor Norman Bolster
Councillor Michael Gibbard

Councillor James Macnamara
Councillor Kieron Mallon
Councillor Nigel Morris

Councillor D M Pickford
Councillor Nicholas Turner

AGENDA

1. Apologies for Absence

2. Declarations of Interest

Members are asked to declare any interest and the nature of that interest that they may have in any of the items under consideration at this meeting.

3. Petitions and Requests to Address the Meeting

The Chairman to report on any requests to submit petitions or to address the meeting.

4. Urgent Business

The Chairman to advise whether they have agreed to any item of urgent business being admitted to the agenda.

5. **Minutes** (Pages 1 - 12)

To confirm as a correct record the Minutes of the meeting held on 3 August 2009.

Strategy and Policy

6. **RAF Bicester Planning Brief** (Pages 13 - 166)

6.35 pm

Report of Head Planning and Affordable Housing Policy

Summary

To report on the responses received to the consultation draft Planning Brief incorporating Informal Development Principles and Management Guidelines and to seek approval of the amended document. To consider the manner in which the site is being disposed of and to comment upon that. To seek the engagement of Defence Estates and English Heritage in the joint preparation of Management Guidelines for the flying field and technical site.

Recommendations

The Executive is recommended:

- (1) to note the responses received to the draft document and to approve the content of the amended document for publication
- (2) to express its concern to the Ministry of Defence that the maintenance of the buildings on the technical site has not been undertaken in accordance with the DCMS protocol
- (3) to express its concern to the Ministry of Defence at the extent to which the disposal of this site has been undertaken in a manner contrary to the DCMS protocol, in particular with respect to a comprehensive approach to securing the future of the whole of the heritage asset
- (4) to invite Defence Estates and English Heritage to engage fully and quickly in the process of drawing up Management Guidelines for the flying field and Technical site to ensure that these are agreed prior to the sale.

7. **Member Development Strategy** (Pages 167 - 179)

6.50 pm

Report of the Head of Legal and Democratic Services

Summary

This report presents a Member Development and Support Strategy for approval and updates the Executive on the general progress of the member development programme 2009/10.

Recommendations

The Executive is recommended to:

- (1) approve the Member Development and Support Strategy.
- (2) request an annual review of the Member Development and Support Strategy and the progress of the member support interviews.

Service Delivery and Innovation

8. Bicester Market Square Highway and Environmental Improvement Scheme (Pages 180 - 184) **7.00 pm**

Report of Head of Economic Development and Estates

Summary

To confirm that the Council can, in collaboration with Oxfordshire County Council, move forward to public consultation on three proposed plans for an environmental improvement scheme of Bicester Market Square.

Recommendation

The Executive is recommended to:

- (1) Agree that the three options for the Environmental Improvement Scheme of Bicester Market Square described in the report, go forward for public consultation.
- (2) Request the County Council to make it clear in the consultation that
 - the implementation of any scheme will be timed so that it does not clash with the programme for the Bicester town centre redevelopment.
 - designs that result in the loss of public car parking may have significant financial implications and will require the approval of the District Council as landowner of the Market square car park.

9. Pitt Review into Summer 2007 Floods - Further Implications following the Government's Response to the Report Recommendations (Pages 185 - 190) **7.15 pm**

Report of Head of Building Control and Engineering Services

Summary

All the recommendations of the Pitt Report into the Summer 2007 floods were accepted by the Government in late 2008. Following that in April 2009 the draft Flood and Water Management Bill was published and consulted upon. The Bill seeks to rearrange the various ways in which existing land drainage and flood risk management powers and responsibilities are organised, and proposes some new duties for those involved. If enacted the Bill would have significant implications for the way these services are delivered locally. The purpose of this Report is to appraise Members of those implications and to recommend an approach that

supports the promotion of high quality land drainage services in Cherwell District in the future.

Recommendations

The Executive is recommended to:

- 1) Support the ways in which the Flood and Water Management Bill seeks to place greater accountability on the Public Sector for flood risk management.
- 2) Note that it is likely that the lead statutory role in land drainage and flood risk management will rest in future with Oxfordshire County Council.
- 3) Recognise that it follows from (2) above that in future it will only be possible to provide land drainage and flood risk management services at District level through agencies or operational protocols to the Lead Local Flood Authority which is proposed to be the County Council.
- 4) Pursue partnership discussions about how District Councils in Oxfordshire might work with the County Council to provide high quality land drainage and flood risk management services in the future.

10. Bryan House Bicester Redevelopment Scheme (Pages 191 - 196) 7.25 pm

Report of Head of Economic Development and Estates, Head of Housing Services, and Head of Urban and Rural Services

Summary

To consider options for progressing the redevelopment scheme.

Recommendation

The Executive is recommended:

- (1) To approve a land exchange with Sanctuary Housing to enable the redevelopment of the Bryan House site with affordable housing, with the loss of one public car parking space.

Value for Money and Performance

11. Annual Report and Summary of Accounts 2008/09 (Pages 197 - 216) 7.35 pm

Report of Strategic Director Customer Services and Resources

Summary

This report seeks approval of the combined Annual Report and Summary of Accounts 2008/9, subject to any amendments of the Accounts, Audit and Risk Committee on 23 September 2009.

Recommendation

The Executive is recommended:

- (1) Consider and recommend the Annual Report and Summary of Accounts 2008/9 (Appendix 1), to be given final approval subject to any amendments by the Accounts, Audit and Risk Committee on 23 September 2009.

Urgent Business

12. Urgent Business

Any other items which the Chairman has decided is urgent.

13. Exclusion of the Press and Public

The following report contains exempt information as defined in the following paragraphs of Part 1, Schedule 12A of Local Government Act 1972.

3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

4 – Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holder under, the authority.

Members are reminded that whilst the following item has been marked as exempt, it is for the meeting to decide whether or not to consider it in private or in public. In making the decision, members should balance the interests of individuals or the Council itself in having access to the information. In considering their discretion members should also be mindful of the advice of Council Officers.

Should Members decide not to make a decision in public, they are recommended to pass the following recommendation:

“That, in accordance with Section 100A(4) of Local Government Act 1972, the press and public be excluded from the meeting for the following item of business, on the grounds that they could involve the likely disclosure of exempt information as defined in paragraphs 3 and 4 of Part 1, Schedule 12A of that Act.”

14. Orchard Way Banbury Redevelopment Scheme (Pages 217 - 225) 7.45 pm

Report of Head of Economic Development and Estates and Head of Housing Services

15. Pay and Grading Review 2010 (Pages 226 - 234) 8.00 pm

Report of the Head of Human Resources and the Head of Finance

(Meeting scheduled to close at 8.15 pm)

Information about this Agenda

Apologies for Absence

Apologies for absence should be notified to democracy@cherwell-dc.gov.uk or 01295 221587 prior to the start of the meeting.

Declarations of Interest

Members are asked to declare interests at item 2 on the agenda or if arriving after the start of the meeting, at the start of the relevant agenda item. The definition of personal and prejudicial interests is set out in the constitution. The Democratic Support Officer will have a copy available for inspection at all meetings.

Personal Interest: Members must declare the interest but may stay in the room, debate and vote on the issue.

Prejudicial Interest: Member must withdraw from the meeting room and should inform the Chairman accordingly.

With the exception of the some very specific circumstances, a Member with a personal interest also has a prejudicial interest if it is one which a Member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest.

Local Government and Finance Act 1992 – Budget Setting, Contracts & Supplementary Estimates

Members are reminded that any member who is two months in arrears with Council Tax must declare the fact and may speak but not vote on any decision which involves budget setting, extending or agreeing contracts or incurring expenditure not provided for in the agreed budget for a given year and could affect calculations on the level of Council Tax.

Queries Regarding this Agenda

Please contact James Doble, Legal and Democratic Services james.doble@cherwell-dc.gov.uk (01295) 221587

Mary Harpley
Chief Executive

Published on Thursday 27 August 2009

Agenda Item 5

Cherwell District Council

Executive

Minutes of a meeting of the Executive held at Bodicote House, Bodicote, Banbury, OX15 4AA, on 3 August 2009 at 6.30 pm

Present: Councillor Barry Wood (Chairman)

Councillor G A Reynolds
Councillor Ken Attack
Councillor Norman Bolster
Councillor Michael Gibbard
Councillor James Macnamara
Councillor Kieron Mallon
Councillor D M Pickford
Councillor Nicholas Turner

Apologies
for
absence: Councillor Nigel Morris

Officers: Mary Harpley, Chief Executive and Head of Paid Service
Ian Davies, Strategic Director - Environment and Community
Julie Evans, Strategic Director - Customer Service & Resources
John Hoad, Strategic Director - Planning, Housing and Economy
Liz Howlett, Head of Legal & Democratic Services and Monitoring Officer
Jo Smith, Communications Manager
Karen Curtin, Head of Finance
Gillian Greaves, Head of Housing Services
Grahame Helm, Head of Safer Communities & Community Development
Ed Potter, Head of Environmental Services
Claire Taylor, Community Planning Manager
David Peckford, Senior Planning Officer
James Doble, Democratic, Scrutiny and Elections Manager

25 **Declarations of Interest**

There were no declarations of interest.

26 **Petitions and Requests to Address the Meeting**

There were no petitions and requests to address the meeting.

27 **Urgent Business**

There was no urgent business.

28 **Minutes**

The minutes of the meeting held on 6 July 2009 were agreed and signed by the Chairman, including the exempt minutes of the meeting held on 6 July 2009 which were tabled.

29 **Planning for Swine Flu Pandemic**

The Head of Legal and Democratic Services, Head of Human Resources and Head of Safer Communities & Community Development, submitted a report to inform the Executive of the current situation and seek approval for proposed actions in the event of significant levels of illness.

Resolved

- 1) That it be noted that the government may consider extending self certification from 7 days to 14 days and that a signed medical certificate would not be required.
- 2) That the ICT contingency reserve be utilised to fund expenditure of £15 000 to upgrade the IT infrastructure and ensure that home working is available to all who need it.
- 3) That agreement be given to providing mutual aid and assistance to the PCT as requested which would include making available the locations noted in the report as antiviral distribution centres and redeploying staff if requested provided those staff have the same level of protection as NHS staff. That mutual aid be made available to neighbouring local authorities subject to local circumstances and availability, provided that neither compromise our ability to provide essential services.
- 4) That the trigger for activating the Council's Pandemic Flu Plan would be when the first case is reported in a current employee. That the Cherwell District Council Decision Making contingency Plan as set out in Annex 1 to the minutes (as set out in the minute book) be agreed.
- 5) That if necessary all Executive powers be delegated to an urgency committee made up of any three of the Executive which shall include the Leader or Deputy Leader of Council if possible.
- 6) That Council be recommend in the event of an ongoing emergency to establish an Emergency General Purpose Committee to make any decisions the Council is able to make which are not part of the Executive functions or reserved in legislation to full Council. The

composition of the Emergency General Purpose Committee would be the Leader of Council with any member of the Executive as substitute, the Deputy Leader with any member of the majority group as substitute and the Leader of the opposition, with any member of the opposition group as substitute.

Reasons - Council officers attended an emergency planning exercise at Newport Pagnell on 13th July to test the Thames Valley Local Resilience Forum's pandemic flu plan. All the district council representatives agreed we are likely to have a limited role in the wider community with the exception of Communications who can play a key part in issuing advice. It was also recognised that environmental health staff might be called upon to assist the PCT in "non-council" activities.

Options

Option One	Invoke the pandemic flu plan as and when the Corporate Management Team agree it is appropriate.
Option Two	Invoke the pandemic flu plan at the agreed trigger point of the first reported case amongst current employees.
Option Three	Do not invoke the pandemic flu plan.

30

Planning for Gypsies, Travellers and Travelling Show People in the South East

The Head of Planning and Affordable Housing Policy and the Head of Housing Services submitted a report to consider the Council's response to the next stage of regional consultation on the number and distribution of 'pitches' and 'plots' for Gypsies and Travellers and Travelling Showpeople.

Resolved

- 1) That no objections be raised to the South East England Partnership Board's recommendations to the Secretary of State for Communities and Local Government;
- 2) That the report as set out in the annex to the minutes (as set out in the minute book) be endorsed as the Council's formal response to the Secretary of State;
- 3) That the need for partnership working and key stakeholder involvement in preparing planning and housing policy for Gypsies, Travellers and Travelling Showpeople and in identifying suitable sites and appropriate means of site delivery be noted.

Reasons - The South East Plan is being partially reviewed to establish regional policy for meeting the accommodation needs of Gypsies, Travellers and Travelling Showpeople. On 4 March 2009 the former South East England Regional Assembly (SEERA) agreed its recommendations for the level and distribution of additional 'pitches' for Gypsies and Travellers and 'plots' for Travelling Showpeople across the region.

Options

Option One	To raise no objection to the South East England Partnership Board's recommendations to the Secretary of State for Communities and Local Government
Option Two	To raise objection
Option Three	To raise no objection subject to comments

31 **Food Waste Recycling Service**

The Head of Environmental Services submitted a report to approve the policies and the delivery strategy of the food waste recycling service.

Resolved

That the policies set out for the food waste recycling scheme using the existing brown bin asset out in the annex to the minutes (as set out in the minute book) be approved.

That the changes in rollout strategy due to delays in the provision of the outlet be noted.

That the proposed rollout programme of food waste recycling from October 2009 be noted.

Reasons – The rollout of food waste recycling collections from October 2009 will raise the recycling rate to beyond 51% in 2009/10 & substantially beyond 55% in 2010/11.

Options

Option One	To start rolling out across the district food waste recycling collections from October 2009
Option Two	To roll out food waste recycling collections over a longer timescale

32 **Rural Affordable Housing and Improvement Plan Update**

The Head of Housing Services submitted a report to advise the Executive of the outcomes of the additional recommendations that Executive agreed as part of the initial consideration of an Improvement Plan to deal with the bringing forward of rural affordable housing on Rural Exception Sites.

Additionally, the Leader of the Council requested that the Portfolio Holder report progress to him every 3 months.

Resolved

- 1) That the outcomes of actions arising from each of the three additional resolutions made at the Executive meeting of 11 May 2009 following its consideration of the Rural Affordable Housing and Exception Sites be noted.
- 2) That a revised Rural Affordable Housing Improvement Plan that incorporates the research and activities undertaken following the additional actions agreed at the Executive meeting of May 2009 be endorsed.

Reasons - This decision develops the issues raised in the Executive report of 11 May 2009 covering rural affordable housing. The matter was subject to a full review by Overview and Scrutiny Committee following initial consideration by the Cherwell Parish Liaison meeting in November 2008. At the subsequent Parish Liaison meeting in June 2009, the Portfolio Holder for Planning and Housing reported back with the outcome of the Overview and Scrutiny Committee as agreed by Executive. The report received strong support from the Parish Liaison meeting, although the issues of effective communication and increased delivery were reaffirmed as instrumental to the successful implementation of the Improvement Plan.

Options

Option One	Endorse the revised action plan in Appendix A with increased attention to the items highlighted by Executive.
Option Two	The Council should work towards a more fundamental change in its rural housing partnership arrangements and implementation would be in 2011/12.

33

Place Survey 2009 Results

The Chief Executive and Community and Corporate Planning Manager submitted a report to present the results of the Place Survey. It includes some general analysis of the 18 national performance indicators and satisfaction measures that are collected through the Place Survey and reported on by Cherwell District Council.

Resolved

- 1) That the results of the 18 national indicators as measured by the Place Survey be noted.
- 2) That the results of the 4 national indicators that are included within the Oxfordshire Local Area Agreement be noted.
- 3) That the relevant officers be requested to take appropriate steps to address areas for development or improvement as identified.

Reasons – The Place Survey is required by the Department of Communities and Local Government as part of the performance framework for local authorities. We are required to undertake a survey every two years and the results inform 18 of the national set of performance indicators (NIs) that make up the Comprehensive Area Assessment.

34 **Performance Management Framework Quarter 1 Report**

The Chief Executive and Head of Improvement submitted a report that covered the Council's performance for the period April to June 2009 as measured through the Performance Management Framework

The Leader of the Council requested that Councillors Wood, Macnamara and Morris be provided with a monthly high level variance analysis of car parking income.

Resolved

- 1) That the responses below to the issues raised in the 2008/09 Annual Performance Report be confirmed as satisfactory:

Cherwell: A District of Opportunity

- a. The ongoing impact of the economic recession on meeting targets for the provision of new homes and jobs, the rising demands on services such as Housing Benefits and Economic Development and the reduced income for Building Control, Development Control, and Land Charges.

New Homes. The first quarter of 2009/10 saw 215 (net) new dwellings provided of which 10 were change of use or conversions. This is against a target of 376 for the whole year. The completion of the 86 assisted living and frail elderly sheltered apartments on the former Spirit motors site on the Southam Road in Banbury was a significant contributor to this.

Jobs. The target for new jobs created will be met, but will be exceeded by the number lost. Unemployment is rising, but remains below the regional average. The Council's efforts are concentrated on helping individuals through job clubs and businesses through the enterprise service rather than encouraging inward investment where very few enquiries are being received.

Income. Building Control. As a result of the predicted downturn in development activity the 2009/10 income budget of £391,000 was set 16% lower than the 2008/09 budget of £465,000. The income to date this year is £110,000 against a profiled budget of £98,000, representing a surplus of 12% to date. Development Control income was £14,000 below forecast for the 1st Quarter. The income target for Land Charges in 2009/10 realistically reflects the current economic situation and so far is on target.

b. The progress of major regeneration and development schemes:

Banbury Canalside. The Council has retained consultants to prepare a draft supplementary planning document for public consultation in the autumn. Work is proceeding on this, supported by the Homes and Communities Agency.

Bicester Town Centre. Since acquiring the development company, Sainsbury's have reviewed the proposed scheme with a view to improving its financial viability. It is anticipated that the board of Sainsbury's will be invited to confirm their support for some amendments to the scheme in July, following which work on an amended planning application will commence.

South West Bicester. Work continues with regard to the applicants request to review the planning obligation requirements for the site. This is being jointly undertaken with the County Council.

c. Delays producing the Local Development Framework due to the pressure of work and strategic uncertainties resulting from the eco-town proposal.

There have been delays progressing the Core Strategy within the Local Development Framework for two reasons. Firstly, there has been some delay in completing the numerous pieces of technical work that make up the evidence base, some of which have been procured jointly with other services or other authorities. Good progress is being made on these and it is expected that the majority of it will be completed by September 2009. Secondly, it was not possible to progress the Core Strategy to the next stage in the absence of a clear strategic direction from the Government on the eco-town programme. The publication of the Government's position on Eco-towns in July 2009 will provide the certainty to enable the Core Strategy to proceed.

The LDF Advisory Panel has met every month since March to provide early member input to the Core Strategy and meetings are planned through the autumn. It is anticipated a document will be put to the Council for approval prior to further public consultation in the autumn.

d. The performance for processing new benefits claims and changes in circumstances.

The Housing benefit caseload continues to rise and currently stands at 8,400 claimants. Although the back log of benefit claims remains constant (2220 down to 1973 (or 2 weeks)) the amount of new claims waiting for assessment has dropped (from 475 to 323). The length in period of time taken to process claims has dropped from 8 weeks to 6 weeks.

The contract with Capita is ongoing. The ICT connection between Cherwell and Havant has been improved and we now have 3 remote workers. We also have an additional worker based at

Cherwell (capita employee) to help with the backlog. Another 3-5 Capita staff will be based at Cherwell shortly.

A Cleaner, Greener Cherwell

- e. Not meeting the target of reducing the CO2 emissions from Council activities by 4%.

The 4% reduction in CO2 emissions was not met as emissions remained unchanged. A number of problems have occurred in the past on measuring emissions which makes meaningful comparisons difficult. The 2008/09 data is much more robust because it was collected to a prescribed national process which was brought in for the National Indicator. The impact of the re-development of Bodicote House, vacating the Town Centre offices and the Old House on reducing CO2 emissions will be significant in 2009/10 but made little contribution in 2008/09.

A Safe and Healthy Cherwell

- f. The percentage of residents who when asked say they feel safe at home and in the community.

The Cherwell Community Safety Partnership will continue to support a wide range of measures to inform and reassure the local community about their safety. We will include a question on this issue in the 2009 Customer Satisfaction Survey.

- g. The overall numbers visiting Banbury Museum were below target, despite the continued high overall usage.

The museum has received over 60,000 visits in the first three months of 2009/10. In the same period the previous year there were 54,000 visitors, giving an increase of 12% over the year. The Education Service has also seen strong growth, with over 700 users in June, one of the Museum's best monthly figures ever.

An Accessible, Value for Money Council

- h. Collecting Council Tax and National Non Domestic Rates (both performed below target, albeit marginally, at the year end).

The collection of revenue for both Council Tax and Non Domestic Rates is above target. However it is anticipated the collection figures will be affected by the economic situation.

- i. The number of days lost through sickness per employee.

The performance in the first quarter is well within target with an average of 1.37 days sickness for each full time equivalent employee against the target of 2.01 days.

- j. Not meeting the target of 70% of residents feeling well informed about the Council.

Last years target of 70% was not achieved. We will use the 2009 Customer Satisfaction Survey to understand the reasons why and how our communications can be improved.

- k. The performance for processing of minor and other planning applications.

A significant improvement in performance has been achieved with processing targets now being met for both Minor and Other applications and the level of outstanding applications is consistent. Work is continuing to achieve further and sustainable improvements in performance through improving processes and improving the use of existing IT systems.

- 2) That the many achievements as set out below be noted:

Cherwell: A District of Opportunity

- 38 affordable homes have been delivered and so we are well on the way to the target of 100.
- Bicester Job Club was launched and is running successfully alongside Banbury Job Club
- The number of household in temporary accommodation is now at a record low of 51 (and only 44 families). This is down from a peak of 438 in December 2005 and down from 63 at the end of 2008/09.
- The contract for the Parsons Street Banbury improvements is due to start on 20 July.
- The Council and Charter Housing have joined together to employ a Youth & Community Worker who will work in Bretch Hill in Banbury. The project has attracted £156k of funding to support various initiatives on the estate. Also the Council and Charter Housing are supporting the provision of an outreach worker for the victims of domestic violence.
- The Keys Court affordable housing scheme in Banbury was launched on 30 June providing thirty units of rented and shared ownership housing.
- The processing of minor planning applications has moved from red to green. 78% of applications were processed within time against a target of 65%.

A Cleaner, Greener Cherwell

- Recycling is 55% against target of 50% for the year.
- Waste to landfill was reduced by 400 tonnes against an annual target of 1000 tonnes.
- New waste re-cycling street units installed as part of the Kidlington High St improvements. To be rolled out next in Banbury and Bicester.

A Safe and Healthy Cherwell

- All crime is 3% down compared to last year.
- 98 incidents were recorded on CCTV with 57 arrests made as a result.

- The modernisation of Bicester and Kidlington leisure centres was completed to time and budget.
- The number of school pupils visiting Banbury Museum was exceptional, exceeding the target by 33%.
- The Community TV project initiated which will provide screens at 14 locations delivering public information.

An Accessible, Value for Money Council

- The performance on managing staff sickness has improved significantly with an average of 1.37 days sickness for each full time equivalent employee against the target of 2.01 days.
 - The Scores on the Doors initiative, providing hygiene ratings for food premises, was launched on the website in June and received 18,807 hits.
 - Excess Charge Notice collections are significantly higher in June 2009 at £32,636 than a year earlier at £19,370. This is mainly due to the new members of staff settling into their roles and the introduction of the new enforcement policy.
 - The grass cutting schedule is now on the website.
 - Out of 369 customers questioned 97% were satisfied with the customer service they received when contacting the Council (the target is 90%).
- 3) That officers' report in the second quarter report performance report on the items below where performance did not meet the required target or there are issues of concern:

Cherwell: A District of Opportunity

- The contributions received from developers to pay for infrastructure improvements are low and may be reduced further because of the impact of the recession and the reduced number of planning applications.
- There are issues with the County Council about who will resource the introduction of residents parking schemes and civil parking enforcement and this is delaying their introduction.
- The processing of major planning applications has moved from green to red, with only 20% of applications processed within the set timescale against a target of 60%. It should be noted the contentious nature of the applications considered in this quarter is a major contributor to this.
- The Oxford Economic Partnership is amending its governance arrangements. The role of the district councils is still to be agreed and there is a risk they could lose influence.

An Accessible, Value for Money Council

- The time taken to process new benefits claims and changes of circumstances is not yet improving. This is expected to improve as the connections to homeworkers and Capita are improved and additional resources allocated.

Reasons - This report sets out the Council's performance in the first quarter of 2009/10 as measured through the Performance Management Framework.

Central to this is the Corporate Scorecard, which is made up of the Council's priority performance targets. The Corporate Scorecard covers seven areas of performance. These are: performance against the Local Area Agreement; the Community Plan; the Corporate Plan promises; Priority Service Indicators; Financial Performance; Human Resources; and Customer Feedback.

Options

Option One	To review current performance levels and consider any actions arising.
Option Two	To approve or reject the recommendations above.

35 **2009/10 Projected Revenue & Capital Out turn at 30 June 2009 and 2008/09 Treasury Management Annual Report**

The Head of Finance submitted a report summarising the Council's Revenue and Capital performance for the first 3 months of the financial year 09/10 and projections for the full 09/10 period. These are measured by the budget monitoring function and reported via the Performance Management Framework (PMF) informing the 09/10 budget process currently underway.

Resolved

- 1) That the projected revenue & capital position at June 2009 be noted
- 2) That the performance against the 2008/09 investment strategy and the financial returns from each of the 3 funds be noted.
- 3) That the Q1 performance against 2009/10 investment strategy be noted.

Reasons - To receive information on treasury management performance and compliance with treasury management policy during 2008/9 as required by the Treasury Management Code of Practice. This report also reviews the treasury performance in Q1 2009/10.

Options

Option One	To review current performance levels and consider any actions arising.
Option Two	To approve or reject the recommendations above or request that Officers provide additional information.

36 **Request for Funding for Temporary Accommodation from CDC Capital Receipts**

The Head of Housing submitted a report to seek approval for a number of schemes using the capital receipts ring fenced for social housing

(Homelessness Initiatives) and in line with Cherwell's Temporary Accommodation Strategy 2008-2011

Resolved

That a Supplementary Capital Estimate be approved for the schemes detailed below, to be funded from earmarked Capital Receipts set-up from the sale of Temporary Accommodation premises.

- Capital funding for 365 Warwick Road, Banbury - £74,000
- An Acquisitions Scheme for temporary accommodation - £430,000 (maximum budget)
- An Acquisitions Scheme for move on accommodation for young people with high support needs –cost based on tender quotations

Reasons – The Temporary Accommodation Strategy will allow the Council and its Partners to focus resources and achieve continuous improvement in performance. The aim of the Strategy is to ensure that greater efficiencies are achieved through better procurement of temporary accommodation provision. To achieve the Council's objectives requires the appropriate level of Revenue and Capital Budgets. Any significant financial effects over and above that already incorporated into the Capital & Revenue Budgets will be the subject of further reports. It should be noted that there is £1.8m of Reserves (from the sale of Cotefield House and other homelessness accommodation) earmarked for Temporary Accommodation.

Options

Option One	To fund the schemes outlined above in order to deliver the temporary accommodation
Option Two	Not to fund the schemes outlined above in which case consideration will need to be given to how temporary accommodation is to be procured in future in line with the temporary accommodation strategy.

The meeting ended at 7.50 pm

Chairman:

Date:

Executive

RAF Bicester Planning Brief, incorporating Informal Development Principles and Management Guidelines

7 September 2009

Report of Head Planning and Affordable Housing Policy

PURPOSE OF REPORT

To report on the responses received to the consultation draft Planning Brief incorporating Informal Development Principles and Management Guidelines and to seek approval of the amended document. To consider the manner in which the site is being disposed of and to comment upon that. To seek the engagement of Defence Estates and English Heritage in the joint preparation of Management Guidelines for the flying field and technical site.

This report is public

Recommendations

The Executive is recommended:

- (1) to note the responses received to the draft document and to approve the content of the amended document for publication
- (2) to express its concern to the Ministry of Defence that the maintenance of the buildings on the technical site has not been undertaken in accordance with the DCMS protocol
- (3) to express its concern to the Ministry of Defence at the extent to which the disposal of this site has been undertaken in a manner contrary to the DCMS protocol, in particular with respect to a comprehensive approach to securing the future of the whole of the heritage asset
- (4) to invite Defence Estates and English Heritage to engage fully and quickly in the process of drawing up Management Guidelines for the flying field and Technical site to ensure that these are agreed prior to the sale.

Executive Summary

- 1.1 This document refers to those parts of RAF Bicester that have been declared surplus to defence requirements and are to be sold by MOD, comprising the flying field and technical site, east of Buckingham Road, and the domestic site, west of Buckingham Road.
- 1.2 The flying field and technical site have not been in active military use for a number of years and, other than one aircraft hangar, which is in use by Windrushers Gliding Club, the buildings, most of which are listed, and defence structures, most of which are scheduled ancient monuments, are in a poor state of repair. This site may be sold in due course, subject to the outcome of the Crichel Down process.
- 1.3 The domestic site, which was occupied until recently by Defence Equipment and Supplies [DE&S], was put up for sale on the open market by Defence Estates in early July 2009 with the intention of concluding a sale this financial year.
- 1.4 The Council prepared a Draft Planning Brief for the whole site to inform potential purchasers of the planning policy situation, constraints, opportunities and potential future uses. The Draft Brief comprises, not only Informal Development Principles, which the Council would prepare for any large and / or complex windfall site, but also builds upon the Conservation Management Guidelines already prepared for the domestic site to cover the flying field and technical site
- 1.5 This report records the comments received on the Draft Brief at Appendix A, together with the changes recommended to be made to the Brief as a result. The revised Brief is at Appendix B. Members should note that it is the content of the document, presented here in Microsoft Word format, for which approval is sought. The published document will be professionally produced using a graphics software package and colour so it is easier to navigate.
- 1.6 The report highlights the main issues that emerge from the consultation as the structure of the document (which is related to the definition of the planning unit) for the flying field and technical site, the extent of public access and the potential for new development.
- 1.7 However, Members' attention is also drawn to the fact that the maintenance of the buildings on the technical site has not followed the DCMS protocol for the care of the Government's historic estate and also that the way in which Defence Estates is disposing of the site does not follow the DCMS protocol for the Disposal of historic buildings in the Government estate and the implications that follow.
- 1.8 Members' attention is drawn finally to the lack of progress made on the Management Guidelines for technical site and flying field.

Background Information

- 2.1 RAF Bicester comprises the flying field and technical site, east of Buckingham Road, and the domestic site and former officers' and airmen's housing, west of Buckingham Road. Some of the housing is occupied by USAF personnel based at Croughton and some has been sold off on the open market. It is described by English Heritage as "*the best preserved bomber airfield dating from the period up to 1945*". The flying field, technical site, domestic site, the former officer mess (now a care home) and some of the early housing (but not the later housing) is designated a conservation area and there are 41 grade II listed buildings and sixteen areas designated as Scheduled Ancient Monuments.
- 2.2 The technical site and flying field have not been in active military use for a number of years. One hangar and the flying field are leased to Windrushers Gliding Club. The remainder of the site is mothballed and the buildings are falling into disrepair. English Heritage lists all 19 listed buildings on the technical site as being "At Risk" on its Buildings At Risk Register and the Scheduled Ancient Monument is reported in the 2009 Heritage at Risk Register. The flying field and technical site have been declared surplus to Defence requirements and, subject to the outcome of the Crichel Down process (where surplus requisitioned Government land is first offered back to the original owner), will be put on the market for sale at some point in the future.
- 2.3 The domestic site, in use by Defence Equipment and Supplies until very recently, has been declared surplus to Defence requirements. Defence Estates placed the site on the open market in early July 2009 with a view to completing disposal this financial year. This part of the site also contains listed buildings, but these are in a better state of repair and have been fitted out for office and laboratory use.
- 2.4 The Council's normal practice is to prepare planning guidance for key sites, whether these come forward through the plan-making process or as windfalls, and it considers that a Brief for this complex, highly constrained and nationally important site is vital to inform potential purchasers prior to sale.
- 2.5 Officers invited both Defence Estates and English Heritage to contribute to the preparation of an emerging draft document prior to wider stakeholder consultation and comments were received. On 3 July 2009 the Draft Document was circulated to stakeholders and comments were sought by 5 August. Stakeholders comprised Oxfordshire County Council, Bicester Town Council, Caversfield, Fritwell and Launton Parish Councils, Defence Estates, Windrushers Gliding Club, English Heritage, Bomber Command Heritage, Bicester Vision and BBOWT. Comments were received from most of the above organisations. English Heritage sent an interim response composed of a series of open ended questions which later formed the basis of its formal response. A meeting was held with Defence Estates and English Heritage on 14 August and comments were received on 20 and 21 August respectively from these organisations.

- 2.6 The comments of each organisation are listed at Appendix A, together with the changes it is considered appropriate to make to the document as a result.
- 2.7 The content of the amended document is in Microsoft Word format at Appendix B. If the Executive approves this, as an informal document, its legal status in planning decisions will be limited. However it will help the Council to be efficient and effective in informing potential purchasers of the site's opportunities and constraints, and will be a material consideration in the determination of planning applications.

3 Contents of the Planning Brief

- 3.1 The brief sets out
- the planning policy context,
 - the special importance of the site,
 - the various constraints associated with the site,
 - the opportunities offered by the site, including a range of potential appropriate uses
 - Management Guidelines for the buildings and the landscape across the whole site that elaborate upon the Management Guidelines agreed with Defence Estates and English Heritage in 2000, revised in 2003, for the Domestic site and expand upon these in Draft for the flying field and Technical site.
 - Appended is a structural report prepared by Monson Engineering Ltd on behalf of the Council, following a visit to the Technical site on 5 June 2009.
- 3.2 In short, the *Draft Informal Development Principles* state that the Councils preferred use
- of the flying field is continued aviation use, with some limited low key recreational use managed to be compatible with aviation use
 - of the technical site is a history of aviation museum, other potential uses include cultural sporting, community use, employment, light manufacturing or storage, with limited potential for residential use and that any mix of uses would require careful management to ensure compatibility
 - of the domestic site is office, laboratory, catering and conference to continue the military uses in civilian use, apartments, retirement community or other specialist living accommodation, hotel, hostel or educational use.
- 3.3 The *Draft Management Guidelines* provide guidance on the management and maintenance of
- the open campus landscape
 - the flying field
 - public access
 - signage, servicing, parking, means of enclosure, outdoor storage
 - buildings and structures including roofs, walls, doors and windows, colour schemes, rainwater goods, services, compliance with parts L and M of the Building Regulations
 - alterations and extensions
 - potential for restrictive covenants
 - public art

- composition of a future management body.

4 The main issues emerging from the consultation responses

4.1 The structure of the document

- 4.1.1 RAF Bicester comprises the flying field with Technical site and the Domestic site (and also dwellings that are not for sale and therefore not covered by this document). There is agreement that historically this was one planning unit and the Council takes the view that it remains one planning unit, where a sui generis military use of the airfield is carried on, the nature of which encompasses a range of uses including offices, laboratories, storage, restaurant, conference space and a ballistics range, all of which exist and are used to fulfil the military use of the site. The planning decisions needed to provide for new ownership and uses, creating separate planning units, need to be considered from this base-line. There would be advantages in selling the entire site as one unit because this would enable the value of the domestic site to cross subsidise the repair of the technical site; the district heating system could be shared; the management of the site would be consistent etc. The Draft Brief was therefore structured to provide advice on policy, constraints, opportunities and management guidelines for the whole site, with each of those topics split into three sections dealing with the flying field, the technical site and then the domestic site in turn. However, Defence Estates considers that this is confusing and asked that there should be standalone documents for the flying field / technical site and the domestic site.
- 4.1.2 Management Guidelines for the domestic site were prepared by English Heritage in an association with the Council and Defence Estates in 2000 and updated in 2003, but these were written in the expectation that the domestic site would remain in MOD ownership. The Draft Brief elaborates upon these to acknowledge its sale to the private sector and that other land uses will be introduced. Neither Defence Estates nor English Heritage has made any significant comment upon that part of the Draft Management Guidelines document.
- 4.1.3 There are no Management Guidelines in place for the technical site. The site includes specialist buildings on which specialist advice is required. The intention was to produce, albeit within a short timescale, one all-encompassing Management Guidelines document to inform potential future purchasers. The Draft Brief in Section 5 attempted to kick start this process in the expectation that Defence Estates and English Heritage would engage and contribute specialist knowledge. However, this did not occur and it is disappointing that the specialist input from Defence Estates and English Heritage was not forthcoming to enable comprehensive Management Guidelines to be prepared at this stage.
- 4.1.4 English Heritage suggests de-coupling the Management Guidelines from the Brief to allow the guidelines to be a “live’ document which can be regularly reviewed in the light of changing circumstances”.
- 4.1.5 As the Management Guidelines for the technical site remain incomplete as a result, in the circumstances, it is considered that there is no option but to de-couple the Management Guidelines as suggested by English Heritage. It is recommended that the Draft Brief be split into two sections:

- A Informal Development Principles, which deals with planning matters on the flying field, technical site and domestic site
- B Management Guidelines, which has separate guidelines for the flying field, technical site and the domestic site, where the guidelines for the domestic site are agreed, but the guidelines for the flying field and technical site remain a 'live' document, as advised by English Heritage.

That said, it is considered vital that both Defence Estates and English Heritage engage quickly and constructively in the collaborative preparation of the guidelines for the flying field and the technical site, because, as English Heritage states in its response of 21 August, "It will be important to have this in place whenever the technical site and airfield come to be marketed (subject to the rights of former owners)."

4.2 Public access

- 4.2.1 English Heritage expresses concern at potential conflicts between public access and aviation use. Bomber Command Heritage sees public access as imperative. On the flying field Windrushers Gliding Club currently allows members of the public, who are social members of the club, to have access to the area beyond the perimeter track for low key recreational use, such as jogging, dog walking, kite flying etc. Membership is required to ensure that people using the airfield are aware of and signed up to the local airfield regulations. Windrushers consider that the existing model works well, but makes a strong case that unrestricted public access would be dangerous.
- 4.2.2 It is important that local aspirations for access to the flying field take account of the fact that continued aviation use has safety implications in this regard and that public access will need to be limited in some ways and in some areas and at some times.
- 4.2.3 The Brief states that if aviation use continues, a similar or other model would need to be agreed between interested parties to ensure public safety. The Council would seek to ensure some form of public access through a future Management Plan appended to any planning consent.

4.3 Potential for new development

- 4.3.1 In 2002, to inform the preparation of the, now, Non-Statutory Cherwell Local Plan 2011, the Council commissioned CGMS and LDA to examine the potential of the flying field and technical site to accommodate new development. The study did not examine the potential of the domestic site because, at that time, it was expected to continue in Military use.
- 4.3.2 The study concluded that there was no scope for new development on the flying field. It also concluded that there was no scope for development within the technical site. It did, however, identify a strip of land outside the technical site, south of the original alignment of Skimmingdish Lane, in the ownership of Defence Estates, which it considered had some potential.
- 4.3.3 The document was accepted by the Council and resulted in the major urban extension in the Non-Statutory Plan being allocated to SW Bicester .
- 4.3.4 Defence Estates continues to promote the flying field and technical site for development through the LDF process and, in its response to the Draft Brief,

states that “Reference to a dated [CGMS LDA] consultants’ report appears unnecessary and could be seen to be giving undue weight to something that is not policy.”

- 4.3.5 English Heritage suggests that reference should be made separately whether there is a case for any enabling development in relation to English Heritage’s guidance, stating that “This would support the Council’s argument that the criteria for enabling development are not met in this case.”
- 4.3.6 In response to both comments, officers’ advice is that there has been no material change in circumstance to invalidate the findings of the 2003 CGMS report. Further, due to the Eco-Town announcement, the Council considers that its residential land allocation in Bicester is effectively catered for until 2026. This is the emerging policy position set out in the Planning Brief.
- 4.3.7 The statement by English Heritage that there is no case to be made for enabling development is helpful and should be noted, as there will be resultant implications as to how the repair of the buildings on the technical site will need to be funded

5 Issues of concern to the Council regarding the disposal of the site

- 5.1. The sale of surplus MOD land is handled by Defence Estates. English Heritage’s Government Historic Estates Unit advises Government on historic assets in its ownership in England. Once Crown land is sold, responsibility for advising both the land owner and local planning authorities falls to the regional offices of English Heritage. English Heritage and DCMS have published a number of guidance documents relating to the Government’s historic estate.
- 5.2 *Twentieth century Military Sites* (English Heritage 2003) and *Historic Military Aviation Sites* (English Heritage 2003) promote protection of historically important sites through scheduling nationally important structures as ancient monuments, listing of buildings of historic or architectural significance, designation of military landscapes as conservation areas, the preparation of Conservation Management Plans and Guidelines and protection through the planning process.
- 5.3 *The Protocol for the Care of the Government Historic Estate* (DCMS 2003) sets out a 10 point protocol for government departments with historic estates to follow, including that the government department should
- Commission regular condition surveys
 - Prepare biennial conservation reports
 - Develop site specific management guidance
 - Implement a programme of repairs and maintenance
 - Protect buildings at risk
 - Safeguard historic buildings that are in the course of disposal.
- 5.4 *The Disposal of Historic Buildings: guidance note for government departments and non-departmental public bodies* (DCMS 1999) advocates
- Early consultation with all interested parties to assist in overcoming difficult or controversial issues
 - Disposal of a large or complex historic site can be assisted by a planning brief and a conservation plan. It explains that the planning brief has the

advantage of offering prospective purchasers a higher degree of certainty about what will be permitted; it is prepared by the Local Planning Authority and the vendor and sets out the development possibilities based upon the development plan. The Conservation plan explains the historic significance of the site, defines constraints and opportunities and develops a strategy for conservation and will need to be drawn up liaising closely with English Heritage

- Where historic buildings have a negative market value because of limitations on alternative uses or a backlog of repairs and maintenance, it is normally preferable to put the buildings into a reasonable state of repair before sale, to bring the market value up to a positive figure, rather than to pay a reverse premium or a dowry.
- Disposal within 3 years of property being identified as surplus to avoid deterioration of empty buildings. Where buildings unavoidably stand vacant pending disposal, the document states that it is essential that they are regularly inspected and that maintenance regimes are strictly observed to ensure that buildings are kept weather proof and well ventilated
- Sites containing groups of buildings should be considered as whole and may need to be marketed as a single development package. Sites should be packaged for disposal such that historic buildings, which in isolation could be a financial liability, are marketed together with other parts of the site having development potential to avoid potential purchasers "picking off" the most profitable elements.
- Maximisation of receipts should not be the overriding aim in cases involving the disposal of historic buildings; the aim should be to obtain the best return for the tax payer having regard to the provisions of the development plan for the area, PPGs15 and 16 on historic buildings and areas and archaeology, the clear recognition that the most appropriate use may not be the use that generates the optimum financial return, the current state of repair, non-financial and wider regeneration benefits.

5.5 Defence Equipment and Support is currently vacating the domestic site and this was put up for sale on the open market by Defence Estates in early July 2009 with the intention of concluding a sale by 31 March 2010. This part of the site is in relatively good state of repair and will command a positive value.

5.6 However the situation is somewhat different at RAF Bicester flying field and Technical site. These were declared surplus over ten years ago and yet have still not been disposed of, during which time

- Both routine maintenance and basic repair of the property has been inadequate leading to 19 listed buildings on the technical site being identified as "At Risk" on English Heritage's Buildings At Risk Register and led the Head of the Government's Historic Estate Unit at English Heritage, in a letter to Defence Estates dated November 2008, to describe the technical site as "*the most worrying heritage site on the whole government estate in terms of the number of neglected buildings and structures, the scale of the maintenance backlog and the lack of progress that has been made towards finding a new use for them*".
- Access for Council officers to inspect the condition of the buildings has been continually frustrated

- Defence Estates has continued to seek an allocation of development through first the preparation of the Non-Statutory Plan and, more recently, the Local Development Framework.

5.7 The DCMS protocol outlined above has not been complied with in the following respects:

- Regular condition surveys have been delayed
- Biennial conservation reports have not been produced
- Site specific management guidance has not been produced by DE
- An adequate programme of repairs and maintenance has not been undertaken
- Buildings at risk have not been protected
- Historic buildings that are in the course of disposal have not been safeguarded.
- Attempts by Defence Estates to consult with the Council to assist in overcoming difficult or controversial issues have not been followed through to a conclusion
- The buildings have not been brought up to a reasonable state of repair before sale. Officers were advised on 20 May 2009 that there would be no further expenditure on the buildings and nor would there be a dowry to accompany the sale.
- Disposal has not progressed within 3, nor indeed within 10, years of being identified as surplus.
- Empty buildings pending sale have not been subject to strict maintenance regimes.
- The marketing of the historic buildings on the technical site, which are a financial liability, is not being done together with other parts of the site (ie the domestic site that have a positive value) to enable cross subsidy. On the contrary the most profitable part of the site is being sold without encumbrance, effectively “cherry picking” to maximise its value.
- Although the protocol advises that the aim should be to obtain the best return for the tax payer having regard to the provisions of the development plan, DE continues to promote major development on the flying field. Despite being advised that the Council is working on the assumption that the SE Plan housing requirement up to 2026 will be provided for by the Eco-Town at NW Bicester, in a meeting with officers on 14 August 2009, Defence Estates stated that there was potentially one scenario where the site could be sold to a future purchaser at a price including “hope value”, where the purchaser would continue to promote the site through the plan- making process, including for the period post 2026. This would create continued uncertainty in respect of aviation and related uses, the future use of the technical site and the condition of the listed buildings.

5.8 The Report of the Strategic Director, Planning, Housing and Economy to the Overview and Scrutiny Committee on 14 July 2009 sets out in detail how officers’ requests to access the technical site had been frustrated and how Crown Immunity prevents the Council taking any action against Defence Estates to ensure the repair of the buildings. On 19 May, access was arranged for the Conservation Officer and the Council’s consultant structural engineer to take place on 3 June. On 20 May, through the intervention of Tony Baldry, MP, officers attended a meeting with the Right Honourable

Kevan Jones MP, Under Secretary of State for Defence. Officers' notes of that meeting record the Under Secretary asking for

- the Crichel Down process on the flying field to be speeded up by Defence Estates
- a Conservation Management Plan to be prepared for the technical site
- Defence Estates, English Heritage and the Council to work together on a Development Plan for the whole of RAF Bicester.

Although Defence Estates has questioned the Council's record of that meeting as set out at the beginning of Appendix A, Council officers have attempted to expedite the last two requests, through the preparation of the Planning Brief and Management Guidelines for the whole site.

5.9 Therefore, not only have the buildings been allowed to fall into disrepair, the opportunity to sell the positive and negative value assets together to enable cross subsidy has not been taken. Further, by its own admission, Defence Estates has not ruled out a scenario where there would be the sale of the technical site to a purchaser who would continue to sit on the site for a further 17 years hoping for a development allocation.

5.10 These concerns are shared by English Heritage. A letter dated 21 August from the Head of the Government Historic Estate at English Heritage to Defence Estates, following the meeting with Council officers on 14th August,

- states "it is reasonable to expect DE/MOD to bring all the historic buildings on the technical site into a stable condition"
- and asks "what scope there is for sale receipts from DE&S to be used to fund further repairs on the remainder of the site and other enabling works, such as decontamination, that might facilitate future sale and re-use."
- It goes on to express "some sympathy for the Council's concern that if the DE&S [domestic] site is sold as a separate entity, there is the risk that the technical site and the airfield could be left behind as a liability."
- And asks for "a pause in the disposal of DE&S [which] might allow time for a more fruitful discussion of the brief."

6 Conclusion

6.1 Members are invited to note

- that the technical site has not been maintained in accordance with DCMS protocol for the care of the government historic estate,
- the lack of ability of this Council to intervene directly in building conservation issues on the site due to the immunity of the Crown Estate
- that the site is not being disposed of in accordance with the DCMS protocol for the disposal of historic buildings in the government estate
- that, although Defence Estates has commented upon the Draft Planning Brief and attended a meeting, co-operation on the production of Management Guidelines for the technical site has not yet been forthcoming
- Defence Estates has recently embarked upon the process of disposing of the technical site and flying field, by contacting previous land owners under the Crichel Down process, to ascertain whether there is any interest in taking the land back into its previous ownership. Officers are giving consideration to whether this could lead to further delay, further fragmentation of the historic asset and even prejudice future aviation use

Key Issues for Consideration/Reasons for Decision and Options

The following options have been identified. The approach in the recommendations is believed to be the best way forward

Planning Brief:

Option One To approve the content of the Planning Brief, as amended following consultation, for publication.

Option Two To make any other changes as Members see fit.

Maintenance of technical site:

Option One To express its concern to the Ministry of Defence at the fact that the maintenance of the buildings on the technical site has not been in accordance with the DCMS protocol.

Option Two To take no action in this respect.

Disposal of site:

Option One To express its concern to the Ministry of Defence at the extent to which the disposal of this site has been undertaken in a manner contrary to the DCMS protocol, in particular with respect to a comprehensive approach to securing the future of the whole of the heritage asset.

Option Two To take no action in this respect.

Preparation of Management Guidelines

Option One To invite Defence Estates and English Heritage to contribute to the joint preparation of Management Guidelines for the technical site and flying field as a matter of urgency with the aim of agreeing a joint document prior to the marketing of this part of the site.

Option Two To take no action in this respect.

Consultations

Defence Estates,
Oxfordshire County
Council,

Bicester Town Council,
Caversfield Parish
Council,

Launton Parish Council,
Fritwell Parish Council,
Windrushers Gliding
Club,

English Heritage,
Bomber Command

All comments recorded in Appendix A

Heritage,
Bicester Vision,
BBOWT

Implications

Financial: The costs of preparing this Planning Brief have been absorbed by the Council's revenue budget.

Comments checked by Eric Meadows, Service Accountant 01295 221552

Legal: This is a large and complex site of national importance and its future is uncertain. The Council is aiming to provide planning guidance. The Council also has a duty to have regard to the conservation and enhancement of designated conservation areas. Having been consulted upon, the Brief will, although not being part of the Statutory Development Plan, carry some weight as a material consideration in the determination of applications within the site.

Comments checked by Nigel Bell, Solicitor 01295 221687

Risk Management: In preparing this document the Council is aiming to provide guidance to potential purchasers about the planning context and, by doing so, reduce the risk of purchasers having unrealistic expectations for the future of the site. This should assist in finding appropriate future uses that will preserve or enhance the conservation area and reduce the risk of further listed buildings falling into disrepair.

Comments checked by Nigel Bell, Solicitor, 01295 221687

Wards Affected

All Bicester wards and Caversfield, Launton, Fritwell wards

Corporate Plan Themes

Cherwell- a District of Opportunity
A Cleaner, Greener Cherwell

Executive Portfolio

Councillor Michael Gibbard
Portfolio Holder for Planning and Housing

Document Information

Appendix No	Title
Appendix A	Comments received on Draft Planning Brief and Response of Planning and Affordable Housing Manager Revised Planning Brief
Appendix B	
Background Papers	
Urban Capacity Study RAF Bicester (CGMS Consulting, LDA) RAF Bicester Conservation Area Appraisal 2008	
Report Author	Linda Rand, Design and Conservation Team Leader
Contact Information	01295 221845 Linda.Rand@Cherwell-dc.gov.uk

GENERAL MATTERS	Comment	Response of Planning and Affordable Housing Policy Manager
<p>Defence Estates</p>	<p>Reference to the brief being produced at the request of the Under Secretary of State for Defence should be deleted and the page containing this sentence should be re-issued. In any event there is no need for this sentence to be included in the document and to retain it may suggest that you are seeking to infer the Minister's endorsement to a document which he has not seen.</p> <p>1.2 The Council is already aware that the sites are being sold separately and the text requires amendment to reflect this. The first sentence should indicate that DE&S Caversfield has been on the market since early July.</p> <p>1.4 Reference to Policy EMP4 is not clear in the context of the paragraphs that follow.</p>	<p>Officer notes of the meeting with the Under Secretary of State for Defence record the Minister asking for</p> <ol style="list-style-type: none"> 1 Defence Estates to speed up the Crichel Down process 2 For a Conservation Area Management Plan to be produced for the whole site 3 For a Development Plan produced by a "close working group" comprising Defence Estates, English Heritage and the Council. <p>Both English Heritage and Tony Baldry MP, the only other attendees at the meeting, also confirm that the Minister asked for a Development Plan. This also accords with the use of the term "Development Strategy" in the DCMS document <i>Disposal of Historic Buildings; guidance note for Government departments and non-departmental government bodies</i> (1999), which cites a Development Plan as needed to analyse the development potential of a site prior to disposal. There is no inference in the text that the Minister has seen or endorsed the document. Whilst officers do not agree that the Minister did not ask for such a document, whether he did or not is immaterial, as this Council always produces such Planning Briefs / Informal Development Principles for major sites in the District as they come onto the market and considers it to be its duty, as the Local Planning Authority, to do so here.</p> <p>RECOMMENDATION: That reference at paragraph 1.2 be amended to say that the document was prepared <u>following</u> the meeting with the Minister.</p> <p>Defence Estates put the Domestic site on the market in early July 2009 and, we are advised, intends to put the Technical site and flying field on the market subject to the outcome of the Crichel Down process.</p> <p>RECOMMENDATION: That paragraph 1.2 be amended accordingly.</p> <p>Section 1.4 refers to the Policy context in terms of the adopted Cherwell Local Plan (CLP) 1996 and the Non Statutory Cherwell Local Plan (NSCLP) 2004. RECOMMENDATION: To avoid confusion, references to EMP4 should include the relevant local plan source whether it is the CLP or NSCLP.</p>

	<p>1.4 Penultimate paragraph to is not clear as to which site is being discussed. The sites are distinct units of occupation and separate planning units and it is likely to confuse to state otherwise, and to indicate access to the two sites being linked.</p> <p>2.2 As the reference and inclusion of RAF Bicester in describing the proposed sale could give the wrong impression to both former owners and prospective purchasers it is potentially prejudicial to the consideration of both sites. The Council should please make clear in the document that DE&S Caversfield and RAF Bicester are shown and described throughout as quite distinct and separate sites. The document needs to make clear that there are two sites under discussion – DE&S Caversfield (part of the former historic domestic part of the airfield) and the current airfield RAF Bicester, the boundary which could be shown on a separate plan.</p> <p>Site plan It was understood that landowners other than MOD are not included in the brief, yet land outside MOD’s ownership is shown on the plan.</p> <p>Fig 2 This again shows land not within either DE&S Caversfield or the RAF Bicester site boundary – to the north of the Caversfield site (intruding onto land used by USVF), to the south of the bomb stores and also public highway between DE&S Caversfield and RAF Bicester.</p> <p>Figure 3 is again not accurate in relation to the boundary.</p> <p>2.4 There is no indication why a flood risk assessment would be needed or for which site. Is the word ‘not’ missing from the text?</p>	<p>As set out in Section 1.1 of the Planning Brief, the document covers the flying field, the technical site and the domestic site. RECOMMENDATION: Text be expanded to clarify that it is agreed between the parties that historically the site was one planning unit and further that the Council considers the whole of RAF Bicester to be one planning unit where sui generis military use of the airfield is carried on, the nature of which encompasses a range of uses including offices etc, all of which exist and are used to fulfil the military use of the site. The planning decisions required to provide for new ownership and uses, creating separate planning units, need to be considered from this base line. Defence Estates has decided to sell the site in phases, but this is not the only way in which it could be done. Indeed, there would be distinct advantages to the sale of the site as an entirety, as this could allow for cross subsidy.</p> <p>Land outside MOD’s ownership is included in the conservation area but is excluded from the sale and the therefore the provisions of the Brief do not apply. RECOMMENDATION: The plans in the document be amended to ensure all land outside MOD ownership is excluded from the document.</p> <p>The text is correct. PPS 25 advises that a Flood Risk Assessment is required to accompany an application in Flood Zones 2 and 3 or an application in Flood Zone 1 that is classed as a Major Development (ie residential development of sites greater than 0.5 h and commercial development greater than 1h), which this would be. RECOMMENDATION: Text be expanded to this effect.</p>
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<p>Section 3 As the Conservation Area Appraisal is so recent reference to a dated consultants report – CgMs – appears unnecessary and could be seen to be giving undue weight to something that is not Policy.</p> <p>3.4 Suggest anecdotal hearsay about buried archaeology and reference to Bomber Command Heritage be removed – the Land Quality Assessment does not support this supposition and there is no evidence base for it.</p> <p>Figure 4 Refers to a ‘proposed’ boundary.</p> <p>Para.3.8 Reference could be made to the Land Quality Assessments for the two sites, which identify these issues.</p> <p>3.11 Reference to DE&S Caversfield being used for glider pilot accommodation may not be appropriate when the caravans have an existing use.</p> <p>Penultimate para – please delete ‘temporary’ in relation the Air Training Corps (ATC) building which, as previously advised on 2 July, is ‘modular’. It is not clear why a move to a newer building would be desirable as the ATC current accommodation is also not part of the historic fabric and is a permanent structure – a move from bld 34 to another building would not mean the existing building would not be re-used.</p> <p>Fig.6 Text not clear, in particular as to which land is being described and reference to powered flight. It is understood a safeguarding plan has been lodged with the Council.</p> <p>In relation to the list of documents stated as required for a Listed Building Consent or Conservation Area Consent it</p>	<p>The Council commissioned the report from CGMS and LDA to establish, through independent advice, whether there was any development potential on the technical site and flying field. Its conclusions were reported to the Executive and informed the preparation of the Non Statutory Plan and remain valid today as there has been no material change.</p> <p>The Brief clearly attributes the statement to Bomber Command Heritage. RECOMMENDATION: A further qualification be added to refer to the existence of the Land Quality Assessment, which this Council has not seen and cannot comment upon.</p> <p>RECOMMENDATION: <i>Proposed</i> be removed from the reference to Conservation area extension, as this has now been designated.</p> <p>RECOMMENDATION: Reference to the Land Quality Assessment, which the Council has not seen, be added.</p> <p>There is no planning permission or Certificate of Lawful Use for the caravans. It is the role of the Brief to point out suitable alternatives to avoid caravans being parked on the airfield, of which this is one.</p> <p>Defence Estates intention is to offer the Air Training Corps alternative accommodation on the Domestic site and alternative accommodation could also be identified on the technical site. RECOMMENDATION: reference to a <i>temporary</i> building be replaced by reference to a <i>modular</i> building.</p> <p>RECOMMENDATION: The safeguarding plan, which has recently been received, be added to the document</p> <p>RECOMMENDATION: The wording be changed to state that not all the</p>
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	<p>may be more helpful to indicate that not all the information as set out would be needed for all applications but 'may include for example....' depending on the nature of the application.</p> <p>The management guidelines, if more formal and comprehensive, could provide the necessary guidance, as the 2003 guidelines do for DE&S Caversfield.</p>	<p>listed information will be needed for all applications.</p> <p>The Management Guidelines incorporate ALL the 2003 Guidance and extend and elaborate upon that guidance.</p>
<p>Oxfordshire County Council</p>	<p>Highways and Transport</p> <p><u>Transport Assessment</u> A robust Transport Assessment will be required which must consider the following:</p> <ul style="list-style-type: none"> • Detailed information of the level of traffic generated by the site's existing uses • Site history • Traffic generation for the proposed development(s); • Assessment of existing public transport, pedestrian and cycle links • Accident records (previous 5 years) • Provisions of off-site infrastructure and financial contributions towards enhancing local services and towards the Bicester Integrated Transport Strategy. • Travel Plan for site(s) <p><u>Transport financial contributions</u> Contributions towards the Bicester Integrated Transport Strategy will be required, at this time (August 2009) the figure is around £6,500 per additional average 2 way movement at peak times (varies per use) per residential unit or 100m2 for other uses i.e. B1 use. Public transport subsidies will also be required to continue/enhance existing services, provide new services or divert existing services to serve the proposed sites.</p>	<p>RECOMMENDATION: Elaboration as to what the Transport Assessment should include be added.</p> <p>RECOMMENDATION: As this information is useful to a potential purchaser, reference to the transport financial contributions that will be sought be included.</p>

	<p>Public transport infrastructure will also be sought i.e. Real Time Information, bus shelters, flags etc.</p> <p><u>Other information</u> The footways, roads, landscaping areas etc within the site are privately maintained; therefore I would expect any future development(s) to carry on this arrangement; although a Private Road Agreement may be required between a developer and the Local Highway Authority. If the roads etc were to be offered for adoption a significant and costly amount of work would be required to bring this infrastructure up to an acceptable standard.</p> <p>Oxfordshire County Council Transport Planners and Development Control Highway engineers on site and in a meeting and a number of detailed points were discussed.</p> <p>The site must accord with government guidance (PPS25) and incorporate a sustainable drainage system.</p> <p><u>South East Plan</u> The proposed site should comply with the relevant transport policies within the South East Plan.</p> <p>Infrastructure and Service Provision</p> <p>Many services are at capacity and so can not cope with a population increase in Bicester. Residential development including that created out of existing buildings would need to make contributions to service infrastructure so the existing population is not disadvantaged. Further work would need to be done to identify the full impacts of development, assess whether new and/ or improvements to the full range of County services and facilities would be required to accommodate the additional demands, with costs, phasing and funding sources identified to feed into the district's</p>	<p>RECOMMENDATION: Text be added.</p> <p>RECOMMENDATION: Text be added to reflect the detailed points raised.</p> <p>RECOMMENDATION: The aspiration for sustainable drainage may be compromised due to the built up character of the sites and the existing road, but reference should be added as an aspiration.</p> <p>RECOMMENDATION: Text be added.</p> <p>The Developer Contributions sought will vary according to the land use and, as this is not known at this stage, it is premature to be prescriptive in this respect. RECOMMENDATION: Reference be included to appropriate planning obligations associated with any future redevelopments needing to be agreed prior to the granting of planning permissions and prospective developers being encouraged to talk to Cherwell District Council and the County Council prior to concluding a purchase or the submissions of planning proposals.</p>
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	<p>infrastructure delivery plan. We would like to expand Paragraph 4.13 deals on developer contributions to be more prescriptive in terms of likely requirements, in line with the comprehensive planning brief used at the former RAF Upper Heyford. At least it should say that appropriate planning obligations associated with any future redevelopments would need to be agreed prior to the granting of planning permissions. Prospective developers should be encouraged to talk to Cherwell District Council and the County Council prior to the submissions of planning proposals.</p> <p>There should be a comprehensive list of all of the buildings and their location (by plan).</p>	<p>RECOMMENDATION: A comprehensive list of buildings cross referenced to a plan be included.</p>
<p>Bicester Town Council</p>	<p>Whilst the document appears to be mainly about the technical site, including the airfield, there are several references to the domestic site scattered throughout the document. This makes the document confusing and it is often difficult to clearly see the focus of the Brief in respect of each of the sites.</p> <p>As the domestic site is already on the market and therefore presumably subject to its own planning brief it would be easier if the domestic was treated separately the combined technical and airfield sites, albeit within the same planning brief as what happens to both sites and how they relate in the future to improve the quality of life of the expanding number of people living and working in Bicester.</p> <p>Perhaps most importantly, with the recent announcement that Bicester is one of four designated eco towns in the country, it is important that the RAF Bicester Planning Brief promotes, fits into and compliments our eco town status and the master planning for Bicester, that is currently being developed by central government and all three tiers of local government.</p>	<p>Because the Council considers the site to be one planning unit and considers there are advantages to it being sold as one, particularly to enable cross subsidy from the Domestic site to the Technical site, it is important that all relevant information is provided within one document to avoid potential purchasers gaining only a partial picture.</p> <p>There is not already a planning brief for the Domestic site: this is the relevant document. The final document will be properly desk top published and therefore with suitable graphics and colour will aid navigation through it.</p> <p>RECOMMENDATION: The synergy with the Eco-Town be emphasised.</p>

Launton Parish Council	The Council resolved that it wholeheartedly supported the brief and regarded it as an excellent piece of guidance.	Noted
English Heritage	<p>I understand that the Council's timetable to produce this brief has been prompted by the marketing of the domestic site, currently occupied by the Defence Equipment & Supplies (DE&S) agency, by Defence Estates. However, potential purchasers of the DE&S site already have access to fairly comprehensive guidance about the planning constraints and opportunities relating to this site, as set out in the recent (2008) Conservation Area Appraisal and in the management guidelines (drafted for this site in 2000 and revised in 2003).</p> <p>I note that the brief includes conservation management guidelines for both parts of the MOD site, and incorporates the guidelines for the domestic site. However, for future owners, it may be more practical to have guidelines which are specific to their area of ownership. Given your timetable for producing the brief, I would suggest de-coupling the guidelines from the brief, so that there is greater flexibility in the way that they are presented. This would also allow the guidelines to be a 'live' document which can be regularly reviewed in the light of changing circumstances. I suggest that the structural survey at Annex 2 is omitted and made available separately, if necessary, as it is likely to be superseded by other more accurate and comprehensive surveys, based on a full inspection of all the listed buildings. I think that further work is required to give the document greater clarity and a more positive tone. It will be important to have this in place whenever the technical site and airfield come to be marketed (subject to the rights of former owners).</p>	<p>Neither the Conservation Area Appraisal nor the 2003 Management Guidelines anticipated the sale of the domestic site; nor do they deal with the planning policy background in relation to change or potential alternative uses. For this reason it is considered essential that a Planning Brief for the domestic site is prepared to inform potential purchasers. The Management Guidelines are updated to anticipate alternative non military uses and it is considered that these would also be of interest to potential purchasers in assessing their obligations in relation to the management of the site and so are included so that potential purchasers may understand the complete picture from one comprehensive document.</p> <p>The existing Management Guidelines were elaborated upon for the domestic site and extended to cover the technical site and the flying field for the first time. Very little comment on the content has been provided by either English Heritage or Defence Estates, other than that more work needs to be done. The advice of English Heritage in particular would be valuable. Due to the difficulty of accessing the technical site it is likely that information on it will filter through gradually and that the Management Plan for the technical site will, by necessity, as EH describes, become a 'live' document.</p> <p>RECOMMENDATION: For this reason, the advice regarding de-coupling the Management Plans for the technical site and the domestic site is recommended. The document should be split into 2: Part A Informal Development Principles should continue to cover both parts of the site. Part B The Management Plan should deal with the domestic site and the technical site separately, so that the technical site document can be updated as information becomes available. However, it is disappointing that neither English Heritage nor Defence Estates has used the opportunity and time presented by the preparation of this document to engage in this process and it is to be hoped that both parties will now do this with some sense of urgency, so that a document can be prepared in readiness to inform for a future owner of the technical site.</p>

	<p>1.2 The reference to the document being prepared at the request of the Minister could be mis-construed and best omitted.</p> <p>1.4 Deals with the policy context. The draft does not appear to present the full picture and consideration needs to be given to including other policies such as Policy BE6 from the South East Plan and those in the adopted Local Plan relating to the historic environment. Steve Williams can advise further, if required.</p> <p>1.4 Now that a site for an Eco-town has been confirmed at north-west Bicester, it would be relevant to confirm if there are any opportunities for synergy between the proposed eco-town and the technical/airfield and domestic sites.</p> <p>1.6 Status of the document. Will this brief be simply an 'interim' guidance document, pending the LDF?</p>	<p>Please see the response to a similar point made by Defence Estates on page 1. RECOMMENDATION: That reference at paragraph 1.2 be amended to say that the document was prepared <u>following</u> the meeting with the Minister.</p> <p>Paragraph 12.17 of the South East Plan supports Policy BE6: Management of the Historic Environment and refers to regionally historic features and sites including the defence heritage of the region. RECOMMENDATION: the following sentence be inserted at the end of the second paragraph in Section 1.4: <i>"Policy BE6 of the South East Plan encourages proposals that make sensitive use of historic assets through regeneration, particularly those that bring redundant or under-used buildings into an appropriate use."</i></p> <p>The presence of an Eco-town nearby will clearly bring economic and other benefits and open up a wider range of opportunities for the future of the site. RECOMMENDATION: In view of the proximity of the proposed Eco-Town, reference to the potential synergy with the Eco town be included.</p> <p>The Draft Planning Brief has been prepared to provide informal guidance in determining proposals for the reuse of the RAF Bicester site. It sets out Cherwell District Council's aspirations for the site and the future uses that are considered appropriate. The Brief is issued without prejudice to the consideration of future planning applications on the site. The purpose of the document is to set out the planning parameters for the site so that both vendor and any prospective purchasers are aware of the planning context, constraints to development and what the Local Planning Authority considers appropriate in terms of land use, amount and appearance of development. The document has been the subject of public consultation, amended as appropriate and once approved by the Council's Executive it will be a material consideration in the determination of planning applications on the site.</p>
<p>Bomber Command Heritage</p>	<p>Thank you for an excellent document.</p> <p>Supports the Strategy for Central Oxfordshire to become a</p>	<p>Noted.</p> <p>Noted.</p>

	<p>world leader in education, science and technology.</p> <p>Strongly supports the stated need to avoid piecemeal development that does not preserve the landscape and setting of the conservation area.</p> <p>The stated possible uses of light industry, manufacturing and storage are discounted later in the document.</p> <p>Considers a comprehensive framework plan to be essential.</p> <p>Makes several corrections / additions to the section on special importance and statement of significance. Requests reference to the site being also the “premier surviving example of an operational training unit”.</p> <p>Asks that the reference to buildings / structures being the only ones remaining of their type or best preserved national examples be emphasised with reference to the 16 Constrained Areas as Scheduled Ancient Monuments and 41 Grade II Listed Buildings.</p> <p>The DCMS Protocol reference to financial considerations not being the over-riding criterion in determining disposal of the site will now be incorporated into all EH documentation relating to this process.</p>	<p>Noted.</p> <p>Noted.</p> <p>Noted.</p> <p>RECOMMENDATION: The section on special importance and statement of significance is already fulsome and although interesting the suggested additions add little of substance.</p> <p>RECOMMENDATION: Reference to those that are the best preserved national examples be included.</p> <p>Noted. This is not a matter for the Brief.</p>
Bicester Vision	<p>Some 4 million visitors a year come to Bicester Village, nearly a third from overseas, so there is potential to make these dual sites a positive additional attraction for visitors to the town.</p> <p>We believe it will be very difficult for the MOD in this market to find one purchaser prepared to take on and deliver what is outlined within the planning brief, so we would urge the Council, at an early stage, to forge stronger working</p>	<p>RECOMMENDATION: Reference to the synergy between the various uses be referred to at paragraph 2.3.</p> <p>Noted. Defence Estates has contributed to the preparation of the Brief, but further co-operation in the preparation of the management plans for the technical site will be sought.</p>

	relationships with the MOD Defence Estates department to ensure that there can be a more cohesive approach towards interested parties.	
BBOWT	There may be significant scope for enhancement for biodiversity across the site, including for protected species such as barn owls (one is currently known to inhabit the bomb stores), badgers, newts and bats.	RECOMMENDATION: The text be amended accordingly.

FLYING FIELD	Comment	Response of Planning and Affordable Housing Policy Manager
<p>Defence Estates</p>	<p>4.2 Reference to the re-introduction of powered flight is not understood, when powered flight has not ceased.</p> <p>There is no public access to either site and references to this need amendment. Neither does the lease to the current occupier of the airfield require it. Suggest the sentence relating to 'continued public access' is deleted.</p> <p>Reference to Upper Heyford, a Cold War base, is not clear and also not clear whether decisions taken on planning issues at other sites can be enforced elsewhere. Also not clear how uses ancillary to the airfield, including temporary or permanent storage, could 'not be countenanced' – further clarity may be required if car storage is meant.</p> <p>All the buildings could continue in use as ancillary to the use of the airfield for flying.</p> <p>4.7 It may be considered unreasonable to expect new owners and occupiers at RAF Bicester to provide unrestricted access to what may be private spaces. Heritage Open Days in relation to either site would surely be at the invitation of the new owner/s occupiers – it is questionable that this can be imposed.</p> <p>4.8 It is believed the garrison status comes from the Depot at Bicester.</p>	<p>RECOMMENDATION: Reference to the <i>re-introduction</i> be removed. The substantive point remains valid.</p> <p>The text refers to access being enjoyed by the public as members of the Windrushers Gliding Club. RECOMMENDATION: Reference to future public access be reworded to ensure it is clear that to be compatible with continued aviation use access needs to be controlled.</p> <p>The reference to car storage at RAF Upper Heyford is relevant in that it was found to cause harm to scheduled ancient monuments and the open character of the flying field, both of which are transferable to RAF Bicester. Legal precedent that could restrict the use of a site is relevant to potential purchasers. The reference to outdoor storage in the text does not refer only to car storage but to any outdoor storage associated with the use of the buildings and it is therefore relevant that potential purchasers should be aware of such limitations that it is anticipated would be controlled through the planning process and the Management Plan.</p> <p>The continued use of <u>all</u> the buildings on the technical site as ancillary to the flying field is possible but it is more likely that a mixed use development will ensue and the Planning Brief needs to cater for this eventuality.</p> <p>There is no reference to requiring unrestricted access. The text seeks public access to the technical site though a museum / heritage centre and to the domestic site through special Heritage Open Days. Given the national importance of the site, this is not considered an unreasonable aspiration to seek through the Management Plan.</p> <p>RECOMMENDATION: Reference to the garrison town be removed.</p>

	<p>4.9 The walls are not in danger of collapse – please delete reference to this, as requested previously and clarified by English Heritage in their earlier comments.</p> <p>The tone of paragraph 4.9 could be made more positive and it is not clear why certain sections are underlined.</p> <p>4.10 The Council may wish to refer to the PPS</p> <p>4.11 The land between hangar 137 and the re-aligned Skimmingdish Lane could be developed.</p> <p>The use of the phrase ‘deliberate dereliction of duty’ is an unfortunate one and one the Council may wish to reconsider. Also the statement that English Heritage did not visit the site between 2003 and 2008 may be better left out,</p>	<p>The letter dated 19 February 2009 from English Heritage’s Inspector of Ancient Monuments described the bomb stores as having some smaller gables with no base and that it was “possible to move one wall by hand” and that they presented “a danger to unauthorised persons”, requiring perimeter fencing and advice regarding signage warning of dangerous structures. RECOMMENDATION: The wording be changed to specifically refer to the content of that letter.</p> <p>This paragraph is a statement of fact. The section on the Council not ruling out serving an Urgent Work Notice or Repairs Notice is underlined to draw potential purchasers’ attention to the powers open to the Council once Crown Immunity is removed by sale of the site. Since this has a direct bearing on the value of the site, it important that potential purchasers are under no illusion when making an offer.</p> <p>It is currently PPG 15 and 16 which guide planning decision on the historic environment and archaeology respectively. The Draft combined PPS is currently only a consultation document and it would not be appropriate to second guess what the final document might say or when it might be published.</p> <p>Paragraph 6.3.2.6 of the CGMS report states “<i>The only area where a significant development opportunity exists lies to the south of the old line of Skimmingdish lane (ie beyond the technical site boundary) where there is an area of previously used land running down to the new by-pass</i>”. This is referred to at paragraph 4.11 but is not the same area of land as “between hangar 137 and the re-aligned Skimmingdish Lane”. Development here would disturb the spatial symmetry of the layout and mask the defence structures within it and for those reasons is not considered suitable.-</p> <p>English Heritage has not commented upon the inclusion of this reference to it nor to the inclusion of reference to its correspondence. RECOMMENDATION: The reference to dereliction of duty be replaced with “inadequate maintenance of protected buildings and structures over a</p>
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	<p>as would reference to a specific letter from English Heritage?</p> <p>Again, with the statutory Listing descriptions, and the recent Conservation Area Appraisal, rehashing comments made in a consultants report in 2003 may not appear helpful.</p> <p>The final paragraph appears to shut the door on meaningful discussions between potential purchasers of the Caversfield site with regard to any new buildings or extensions, which may not be considered positive or helpful.</p> <p>These comments on new buildings could be considered at odds with the comments relating to building 112 on the RAF Bicester site in relation to coherence and quality of the buildings.</p> <p>4.12 There are more at least 5 access points into DE&S Caversfield and RAF Bicester and a further access with consent but not yet built at Caversfield.</p>	<p>prolonged period”.</p> <p>The content of the CGMS report remains relevant in determining the potential for future development.</p> <p>Paragraph 4.11 explores potential opportunities for new development on the Domestic site and concludes that, for a number of reasons explained in the text, these are not considered suitable.</p> <p>Building 112 is an unlisted fuel tanker shed, of which there are a number of others on the technical site, and occupies a position where it obscures the view from the central axis onto the flying field. Preliminary opinions expressed by English Heritage concur with the Council’s view that the conservation area could be enhanced by its removal.</p> <p>The views of the Highway Authority have now been received and the document updated accordingly.</p>
<p>Oxfordshire County Council</p>	<p>Highways and Transport</p> <p>The existing (main) access to the site via Skimmingdish Lane (A4421) which is currently used by the Gliding Club will meet the required visibility standards of 4.5m x 160m (50mph speed limit) once all the vegetation within these vision splay have been cut back/down (and maintained). Currently vision to the left is obstructed. Assuming the number of vehicles using this access remains similar no alterations may be required. However, a right turn lane may be required at this access if there is a significant increase in traffic movements.</p> <p>There is a footway/cycle link on the opposite side of the Gliding Club entrance along Skimmingdish Lane, if this site</p>	<p>RECOMMENDATION: The advice of the Highway Authority be incorporated into the document. A site visit and meeting have subsequently been held with County Council transport planners and highway engineers and the following has been agreed and incorporated into the Brief:</p> <p>A right turn lane will be desirable if the traffic movements increase to over 500 movements per 12 hour period, which is the current threshold. Access for major events, such as air shows, would need to be from this entrance and would be subject to a routeing agreement.</p> <p>A footway will be required from the roundabout along the north side of A 4421 as far as the entrance to the flying field.</p>

	<p>is to be developed a similar link must provided along the frontage of the site with crossing facilities (subject to type of development i.e. remains as a gliding club only may not seek improvements).</p> <p>Countryside The document covers recreation, access and public rights of way information in some detail. The Brief does not require reinstatement of the cross-flying field paths and I can appreciate this perspective given the desire to see aviation retained on this site. We will check that there is no legal requirement to reinstate the routes - but would anticipate that continued use as a flying field precludes this. I would be keen for any development of the site to adopt the principles of the Oxfordshire Rights of Way Improvement Plan and our guidance note about Countryside access and development. South East Plan policies for rural urban fringe (SE Plan policy C5), countryside access and public rights of way management (C6), as well as green infrastructure (CC8) and management for an urban renaissance (BE1) are all relevant in this location.</p> <p>I would be keen for the site to add to the walking or multi-purpose recreation in the area - so for example it would be good for the development to provide the means for the proposed flying field perimeter path to be made easy and enjoyable to use, and also connecting this path and the site to the surrounding areas of population and connecting public rights of way. If there was the will and opportunity to go a stage further it would be good to see the whole site providing a rural country park experience instead of just a perimeter path. This may not include the flying field when that is operational, but could mean that the perimeter path and its surrounds form a wide and accessible 'green belt' around the site to serve as a significant recreation and habitat facility for the area.</p>	<p>RECOMMENDATION : Reference to relevant policies be included.</p> <p>Establishing a country park on the site is not compatible with continued aviation use. Public access to the flying field needs to be managed to ensure public safety and therefore some controls and management will be required. In the event that aviation use does not continue, the opportunity for further future public access to the flying field can be explored.</p>
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	<p>Ecology</p> <p>It is good that you have had a phase 1 habitat and initial protected species survey carried out for this site and also that you have identified the designated sites in the vicinity and on site (the flying field is a LWS). I note also that you have identified the landscape character types defined in OWLS and the Cherwell District Landscape Assessment. The favoured development options for the site are to retain the flying field for aviation. It is also stated that alternative uses should "not result in the erection of any structure, either temporary or permanent on the open flying field". Other uses suggested (e.g. temporary festivals, outdoor concerts, markets and shows) should only be considered if it can be demonstrated at planning application stage that a development will not adversely impact on the biodiversity interest of the flying field and that any adverse impact can be adequately mitigated and compensated for. The development of the rest of the site has the potential to impact on biodiversity and landscape (as identified in this document) so you should ensure this is appropriately investigated and mitigated for as part of any planning application.</p>	<p>Noted. The impact of development on the biodiversity of the site will be considered at planning application stage and the intention is that a Management Plan will be agreed for the site, which will deal in detail with biodiversity issues.</p>
<p>Bicester Town Council</p>	<p>Bicester Town Council supports the provision of a mix of open space community and heritage activities that conserves this very important historical site which, as well as its modern military history, can be traced back to Romano-British and pre-Roman archaeology. We note that little in the way of archaeological surveying has been carried out and feel this is an omission in the brief. It is important that this rich heritage is not only conserved but given voice. At the same time RAF Bicester is a vital and important open space that must be sustained so it can continue to provide and extend the wide variety of healthy and complimentary outdoor activities it supports.</p>	<p>Noted.</p> <p>The County Archaeologist has called for a watching brief and this will be a condition of any planning approval. Reconciling public access with continued aviation is a matter that needs careful consideration and is addressed in the Brief</p>

	<p>Alongside our general comments we specifically support the continued use of RAF Bicester as a heritage site and for gliding / flying activities as the best way of ensuring its long term future as a vital and valuable open space. We further believe that the airfield as the most complete airfield in from the early age of aviation in the country and is of national and international significance. As such this heritage needs to be conserved. We are not convinced that the planning brief is completely clear about the acceptable future uses and concerned that the advice states that “the setting of the listed buildings should not be interpreted too narrowly” as this can be interpreted in many ways, some of which, in our opinion, could be detrimental to the retention of the open space and heritage.</p>	<p>A number of potentially acceptable uses are indicated for the technical site and the domestic site.</p> <p>PPG15 and case law defines the setting of listed buildings.</p>
<p>Windrushers Gliding Club</p>	<p>There is no way a large gliding club can operate without permission for caravans on-site, absolute necessity.</p> <p>There is no way one can have the public meandering around the site and across the airfield. An uninsurable risk and not something the CAA or other supervisory bodies would accept. Our lease requires other users, eg the public, to be Members and this brings them all into line with the rules etc. We will have no issue with open access to the technical site so long as the public cannot wander into danger on the airfield site</p>	<p>The caravans do not have planning permission nor a Certificate of Lawful Use. The existing location of the caravans is unacceptable due to the harm it causes to the character and appearance of the conservation area and the setting of the aircraft hangars, which are listed buildings. The brief states at paragraph 3.11 that alternative overnight accommodation will need to be identified. This could be within converted buildings on the Domestic or Technical site or stationing of caravans within hangars. Any external stationing of caravans on a temporary or permanent basis within the site will need to demonstrate that no harm is caused to the character or appearance of the conservation area, to the scheduled ancient monuments or to the setting of listed buildings.</p> <p>The Brief does not refer to the public being able to meander across the airfield. It refers at 4.3 and 5.4 to the existing model used by Windrushers Gliding Club , requiring those having access to be members of the club, to unrestricted public access putting lives at risk and states that a similar model will need to be agreed between interested parties to ensure public safety.</p>

<p>English Heritage</p>	<p>3.4 Has a reference to buried archaeology 'including remains of large aircraft structures and large items'. Unless there is evidence for this statement, it may be better to omit it.</p> <p>3.12 Deals with constraints associated with continued aviation use. Can the brief define more clearly those areas, including the small safety strip to the west, which would need to be maintained as open space if flying is to continue (e.g. by means of a map)?</p> <p>4.2 Dealing with the use of the flying field needs to give greater attention to possible conflicts between aviation and other uses, particular increased leisure use of the airfield. EH experience at Kenley Aerodrome suggests that there can be serious safety issues where gliding and leisure uses co-exist on an open airfield.</p>	<p>This text was included at the request of Bomber Command heritage, albeit no evidence was submitted. RECOMMENDATION: In the light of lack of evidence at present to substantiate the claim, the reference to buried archaeology be omitted.</p> <p>RECOMMENDATION: The Flight Consultation map, which is now available, be included and the text expanded.</p> <p>RECOMMENDATION: Reconciling the aspirations for public access to the flying field as a major recreational resource for Bicester and ensuring public safety with the continued aviation use is a significant issue to be grappled with. It is the role of the Brief to flag up the expectation that the public will be able to have continued access to parts of the flying field, albeit in a controlled manner as at present. Exactly how this is to be achieved will depend upon the future use and future ownership and the details can be negotiated once these are known.</p>
<p>Bomber Command Heritage</p>	<p>The surrounding landscape may also contain evidence of the extended fabric of the site, which will require further investigation.</p> <p>20th century Conflict and Industrial Archaeology in the UK has grown to be recognised as important.</p> <p>Emphasise the importance of views, vistas and an open site. Highlight the protected species more.</p> <p>There is a need for a watching brief to monitor developments that could adversely affect the Aerodrome. Cannot assume that there is no radiation from buried aircraft instruments.</p>	<p>The former extent of the historic airfield is broadly understood from historic maps. Any remains outside the airfield have either been destroyed by later development in the south or affected by agricultural operations in the north east.</p> <p>Noted.</p> <p>The important views and vistas are indicated on Fig 4, consistent with those identified in the adopted Conservation Area Appraisal.</p> <p>The County Archaeologist has called for a watching brief and this will be a condition of any planning approval.</p>

	<p>BCH supports the retention and development of Windrushers Gliding Club providing it is in keeping with the atmosphere and heritage aims. The heritage centre / museum such as that proposed by BCH would incorporate some limited aviation use, including gliding, and has wider public access and benefit. Public access is central to BCH.</p> <p>Period “tail dragger” aircraft benefit from into-wind, omni-directional take off and landing.</p> <p>Some panels between the flying field and the technical site need to be removed and replaced with suitably designed gates for access and emergency vehicles.</p>	<p>The Council is seeking the retention of aviation use and the operational and safety requirements of this need to be reconciled with all other uses.</p> <p>Noted.</p> <p>Any boundary between the technical site and the flying field will be dependent upon the future use and will be a component of a future application, but until future uses are known neither the location of such a boundary nor its design can be determined. RECOMMENDATION : Reference be added to the need to put in place measures ensure that the public does not trespass from one part of the site to another in an unauthorised or dangerous manner..</p>
Bicester Vision	<p>The Board of Bicester Vision supports the overall concept of some form of aviation museum, whilst retaining flying use on the technical part of the airfield. There is the opportunity, with the help of European or Heritage Lottery funding to create a live museum campus which encompasses a new museum for Bicester, the concepts of Bomber Command, flying of light aircraft, gliding and a living outdoor museum focussing on some of the history of central Oxfordshire.</p> <p>There is the opportunity, in this context, to look at strengthening linkages with the town itself across the ring road. For most residents there has only been limited access to the site over many years so future plans do need to open it up to more flexible and welcoming public use.</p>	<p>The support of Bicester Vision for the potential of the technical site to deliver such a concept is welcomed.</p> <p>Paragraph 4.8 seeks additional pedestrian routes between the site and Bicester and from the flying field in particular. Reconciling increased public access with continued aviation use is a matter that needs careful consideration however.</p>
BBOWT	<p>Both Stratton Audley Quarry and the flying field is a proposed Local Wildlife Site; we welcome that is not</p>	<p>RECOMMENDATION: The need for BBOWT to undertake a full ecological survey and the potential for BBOWT to play a part in the Management</p>

	<p>considered appropriate to develop this area, but it would be useful to highlight in the brief the need for any future use of this area to be sympathetic to its wildlife interest. The proposed LWS at the flying field has yet to be fully surveyed and it would be useful if, through the planning process, access to the site for survey can be facilitated. Any ecological survey of the site for the purposes of planning would also be useful to inform this process.</p> <p>In addition, the Project provides management advice to the owners of LWSs, and we would therefore be able to contribute to the production of the management plan for this area if it was felt that this would be useful.</p> <p>As stated in the planning brief, further ecological survey work will be needed to identify any protected species using the site, and to identify opportunities for biodiversity enhancements.</p>	<p>body is added to the Brief.</p>
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TECHNICAL SITE	Comment	Response of Planning and Affordable Housing Policy Manager
Oxfordshire County Council	<p>Highways</p> <p>The existing (gated) access serving the technical site is located just off the roundabout of the A4421 (towards Stratton Audley)/A4095 & Skimmingdish Lane – in my opinion this access is unsuitable for any significant increase in traffic movements, due to the visibility available, speed of traffic (turning movements), access geometry etc; therefore it is likely a restriction on the type of redevelopment and associated traffic movements generated will be required/imposed. However, if significant improvements are provided i.e. reduction in speed limit, increase in visibility, measures to deter rear shunts for turning vehicles, adequate protection within de-acceleration to deter HGV parking, pedestrian & cyclist links (with controlled crossing points) etc such restrictions may not be required. Please note any proposals will require a safety audit to be carried out by an independent party.</p> <p>If an access is to be considered to the north of the site via the Bicester Road (towards Stratton Audley village), this will not be supported by the Local Highway Authority due to its location i.e. Bicester Road/A4421 junction has its poor visibility and geometry.</p> <p>Depending on the type of development that comes on in the future a Travel Plan will be appropriate to reduce the reliance on the private car.</p>	<p>The access from Buckingham Road into the Technical site should ideally be retained for pedestrian and emergency use only. However, if the speed limit along Buckingham Road was dropped to 30 mph and a right turn lane was provided, subject to a safety audit, such restrictions may not apply.</p>
English Heritage	<p>4.3 States that ‘the concept of a history of aviation museum in association with the active use of the flying field...would be warmly supported’. EH agrees that an aviation museum</p>	<p>Whilst paragraph 4.3 states that a museum on the history of aviation together with continued aviation use is the Council’s preferred option, it also states that cultural, sporting and community uses (events, theatres,</p>

	<p>on part of the site may be appropriate, provided that it is viable and adequately resourced to maintain any assets; however, many museum proposals have failed due to funding problems. EH would like to see greater attention given to what other (non-museum) uses would be considered appropriate. It would be helpful to tabulate the advice about alternative uses, so that potential purchasers can see more clearly the constraints and opportunities related to individual buildings. The penultimate sentence of 4.3 could be interpreted as ruling out non-aviation uses on the technical site; we suggest that this is reworded in a more positive - non-aviation uses should be considered on their merits.</p> <p>4.8. Suggest that the sentence referring to the negativity associated with the former garrison town is omitted.</p> <p>4.11 This doesn't read very convincingly in regard to opportunities for new development. The first sentence refers to the 2003 CGMS/LDA study focus 'primarily' on the technical site/flying field. The first sentence of the last paragraph says the 2003 study did not examine the development potential of the domestic site, with a final sentence concluding that 'there was no scope for new development on the domestic site'. There needs to be some explanation on the decision-making events regarding the two potential sites referred to and dismissed. It would be helpful if 4.11 could be expanded and sub-divided, with enabling development dealt with as a separate issue (see below). It would be helpful to clarify whether</p> <ul style="list-style-type: none"> • there is any potential for development on the perimeter of the technical site, for example on the site of the coal yard, where some of the original buildings have been removed, • and in the elongated piece of land which lies 	<p>galleries, music venues, indoor pitches, training, cycling, go-karting, roller skating, climbing walls, markets, fundraising and circus are given as examples of suitable uses) in addition to employment, workshops, offices, light manufacturing or bulk storage and a limited number of buildings to residential use or accommodation for glider pilots. To tabulate each potential use for each of the buildings on the site with associated constraints and opportunities would be a very large task and one which would not necessarily be helpful as each building cannot be considered in isolation but as part of the coherent group where the interrelationship of buildings and uses and the spaces between the buildings is important. RECOMMENDATION: The penultimate sentence be reworded to say that non-aviation uses will be considered on their merits.</p> <p>RECOMMENDATION: The sentence be omitted.</p> <p>The CGMS study did not look at the domestic site because at that time it was not known that this part of the site was to become surplus to defence requirements. It did look primarily at the technical site. However it also looked at a small area of land in MOD ownership outside the Technical site (in that it is outside the perimeter fence and is south of the original alignment of Skimmingdish lane). Therefore these statements are both correct and not contradictory. The final sentence that there was no scope for development on the domestic site is the conclusion of the analysis by Council officers described in that paragraph.</p> <p>The CGMS study did not identify the former coal yard as being suitable for development. In officers' opinion new development here would disturb the symmetry of the master plan and the setting of listed buildings.</p> <p>This is the piece of land referred to above and in paragraph 4.11 of the Brief quoted from the CGMS report as having potential for development in</p>
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	<p>between the old line of Skimmingdish Lane and the current road.</p> <ul style="list-style-type: none"> • If development is considered unacceptable in these areas, it would be helpful to say why. • In relation to enabling development, 4.11 should refer to EH's updated guidance, published in September 2008. This would support the Council's argument that the criteria for enabling development are not met in this case. 	<p>as " <i>the area between the line of old Skimmingdish lane and the present by pass</i>". See above.</p> <p>RECOMMENDATION: The issue of enabling development be sub-divided into a separate paragraph with reference to English Heritage's 2008 Guidance. This document includes a Policy that defines Enabling Development as needing to meet ALL of the following criteria:</p> <ol style="list-style-type: none"> a It will not harm the heritage value of the place or its setting b It avoids detrimental fragmentation of management c It will secure the long term future of the place and, where applicable, its continued use for a sympathetic purpose d It is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid e sufficient subsidy is not available from any other source f It is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the place and that its form minimises harm to other public interests g the public benefit of securing the future of the significant place through such enabling development decisively outweighs the disbenefits of breaching other public policies. <p>English Heritage's support for the Council's argument that the criteria for enabling development not being met in this case is welcomed.</p>
<p>Bomber Command Heritage</p>	<p>More could be done to emphasise the number of listed buildings and the number described as making a positive contribution to the conservation area.</p> <p>Asks whether the reference by English Heritage to the technical site being "the most worrying heritage site on the whole government estate" could be emphasised.</p> <p>Considers reference to the extent of repairs required seems</p>	<p>RECOMMENDATION: A composite list of buildings be included cross referenced to the location plans at Figure3.</p> <p>Paragraph 3.3 <i>Heritage at Risk and Buildings at Risk Register</i> sets out the current position accurately and correspondence from English Heritage is quoted (which Defence Estates suggested should be removed). It is considered that the wording accurately describes the situation and needs neither reduction nor expansion.</p> <p>The repairs detailed in Appendix 2 are the result of one day's survey by</p>

	<p>understated.</p> <p>Considers that the use of Urgent Works Notices should not be necessary.</p> <p>BCH is aware that the internal services require systematic replacement. External services may be nearing life expiration.</p> <p>Alterations to buildings should be reversible and in keeping with the site as a whole.</p> <p>The introduction of mixed uses would cause problems with site security and the valuable content of a heritage centre / museum.</p> <p>Building 112 should be retained if this is an original building.</p> <p>Reference to the 2003 CGMS report needs to be clearer as to what they would permit.</p>	<p>the Council's consultant structural engineer and, as far as is possible in the time made available for access to the site, are considered to be an accurate snapshot of the condition of the buildings and the repair works required at that time. This will be updated as further information becomes available.</p> <p>The use of Urgent Work Notice and Repairs Notices are procedures open to the Council once the site is sold by the Crown. Should a programme of repairs not be agreed, it is open to the Council to invoke such powers and it is appropriate to make potential purchasers aware that such powers exist.</p> <p>Noted. This is not a planning matter, but is dealt with in the Management Plan.</p> <p>It is not anticipated that consent would be given to inappropriate works to protected buildings and approved works would not therefore need to be reversible. The Management Plan deals with the detail of what would be acceptable.</p> <p>Mixed use cannot be ruled out at this stage and would be acceptable in planning terms. It is the role of the Brief to consider all potential uses and once the future uses are known, the synergy and / or tensions between them will need to be dealt with through the planning process and an agreed Management Plan.</p> <p>Building 112 is unlisted and is one of several fuel tanker sheds. It is considered that its demolition would enhance the character and appearance of the conservation area by opening up the vista along the central axis from the technical site to the flying field.</p> <p>The quotations from the CGMS report are considered to be clear. RECOMMENDATION: The issue of enabling development be sub-divided into a separate paragraph with reference to English Heritage's 2008 Guidance.</p>
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	<p>Emergency entrances along Buckingham Road should be re-opened to avoid possible traffic congestion at the entrance near the A421 roundabout.</p> <p>BCH would need a fuller schedule of works than listed at Appendix 2</p>	<p>Access from Buckingham Road can only be limited for reasons of highway safety.</p> <p>Appendix 2 is included to provide snapshot of the condition of the buildings at a point in time for general information. Any prospective purchaser would need to undertake a full structural survey to satisfy for him/herself of the repair costs to inform any financial offer for the site.</p>
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DOMESTIC SITE	Comment	Response of Planning and Affordable Housing Policy Manager
<p>Oxfordshire County Council</p>	<p>Highways The majority of the existing accesses serving the site appear acceptable off Skimmingdish Lane, but may require visibility improvements.</p> <p>The junction of Skimmingdish Lane and the A4421 does not appear to be to standard in terms of visibility; in addition joining the A4421 can be delayed due to the number of vehicles travelling past, which is something that will require further thought.</p> <p>However the re-use of the access via the A4421 (Buckingham Road) raises a safety concern due to the busy and fast nature of this road and the closeness of the A4421/A4095 roundabout i.e. risk of rear shunts due to turning vehicles; therefore a restriction on its use or the number of vehicles using this access may be appropriate.</p> <p>The location of this site is away from the majority of Bicester and is in need of significant improvements in terms public transport, pedestrian and cycle links to reach the closest local infrastructure and services. Another area of concern is the how pedestrians etc will cross the A4095 and the A4421</p>	<p>RECOMMENDATION: The advice of the Highway Authority be included in the Brief as advised plus as follows: Use of the existing, disused and proposed but not implemented access points from Skimmingdish Lane will acceptable subject to keeping the sight lines clear of vegetation.</p> <p>If the speed limit along Buckingham Road were to be reduced to 30mph the visibility splay would be reduced to 4.5m x 90m, which should be achievable. Oxfordshire County Council will investigate such an extension, but developer contributions would be required towards the costs of amending the traffic order.</p> <p>The road layout and hard surfaced areas are a key component of the historic character of the site. A car parking management plan will be required to demonstrate that the number of car parking spaces required by standards current at the time can be accommodated on the existing amount of hard standing. In the event of a shortfall of space for parking the Council will expect a Travel Plan and the management of spaces to address the issue.</p> <p>The access from Buckingham Road to the Domestic site should be for pedestrians only.</p> <p>A bus stop should be provided on the east side of A4421 Buckingham Road within the existing deceleration lane (this is considered not to pose an obstruction to traffic due to infrequency of obstruction and deceleration of traffic).</p>

	<p>(to reach Technical site) and the type of measures required i.e. controlled crossing, reduction of speed limit etc.</p> <p>Links within the site (and improved transport links) should also be taken into consideration as well the existing routes the community of Caversfield currently enjoy i.e. if a residential development is sought, it would be appropriate to have pedestrian/cycle links through site to the A4095.</p> <p>Depending on the type of development that comes on in the future a Travel Plan will be appropriate to reduce the reliance on the private car and developer contributions will be sought towards improvements to public transport. It is unlikely the roads within the site would be offered for adoption so a private road agreement will be sought.</p> <p>Policy <u>Economic</u> Bicester is situated in the Central Oxfordshire sub-region and is expected to be one of the main locations for development. Policy CO1 of the South East Plan (SE Plan) says that the strategy for Central Oxfordshire is to strive to be a world leader in education, science and technology by building on the sub-region's economic strength. The main thrust of policy CO2 of the plan is that priority should be given to development which supports these sectors and that additional land for employment will be provided where justified at Bicester for the expansion and relocation of existing local firms to foster knowledge based industry. There is currently a variety of employment activity on the site including office, laboratory and storage. Any continuation of employment use on the site would need to be focused around knowledge-based industry, supporting and growing our high technology businesses and high value employment, to be consistent with the aspirations of policy CO2 of the SE Plan and County Council objectives. It is</p>	<p>A pedestrian crossing with a central refuge will be required to enable pedestrians to cross both east west and north south to this point. There is a permissive path running within the southern boundary of the Domestic site, which egresses close to the roundabout and runs to cross the A4095 near the roundabout. A controlled pedestrian crossing should be provided subject to a safety audit, but the preference would be that signalisation at this roundabout be avoided.</p> <p>RECOMMENDATION: Reference to the SE Plan policies and the County Council's comments be included.</p>
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important that any land allocated for employment growth here helps to achieve a balance of housing and employment which takes into account of the other development locations in and around Bicester. In terms of suitable employment B1 and B2 uses would be likely to generate a number of quality jobs, traditionally B8 uses generate relatively few, low-skilled jobs and would be likely to contribute little to achieving regional and local economic development objectives.

Residential

Other possible uses that are considered for the site are residential in the form of flats and/or a retirement community or nursing home. Policy CO3 of the SE Plan looks to locate 4,900 dwellings in Bicester over the plan period from 2006 to 2026 therefore some housing at the site would be consistent with this policy. Development of the site to contain a retirement community or nursing home may also be welcome. Social and community services, working with Cherwell, have identified that 2 sites housing a potential 60 units each are needed to support the current and future population up to 2029. However our assumptions are based on current population of the town and this of course would grow if the North West Bicester 'eco-town' is developed. It is also unlikely that smaller villages and rural parts of Cherwell will be able to have viable Extra Care Housing (ECH) schemes to meet local populations so we can also assume that urban centres like Bicester will have to develop more ECH to meet needs from surrounding areas. We estimate this could require a further scheme of c80 units. Therefore we would support the principle of using this site for an ECH scheme. However, as the site evolves we would require more information on the type of development envisaged as examination of the sustainability of the site and suitability of existing buildings would be needed. The site is situated on the edge of Bicester and any ECH development would require improvements to public transport in order to foster

RECOMMENDATION: Reference be included to the potential for a 60 unit nursing home or Extra Care Housing in addition to existing references to various forms of residential use.

	accessibility to services in line with policy SP3 of the SE Plan.	
Bicester Town Council	<p>In terms of the use of buildings on the domestic site, while we welcome the condition to treat the site as a single location, we feel that there is an underlying emphasis on conversion to houses and flats without providing the opportunity to use the site for alternative purposes, for example as a commercial or educational campus, which we believe would be in keeping with the need to stimulate a wider range of local skills and jobs opportunities. We would also welcome strengthening the need to retain and not compromise the open green planning of the site.</p> <p>Specifically we would like to see the brief making clear the retention of the ATC, in an appropriate building on the domestic site with access to outdoor assembly and training facilities</p> <p>.</p>	<p>A full range of potential uses is given in the brief, including commercial or education campus.</p> <p>The open campus nature of the site is referred to as a key characteristic of the site not to be compromised.</p> <p>The brief states that this use can be relocated within the domestic site or the technical site.</p>
English Heritage	3.5 The final sentence [regarding the wedge of undeveloped land between the Domestic site and Bicester] requires clarification. It would be helpful to identify this area on a map.	RECOMMENDATION: a plan indicating the areas required for take off and landing be inserted.
Bomber Command Heritage	Is there a case for including the wedge of farmland to the south of the Domestic site in a revised conservation area review?	The Conservation Area Appraisal has recently been reviewed and extended. It is considered that, based upon existing information, the appropriate area of historic interest has now been included. This area lies outside the RAF Base and is farm land. It is afforded some protection by virtue of being within the setting of the conservation area.
Bicester Vision	We believe that the domestic site should be considered for a mixture of small business units, conference facilities and residential use, either by way of refurbishment or redevelopment to reflect the existing character of this 23 acre site. This in turn could create a land value to offset	These land uses are proposed in the Brief. The reference by Bicester Vision to cross subsidy is what the Council is seeking, however, unfortunately the release onto the market of the domestic site prior to the technical site makes cross-subsidy unlikely.

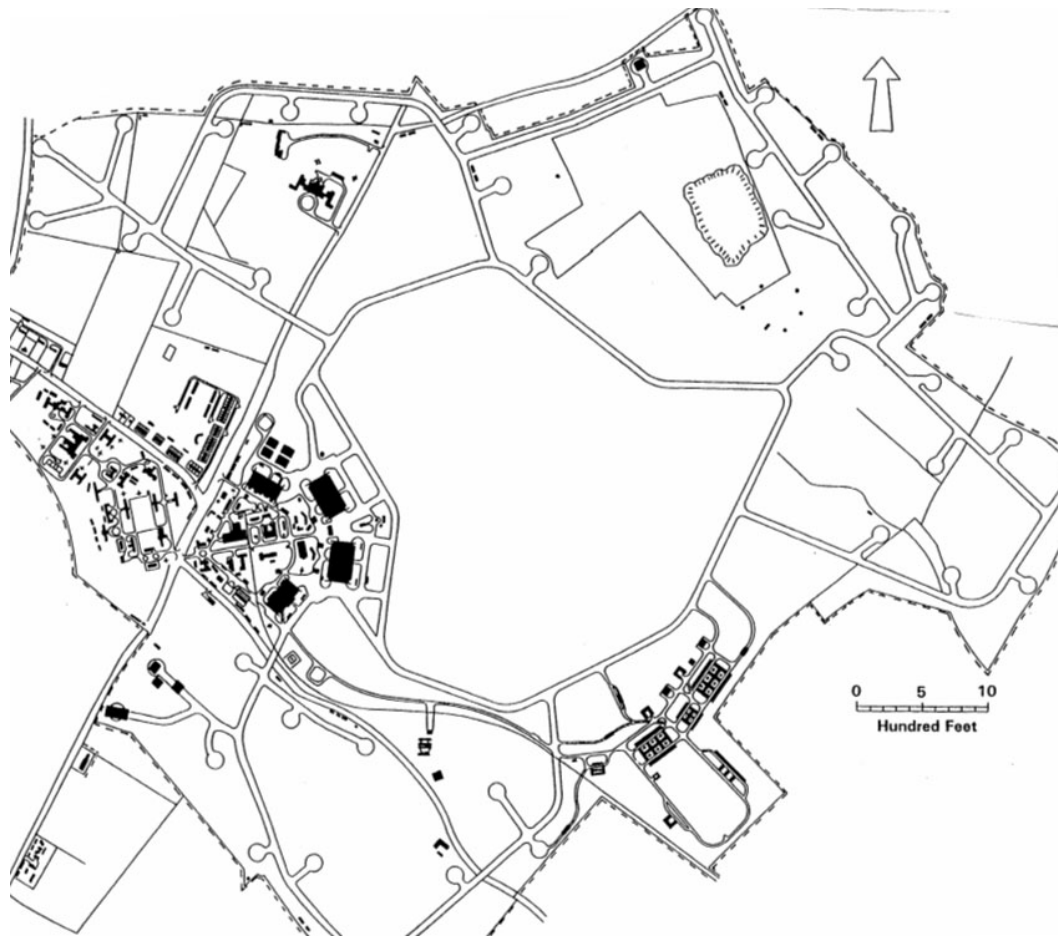
	some of the costs of restoring buildings on the technical area of the site.	
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MANAGEMENT GUIDELINES	Comment	Response of Planning and Affordable Housing Policy Manager
<p>Defence Estates</p>	<p>It is perhaps a lost opportunity not to have taken forward detailed guidelines for the airfield in slower time and consult on them as a stand-alone document, as exists and works well for DE&S Caversfield. If these were produced on a more formal basis for RAF Bicester it is felt this would be a positive contribution to understanding the site and the particular importance of the various elements.</p> <p>It may also be more helpful, rather than attaching a descriptive snapshot document as currently presented at App.2, to include instead the Listing descriptions. This would remove the need for descriptions of the buildings to be repeated or re-interpreted, when the Listings already provide a comprehensive description.</p> <p>5.3 There is street lighting.</p>	<p>The existing Management Plan for the Domestic site DE&S Caversfield has been embodied in full within this document and expanded and elaborated upon and it is disappointing that English Heritage has not acknowledged that or commented upon the additional content. The Draft Brief circulated included the start of work on a new Management Plan for the technical site, but there are specialist buildings and defensive structures on the Technical site and flying field on which further work is required before the Management Plan for this part of the site can be concluded. It is disappointing that neither English Heritage nor Defence Estates used this consultation time as an opportunity to engage in the process of expanding upon the draft Management Plan for the Technical site further.</p> <p>It is recommended earlier in this document that the advice of English Heritage on having the Management Plan for the technical site and flying field as a living document should be accepted, so this will be de-coupled pending further work. However, it should be understood by all parties that this work still needs to be taken forward with some urgency if a Management Plan fit for purpose is to be available to inform any future purchaser / occupier of the Technical site.</p> <p>RECOMMENDATION: List descriptions, reflecting the buildings at the time of listing, can be added to the Structural report for clarity, but the structural engineer's descriptions of the buildings are up to date, providing a snapshot and are useful in this context and should remain.</p> <p>The text does not state that there is no street lighting, but that adoption of the roads could require unsympathetic works including atypical street lighting to be installed to bring the roads up to adoptable standards and</p>

	<p>5.4 It is unclear why public access would be required.</p> <p>English Heritage has provided guidance on when Listed Building Consent would be required and the amended draft document could reflect this.</p> <p>5.20 The buildings are in the ownership of the Ministry of Defence, not Defence Estates.</p> <p>There is no CPH plant on DE&S Caversfield. There is currently a district heating system at Caversfield but this is not linked to RAF Bicester.</p> <p>Appendix 2 is a snapshot and could be held separately – some of it is inaccurate – for example there appears to be some confusion as to what is slate and what are asbestos cement tiles. The document is also not complete. As this will be a living document removing it from the management guidelines and holding separately as background information may be more practical.</p> <p>The photograph taken in June this year of building for 146/7 has been provided to the Council’s Conservation Officer and this should be substituted, as one taken in 2008, showing a quite different situation, has inadvertently crept into the draft.</p>	<p>this would not be desirable.</p> <p>The text states that public access to the technical and domestic sites will be sought and that this might be by way of museum / heritage centre and on the technical site and through Heritage Open days on restricted occasions on the domestic site. As these are sites of national importance, this does not seem an unreasonable aspiration.</p> <p>RECOMMENDATION: The text be amended to indicate that LBC for internal works would only be required where the works would affect the special character of the building..</p> <p>RECOMMENDATION: The text be amended accordingly.</p> <p>RECOMMENDATION: The reference to CHP plant be changed to <i>district heating system</i>. However, due to its under-utilisation, the aspiration to link it to the technical site should not be dismissed at this stage.</p> <p>The document is incomplete because Defence Estates was not able to offer access to all the buildings on the technical site on the day of visit. RECOMMENDATION: The advice that the Management Plan for the Technical site be de-coupled as a live document has been accepted and the structural engineers report will be appended to this. It is to be hoped that both English Heritage and Defence Estates will engage constructively in expanding the Management Plan for the technical site urgently and that matter such as the identification of particular materials can be agreed.</p> <p>RECOMMENDATION : The photograph provided by Defence Estates be included unless a more recent photograph can be located.</p>
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Bicester Town Council	We are also concerned that the brief affords the opportunity for the scheduled buildings on all the sites - technical, airfield and domestic to simply be made wind and water tight and left redundant. This, in our view, represents a minimalist approach and precludes the opportunity for these important historical buildings to be given a new lease of life in keeping with the future development of Bicester.	The Management Plan deals with the repair and maintenance of the buildings and not just bringing them up to a wind and weather tight condition.
English Heritage	<p>Section 5. An additional section could be added here relating to the bomb stores and other scheduled structures. This could incorporate the advice in Chris Welch's letter dated 19 February 2009, which offered advice on repairs and management of the bomb stores and control of ivy on buildings.</p> <p>5.2 (Soft landscape management) contains several statements about trees that may need to be modified in the light of further discussion and research. Early photographs show the site virtually devoid of trees, and it is possible that tree planting was only introduced later. There are many self-sown trees and the tree cover in some parts of the technical site is over-dense.</p> <p>5.8. It would be desirable to establish an on-site archive of photographs and drawings, as part of the comprehensive management plan. Images of many of the buildings are already available in the National Monuments Record (this coverage is mainly in black and white, dating from 2000, and covers domestic site, technical site and airmen's housing). Additional photography and recording may be required in advance of any works of demolition or alteration. Guidance on recording is available in <i>Understanding historic buildings: A guide to good recording practice</i> (English Heritage, 2006).</p> <p>5.15 I am not aware of any evidence for the original colour</p>	<p>RECOMMENDATION: An additional paragraph including the advice of English Heritage's Monuments Inspector be included.</p> <p>RECOMMENDATION: A paragraph be inserted to explain that English Heritage advises that early photographs show the site virtually devoid of trees and that one photograph recently seen shows the trident road layout flanked by hedges. Nevertheless the mature trees are a characteristic feature of this and other air bases of the era and add to the attractive campus environment, albeit that some works will be required to over mature and self seeded species.</p> <p>Section 6 of the Brief states that a level 2 photographic survey will be required as a condition of any planning or listed building consent. The intention is that the Management Plan will require a dossier of such material to be established. RECOMMENDATION: cross reference to the provisions of Section 6 be inserted and reference to the English Heritage publication made and the availability of the NMR to inform the Management Plan.</p> <p>The recommendation, earlier in this report, in response to English</p>

	<p>of the hangars. It is likely that the colour scheme changed through time, and it may be necessary to choose between alternative schemes (eg pre-WWII scheme or camouflage scheme?). It is agreed that further paint analysis is required.</p> <p>5.17 The final statement should be modified by the addition of ‘...where this would affect the special interest’.</p> <p>5.21 This refers to a comprehensive Conservation Management Plan. Presumably this would include the flying field and defensive structures as well as the technical and domestic sites. This section could refer back to the Conservation Area Appraisal, which includes a section on management proposals at section 11.</p> <p>Section 6 This appears to be incomplete. 6.5 and 6.6, as drafted, need considerable further work to clarify when consents would be required and what supporting information would be necessary.</p>	<p>Heritage’s comment that the Management Plan for the technical site should be a “living document” has been accepted, so that the results of further paint analysis can be included in the document as and when they are available. In the interim the Council will advise those wishing to undertake painting that this should continue the current colour regime to maintain consistency across the technical site.</p> <p>RECOMMENDATION: The wording be added, as advised, that listed building consent will only be required for internal works that would affect the special interest of the building.</p> <p>RECOMMENDATION: Reference to the flying field and defensive structures also being subject to the Comprehensive Conservation Management Plan be added, for the avoidance of doubt. However these areas would be unlikely to be subject to any future Article 4 Direction, which is the thrust of this paragraph.</p> <p>This section has now been completed.</p>
<p>Bomber Command Heritage</p>	<p>The war time camouflage paint colours should be subject to further research before determining whether they can be restored.</p> <p>BCH is supportive of including public art.</p> <p>The Management Board or Trust is appropriate but BCH would like to know the composition and consider it should be heritage led.</p>	<p>The recommendation, earlier in this report, in response to English Heritage’s comment that the Management Plan for the Technical site should be a “living document” has been accepted, so that the results of further paint analysis can be included in the document as and when they are available. In the interim the Council will advise those wishing to undertake painting that this should continue the current colour regime to maintain consistency across the technical site.</p> <p>Noted.</p> <p>The composition of the Management Board would be subject to discussion but the Council would be seeking all interests on the site to be represented and also local democracy.</p>



RAF BICESTER PLANNING BRIEF

incorporating
Part A

INFORMAL DEVELOPMENT PRINCIPLES FOR THE WHOLE SITE
and

Part B

MANAGEMENT GUIDELINES FOR THE DOMESTIC SITE

DRAFT MANAGEMENT GUIDELINES FOR THE FLYING FIELD AND TECHNICAL SITE

7 September 2009

[approved by The Executive on 7 September 2009](#)

[blue indicates text that was amended following consultation with stakeholders](#)

RAF Bicester
Planning Brief

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INFORMAL DEVELOPMENT PRINCIPLES
for the flying field, technical site and domestic site

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INTRODUCTION

1.1 Preface

The former RAF Bicester currently comprises the flying field, the technical site, the domestic site and the former airmen's housing. The flying field and one hangar within the technical site is leased to Windrushers Gliding Club. The rest of the technical site is mothballed. The domestic site has been occupied by Defence Equipment and Support (DES) (Caversfield) for a number of years. The housing areas are partly occupied by United States Air Force (USAF) personnel stationed at Croughton and partly, in properties made available on the open market, by civilians. This document covers the flying field, the technical site and the domestic site. There are references in the text to each of these areas individually by name but where the term "the site" is used, this refers to the whole of the area covered by this document: the flying field, technical site and domestic site.

1.2 Purpose of the document

The domestic and technical sites, together with the flying field, at RAF Bicester have been declared surplus to Defence Requirements. The purpose of this document is to set out the planning context, the many constraints and opportunities offered by this complex but exciting site and what the Local Planning Authority considers appropriate for the future of site. This document has been prepared [following a meeting with](#) Kevan Jones, Under Secretary of State for Defence on 20 May 2009.

1.3 Relationship with Defence Estates disposal process

[Defence Estates put the domestic site up for sale on the open market in early July 2009 with a view to concluding a sale by 31 March 2010. Defence Estates has also recently contacted former owners of land within the flying field under the Crichel Down rules and, subject to the outcome, this may ultimately lead to the sale of the flying field and technical site in due course. MOD has instructed Defence Estates to dispose of the site in two phases, but this is not the only way it could be done. There would be advantages to the sale of the site in its entirety, as this would enable cross subsidy from the domestic site to the technical site. There is agreement that the former RAF Bicester was originally one planning unit. The Council considers that it continues to be one planning unit and therefore is publishing this document to cover the whole site, irrespective of phasing of the sale.](#)

1.4 Policy Context including LDF timescale

The Development Plan comprises the Regional Spatial Strategy for the South East of England (known as the South East Plan) and the saved policies of the adopted Cherwell Local Plan (CLP) 1996. The policies and proposals of the Non Statutory Cherwell Local Plan (NSCLP), 2004 have not been subject to all of the statutory local plan preparation procedures including the public inquiry and therefore do not have statutory development plan status. However, the NSCLP does set out a detailed basis for coordinating land use in the District. It is used for development control purposes and the policies of the NSCLP are an important material consideration together with other relevant considerations in determining planning applications. A list of relevant policies is listed at Appendix B and described in more detail below.

The South East Plan was adopted in May 2009 and replaces the saved policies in the Oxfordshire Structure Plan 2016. It sets out the long term spatial planning framework for the region over the years 2006 – 2026. The South East Plan identifies nine sub regions as the focus of growth and regeneration (Policy SP1). The site is within the Central Oxfordshire sub region. The strategy for the Central Oxfordshire sub region is to strive to be a world leader in education, science and technology building on the region's strengths (Policy CO1) and priority should be given to

development which supports these sectors (Policy CO2). Policy CC9 sets out the regional policy on the use of major sites in public ownership. "Major sites" are defined as those sites that would be referred to the regional planning body as major planning applications. The South East Plan states that the region has a substantial portfolio of land including land held by the defence sector. Policy CC9 recognises this and encourages Government departments and public land owners to undertake strategic reviews of their landholdings taking into account the policies and objectives of the South East Plan as a primary consideration in the use and disposal of land. Some sites offer considerable potential making the issue of the use of public land of strategic importance. [Policy BE6 of the South East Plan encourages proposals that make sensitive use of historic assets through regeneration, particularly those that bring redundant or under-used buildings into an appropriate use.](#)

Part of the airfield at RAF Bicester surrounding the existing hangars was allocated for employment generating development with the remainder identified for recreational uses in Policy EMP2 of the adopted CLP. However, the policy was not saved. As a result, Policy EMP 4 refers to employment generating development in rural areas. According to Policy EMP4, the conversion of an existing building or group of buildings to employment use in rural areas will normally be permitted provided the form, bulk and general design of the buildings is in keeping with the surrounding area. However, Policy EMP4 was clearly worded with farmsteads in mind, rather than the scale of buildings that exist at RAF Bicester. Given the location of RAF Bicester, close to and accessible from Bicester and Caversfield, it is not considered that the scale and reuse of buildings that could take place would be inappropriate. Nevertheless it is important that reuse does not take place in a piecemeal fashion that does not preserve the landscape and setting of the Conservation Area.

The Government's policy, as set out in Planning Policy Statement 7 (PPS7): Sustainable Development in Rural Areas (August 2004), is to support the reuse of existing rural buildings where suitably constructed and appropriately located where this would meet sustainable development objectives. It goes on to state, that reuse of such buildings should be supported in locations adjacent to or closely related to country towns. RAF Bicester is adjacent to the built up limits of both Bicester and Caversfield, as defined Policies C8 and C9 of the adopted CLP. In the case of buildings beyond the built up limits of an existing settlement policy EMP4 of the CLP supports proposals for employment generating development provided they do not require not major rebuilding or extension.

There have been material changes since the adoption of the CLP. For example, RAF Bicester was designated as a conservation area in July 2002. The site was therefore not allocated for any specific use in the NSCLP subject to satisfying the criteria set out in Policy EN49a. which refers to the buildings within the Technical Area shown on the NSCLP Proposals Map. The supporting text states that the Council will work with Defence Estates and prospective developers to ensure that proposals are set within a comprehensive and viable plan for the whole of the area. In principle, appropriate uses could include offices, light industry, manufacturing and storage. In addition, cultural uses such as an aviation museum and leisure facilities, both indoor and outdoor, may be appropriate. In terms of employment uses paragraph 4.47 of the NSCLP states that B1, B2 and B8 uses could be acceptable at Bicester Airfield provided they comply with Policy EN49a.

There are no policies in the NSCLP referring specifically to the RAF Bicester Domestic site or flying field. However, Policies EMP4 and EMP6 refer to existing employment sites and re-use of rural buildings respectively with EMP6 supporting reuse provided proposals does not harm the character or the setting of buildings of their architectural or historic interest. Policy H1a sets out the criteria for assessing the location of new housing including the availability of previously developed sites and empty of under utilised buildings.

The Cherwell Local Development Framework (LDF) is in preparation following the publication of the Options for Growth document as part of the Core Strategy in September 2008. The Core Strategy

will set the broad planning framework for the District over the period to 2026. The Council consulted on general issues and options for the Core Strategy in 2006 and carried out further consultations on site specific allocations between July 2006 and February 2008. Further evidence gathering is currently being carried out before the publication of a Preferred Options Core Strategy in late 2009. At this stage it anticipated that the Core Strategy submission will be in Spring 2010 with adoption of the Core Strategy later in 2010. It may also be necessary to review the Local Development Scheme (LDS) following the announcement on the Eco-towns Planning Policy Statement (PPS) expected in July 2009.

The future use and development of the site needs to be considered through the preparation of a comprehensive framework / plan for the future ownership, use, development and management of the site. This plan should be prepared by Defence Estates and the Council, working with prospective purchasers/developers. The site is regarded by the Council as a single planning unit and there are very important relationships between possible land uses and access arrangements on the different parts of the site. These relationships are complicated because of the conservation area status of the site, the preference for appropriate land uses (especially aviation) to safeguard the conservation interest and the requirements for future maintenance and management of the historic environment.

The Local Planning Authority would seek to grant appropriate planning permissions on individual sub-parts of the site only in the context of an agreed plan and agreements that safeguard these important planning and conservation interests.

1.5 Public consultation on the draft document

A Draft document was published for consultation with stakeholders on 3 July 2009, having already incorporated contributions from Defence Estates and English Heritage. Comments on the Draft were received from Defence Estates, Oxfordshire County Council, Bicester Town Council, Launton Parish Council, English Heritage, Windrushers Gliding Club, Bomber Command Heritage, Bicester Vision and BBOWT. All comments received were reported to the Council's Executive on 7 September 2009 and the document was amended as a result and the content was approved by the Executive.

1.6 Status of the document

This document will constitute Informal Development Principles. It will not have the status of a Supplementary Planning Document. The purpose of this document is to respond quickly to provide guidance on the future of this important site to advise potential purchasers. It sets out Cherwell District Council's aspirations for the site and the future uses that are considered appropriate. The Brief is issued without prejudice to the consideration of future planning applications on the site. The purpose of the document is to set out the planning parameters for the site so that both vendor and any prospective purchasers are aware of the planning context, constraints to development and what the Local Planning Authority considers appropriate in terms of land use, amount and appearance of development. The document has been the subject of public consultation, amended as appropriate and approved by the Council's Executive. The Planning Brief will be a material consideration in the determination of planning applications on the site.

2 THE SITE

2.1 Location and extent

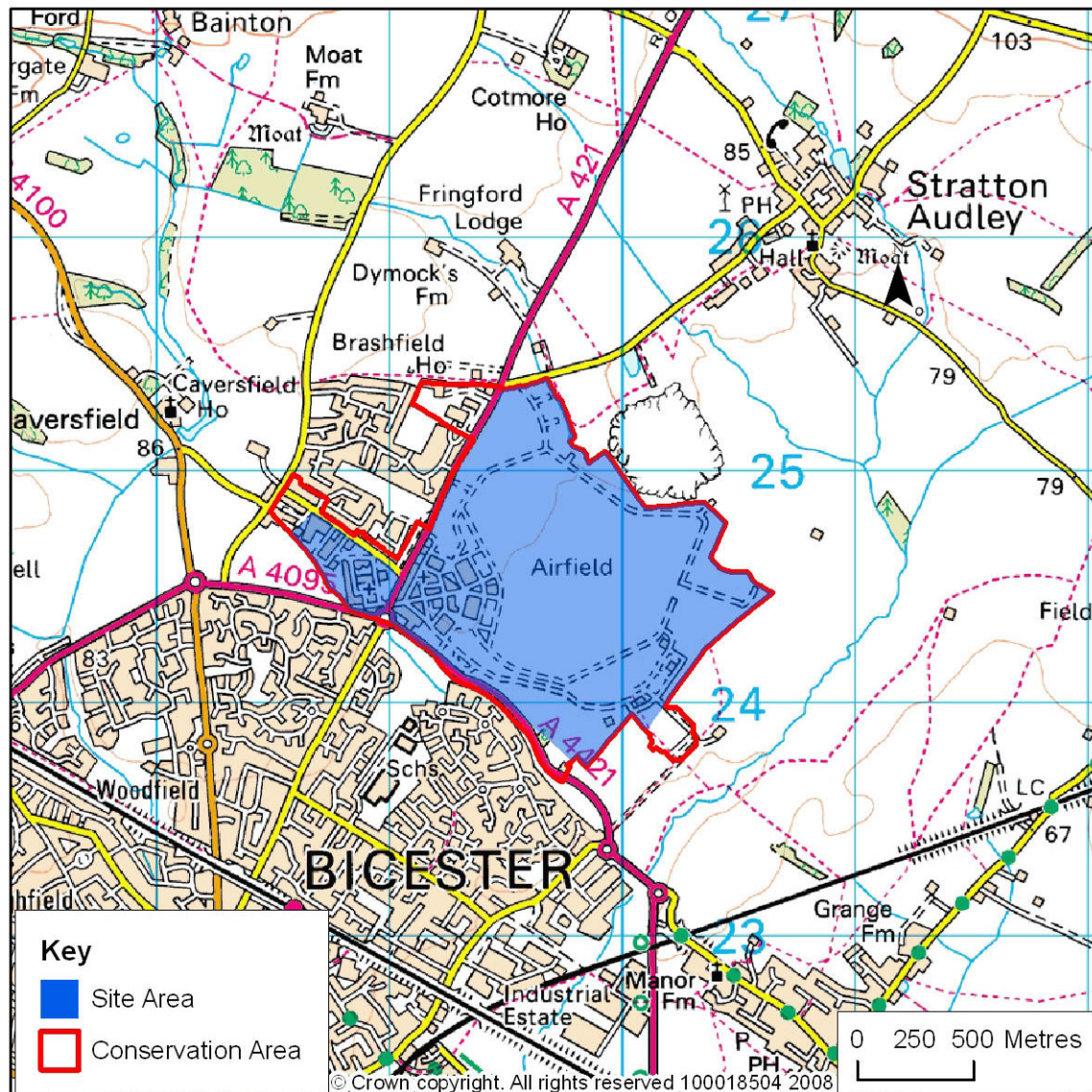


Fig 1 Location of RAF Bicester (amended to exclude land outside MOD ownership from the site boundary)

RAF Bicester is located on the north eastern periphery, 2.4km (1 1/2 miles) from the centre, of the fast growing town of Bicester in NE Oxfordshire. It sits astride the A4421 Oxford to Buckingham Road. The domestic site is 9.17hectares in extent and the technical site and flying field extend to 141.5 hectares. To the north and east lie a former quarry, now a Site of Special Scientific Interest and agricultural land respectively. Immediately to the south is the A4421, effectively part of the road system around Bicester, enclosing residential and employment development, and to the west lies former military housing, including that dating from the 1920s and 1930s associated with the bomber station, but predominantly from later periods associated with the USAF presence at RAF Croughton, totalling some 700 dwellings. There are no education, retail or community facilities in this area.

2.2 Site description

The site comprises those parts of former RAF Bicester that have been declared surplus to Defence requirements. This constitutes the flying field and technical site together with the domestic site. The site excludes Airmen's housing and Married Quarters, also located west of A4421 which, although included in the Conservation Area designation, are not being sold as part of Defence Estates proposed sale and are therefore not covered by the provisions of this document.

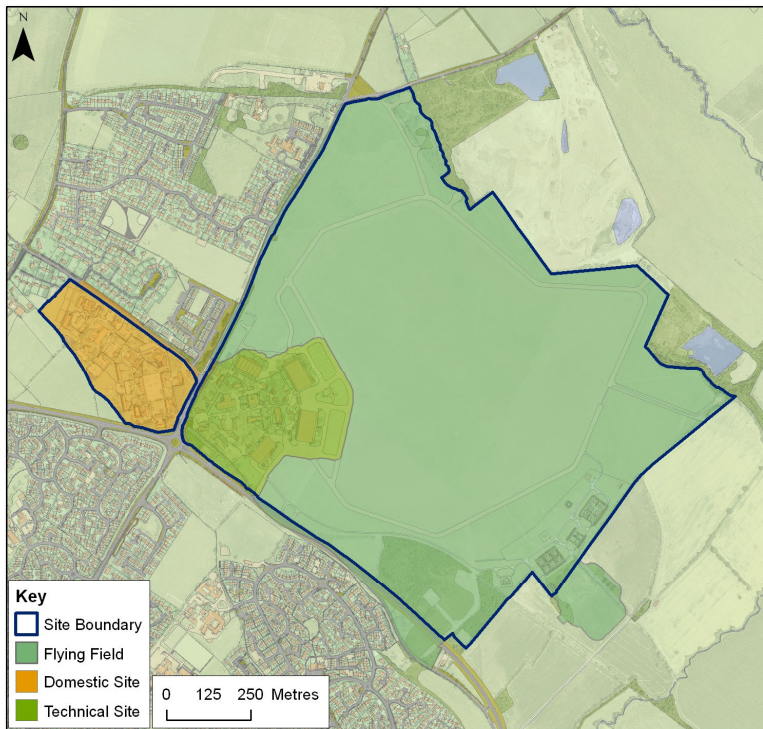


Fig 2 The Flying field, technical site and domestic site (amended to exclude land not in MOD ownership from site)

Although separated by the A4421, the technical site to the east and the domestic site to the west, the two are functionally related and this is historically important, as explained in paragraph 2.6. The Council considers the site to remain one planning unit, where sui generis military use of the airfield is carried on, the nature of which encompasses a range of uses including offices etc, all of which exist and are used to fulfil the military use of the site. The planning decisions required to provide for new ownership and uses, creating separate planning units, need to be considered from this base line. Further, the Council is seeking a comprehensive approach to the management and maintenance of the site in the future.

2.3 Relationship with other development proposals

Bicester currently has a population of about 30,000 and is due to expand further to the south west through the construction of a 1,500 dwelling urban extension for which outline planning permission has already been issued and by 4,900 under the provisions of the SE Plan. On 16 July 2009 the publication of a supplement to PPS1 announced that NW Bicester was one of four locations chosen by government for an Eco-Town as a result of which, the Council considers that its residential land allocation in Bicester is effectively catered for until 2026. Detailed consent has been granted for a mixed use town centre development including food store, library, cinema and further retail units to respond to the growing population, taking Bicester from a small market town towards a thriving sub

regional centre to complement the retail provision at Bicester Village. Although not contiguous, the proximity of the proposed Eco-Town will have a potential beneficial economic and social impact on the regeneration of this site.

2.4 Geology, topography and drainage

The land is low-lying and, as would be expected of an airfield location, is flat, with an imperceptible fall to the east from 85m to 75m. The site overlies Cornbrash geology, which is characterised by thin soils, and appears to be free draining towards the Langford Brook that flows north south beyond the eastern boundary. The level 1 Strategic Flood Risk Assessment for Cherwell District (2009) states that the wider NE Quadrant of Bicester is not considered to be at risk from groundwater flooding. A Flood Risk Assessment will be required because PPG 25 advises that one is required for an application that is classified as a major Development (ie residential development of sites greater than 0.5 h and commercial development of sites greater than 1h).

2.5 Landscape character

The site lies within the Otmoor Lowlands landscape character area, as defined in the Cherwell District Landscape Assessment (1995), which comprises a predominantly flat, low-lying landscape. To the north and east the Oxfordshire Estate Farmlands character area displays distinctive estate landscape of large scale undulating farmland with a weak field pattern to the north getting progressively stronger to the east. The site itself is identified as “airfield (operational and disused)” and bordered on the east by “elevated or low-lying arable farmland with weak structure”. The Oxfordshire Wildlife and Landscape Study identifies the site as lying between the Wooded Estate lands to the west and the Clay Vale to the east. The wooded estate landscape is characterised by arable farming and

- Rolling topography with localised steep slopes.
- Large blocks of ancient woodland and mixed plantations of variable sizes.
- Large parklands and mansion houses.
- A regularly shaped field pattern dominated by arable fields.
- Small villages with strong vernacular character.

The Clay Vale landscape type extends from the vale landscapes adjacent to the northern part of the River Cherwell to the Upper Thames area south of Bicester and is characterised by

- A flat, low-lying landform.
- Mixed land uses, dominated by pastureland, with small to medium-sized hedged fields.
- Many mature oak, ash and willow hedgerow trees.
- Dense, tree-lined streams and ditches dominated by pollarded willows and poplars.
- Small to medium-sized nucleated villages.

OWLS does not classify the site itself.

2.6 Special importance and statement of significance

When the RAF was formed as the world’s first independent airforce in April 1918, General Sir Hugh Trenchard, its founding father and Chief of Defence Staff, concentrated on the principle of offensive deterrence, which saw fleets of self-defending bomber formations as the instrument of war most likely to ensure a swift victory. The location of these bomber stations were chosen across East Anglia and Oxfordshire to create an aircraft fighting zone some fifteen miles deep and extending around London from Duxford in Cambridgeshire to Salisbury Plain. All the air stations were planned in accordance with Trenchard’s requirements that the fabric must be dispersed against attack. In all cases the technical site, comprising hangars and workshops with the guard room and station headquarters placed at the site entrance, was separated from the domestic site with its barracks, institute and mess. This generated a particular layout and, whilst RAF Upper Heyford was the test bed, RAF Bicester is the most structurally representative the country and the most complete airfield to have survived from the pre-1934 period.

In its thematic study of English military aviation sites in 2000, English Heritage described RAF Bicester as

“retaining better than any other military airbase in Britain, the layout and fabric relating to pre-1930s military aviation..... it comprises the best preserved bomber airfield dating from the period up to 1945 It also comprises the best preserved and most strongly representative of the bomber stations built as part of Sir Hugh Trenchard’s 1920s Home Defence Expansion Scheme”

The development of airfield design can be clearly traced in the layout of the flying field and buildings on the site. Each of the periods of development is represented, from the 1920’s Air Defence of Britain, through the RAF Expansion period in the 1930s to readiness for war. The layout has not been affected by later infilling, as at RAF Upper Heyford for example, nor have the structures been altered significantly. A number of the buildings and structures are the only remaining examples of their type in the country, whilst others are the best preserved examples. The functional spatial relationship within and between parts of the site can still be appreciated and understood. It is therefore not only individual buildings but the spaces between them and the relationship with the open flying field that constitute the special importance of the site.

RAF Bicester conservation area was designated in 2002 and includes the technical site, the domestic site and the flying field that are the subject of the document, but also covers the pre-war married airmen’s housing and the former officers’ mess that lie beyond the scope of this document. The site contains a Scheduled Ancient Monument which has 16 component area and 36 Grade II Listed Buildings.

3 SITE CONSTRAINTS

3.1 Conservation area and setting

RAF Bicester Conservation Area was designated in 2002 and extended slightly in 2008 following a Review and is indicated on Figure 1. The Conservation Area Appraisal can be viewed on the Council's website. The Conservation Area includes the whole of the flying field that now remains, the entire technical and domestic sites, including the former Officers' Mess, now Cherwood House, and the pre 1939 married Airmen's housing, and this is equivalent to all that currently remains of the Bomber Command Station as it was at the outset of the Second World War. Cherwood House and the housing are outside the scope of this document, so that this document does not cover the entire conservation area.

The Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on Local Planning Authorities to identify those parts of its area, the character and appearance of which it is desirable to preserve or enhance, and to designate those areas as conservation areas. The local planning authority then has a duty to have regard to the desirability of the preservation or enhancement of the conservation area in the determination of development proposals within the conservation area and its setting.

3.2 Protected buildings and structures and setting

On the flying field, a Scheduled Ancient Monument containing sixteen areas covers part of the bomb stores and the Mushroom Pill Boxes and Seagull Trenches in the south east of the flying field, together with a dozen defensive structures within and adjacent to the Technical site such as air raid shelters. On the Technical Site, twenty two buildings are Listed Grade II and twenty three are identified as making a positive contribution to the conservation area. Nineteen buildings on the Domestic Site are Listed Grade II and six others are identified as making a positive contribution to the character and appearance of the conservation area. These are identified on Figure x. A full list of buildings can be found at Appendix x.

Paragraphs 2.16 and 2.17 of PPG 15 advise that the setting of listed buildings should not be interpreted too narrowly. The fact that there has been virtually no later development or infilling, virtually no alteration to the structures and relatively little demolition means that, in addition to their individual value, their group value contributes to their special quality as do the vistas and views. The 2003 CGMS Study defines the level of preservation as a group of buildings as "quite remarkable". Allied to the group value, is the concept of the setting of individual buildings. Clearly the setting of large buildings, such as the hangars on the periphery of the technical site, extends across the flying field and would be a material consideration in any proposals for the site. Where other listed buildings are close together within the domestic and technical sites, their interrelated layout and grouping would also be a material consideration in any application affecting them or their setting, making the pattern of spaces and routes between them important as well as the buildings themselves.

Domestic site building numbers

- 14. Squash racquets court
- 16. Officers' mess and quarters
- 19. Ration store
- 20. Dining room and institute
- 22. Central heating Station
- 23. Type H Barrack Block

- 24. Intake Sub-station
- 25. Type H Barrack Block
- 28. Sergeant Pilot's Mess
- 29. Type E Barrack Block
- 31 Sergeants' Mess
- 32. Institute
- 33. Barrack Block
- 34. Fire Pool Hut
- 35. Type E Barrack Block
- 36. Type E Barrack Block
- 42. Type E Barrack Block
- 43. Annex to Station Sick Quarters
- 44. Mortuary
- 45. Ambulance Garage
- 46. Station Sick Quarters
- 47. Ration Store
- 48. Dining Room and Cookhouse
- 50. Decontamination Centre
- 204. Garages

The technical site Building numbers

- 79. Type A Aeroplane Shed
- 81. Reservoir
- 82. Power House
- 84. High Level Water Tank
- 86. Bore Hole Pump House
- 87. Fire Party House
- 88. Fire Party Hut
- 89. Guard and Fire Party House
- 90. Main Stores
- 92. Parachute Store
- 93. Power House
- 94. Petrol Tanker Shed
- 96. Lubricant Store
- 97. Inflammable Store
- 99. Main Workshops
- 100. Technical Latrine
- 101. Spotlight (Turret) Trainer
- 102. Engine Test House
- 103. Link Trainer
- 104. Meteorological section
- 105. Petrol Tanker Shed
- 106. Pyrotechnic Store
- 107. Technical Latrine

- 108. Type C Aircraft Shed
- 109. Watch Office with Tower
- 111. Fire Tender House
- 112. Fuel Tanker Shed
- 113. Type C Aircraft Shed
- 114. Technical Latrine~
- 116. Petrol Tanker Shed
- 118. Petrol Tanker Shed with Compressor
- 119. FFMT Shed
- 121. Fire tender and Hucks Starter Shelter
- 122. Small Arms Ammunition Store
- 123. Station Armoury and Lecture Rooms
- 126. Pyrotechnic Store
- 129. Protected Long Bay
- 130. Motor transport Shed
- 131. Motor transport Shed
- 133. Articulated Trailer Shed
- 134. Motor Transport Sheds
- 135. Special Repair Shed
- 136. Petrol Tanker Shed
- 137. Type A Aeroplane Shed
- 138. Coal Yard
- 139 & 304. Nissan Huts
- 140. Works Squadron Hut
- 142. Works Service Building
- 143. Gas Defence Centre
- 144. Works Services Building
- 146. Operations Block
- 147. Station Offices
- 203. Technical Latrine
- 305. Timber Hut

Defence Structures

- A Air-Raid Shelter
- B Air-Raid Shelter
- C Air-Raid Shelter
- D Air-Raid Shelter
- E Blast Shelter
- F Air-Raid Shelter
- G Air-Raid Shelter
- H Defended Air-Raid Shelter
- I Defended Air-Raid Shelter
- J Pill Box



Fig 3 Location of scheduled ancient monuments, listed buildings and buildings making a positive contribution (amended to exclude area outside MOD ownership from the site)

- K Signals Square
- L Airfield Code Letters
- N. Mushroom Pillboxes and Seagull Trenches

Bomb Stores

- 210. Fusing Point Building
- 211. SAA Stores
- 212. 2 Pounder SAA Store
- 213. Component Store
- 214. Component Store
- 216. Bomb Store
- 218. Fused and Spare bomb Store
- 220. Pyrotechnic Store
- 221. Incendiary Store
- 222. Ammo Store Group XII
- 223. Incendiary Bomb Store
- 224. Bomb Store
- 225. Fusing Point Building
- 226. Fusing Point Building
- 229. Fusing Point Building

3.3 Heritage at Risk and Buildings at Risk Register

The scheduled monument, which includes the southern group of bomb stores, is included on the English Heritage's Heritage at Risk Register 2009 as in a generally unsatisfactory and declining condition with major localised problems. All the statutorily listed buildings within the Technical Site and on the Flying Field are identified as being 'at risk' in English Heritage's 'Biennial Conservation Report on the Government Historic Estate', with the exception of Building 113 (in use by the Windrushers Gliding Club). Twelve of these buildings are identified as Category A - 'Immediate risk of further, rapid deterioration or loss of fabric; no solution agreed'; the other six buildings are identified as Category C - 'slow decay; no solution agreed'. In November 2008 a letter from Will Holborow, Head of the Government Historic Estates Unit at English Heritage, described the technical site as "the most worrying heritage site on the whole government estate in terms of the number of neglected buildings and structures, the scale of the maintenance backlog and the lack of progress that has been made towards finding a new use for them". This assessment was repeated in a letter from EH's Chief Executive Simon Thurley, in April 2009.

3.4 Archaeology

The area has been identified as having significant archaeological potential as it lies astride the route of the Alchester – Towcester Roman Road. Roman inhumations have been recorded within the area of the technical site in the C19th (PRN 1611) and evidence for Roman settlement in the area was recorded immediately south west of the site during a watching brief carried out as part of a housing development (PRN 16217). A Roman Villa is recorded along the route of the Roman Road 1km North of the Airfield (PRN 1623) and a recent geophysical survey on Land between this Villa site and Caversfield has revealed linear features thought to relate to Roman field systems (PRN 17498). It is highly likely that further Roman deposits were originally present within the area of the Airfield.

As well as this at least seven ring ditches, thought to be Bronze Age barrows, are visible on early aerial photographs within the flying field and immediately to the south (PRN 5628). Two further

possible barrows have been recorded to the North of the flying field on a later photograph but it is possible that these relate to a Second World War defensive site such as a searchlight or gun emplacement (PRN 13910). An archaeological watching brief was carried out within the technical area of the site which did not record any archaeological deposits however any surviving deposits within this area may have been disturbed by the development of the airfield itself. Despite the modern disturbance it is possible that aspects of these features could survive within the area of the airfield, under the current flying field.

A watching brief was carried out during geo-physical trials in 2002, but did not reveal any finds or deposits of archaeological interest on the site. However, the watching brief was restricted to the technical site and did not therefore include the flying field or the Domestic site.

PPG 16 Archaeology and Planning, 1990, suggests the need to understand the impacts on archaeology prior to determination and makes a presumption in favour of the in situ preservation of nationally important remains, whether scheduled or not. It also indicates that archaeology should be a material consideration in the planning process, requiring archaeological recording in advance of redevelopment or removal.

Activities such as relaying hard standing and adding new service runs could have the potential to disturb archaeological deposits. Therefore, the County Archaeologist considers that any such undertakings on the site, particularly in the area of the flying field could require some form of archaeological investigation.

PPG 16 Archaeology and Planning, 1990, makes a presumption in favour of the in situ preservation of nationally important remains, whether scheduled or not. It also indicates that archaeology should be a material consideration in the planning process, requiring archaeological recording in advance of redevelopment or removal.

The County Archaeologist states that, if there is to be any below ground disturbance, some form of archaeological investigation, probably a watching brief, will be required.

3.5 Trees, vegetation and open space

The Flying Field is characterised by an expansive, open grassed area, fundamental to its operation, enclosed by an almost complete perimeter track and characteristically remote Bomb Store Area and this is one of the most fundamentally vital characteristics of the whole site. The flying field is bounded by hedgerows, reinforced, where there are gaps, by post and rail fencing, for example along the northern boundary.

The very strong Trident road pattern is reinforced on the outer routes by avenues of trees, originally planted to assist with camouflage. They are mature specimens today, their height approximately equivalent to the hangars, and make a very positive contribution to the character of the area, contrasting with the open character of the flying field. There are also self sown birch and sycamore trees. An arboricultural survey in 1999 identified that all the birch trees were over mature and declining rapidly. The majority of the horse chestnut trees were mature to over mature and crown reduction has been carried out on a number of old specimens along the main routes. Several trees are reported to have suffered root damage as a result of site works. It is imperative that the arboricultural study is updated to indicate canopy spread, condition, tree root protection zone and recommended remedial work.

On the domestic site, all the buildings sit within open grassed landscaped grounds, which are currently well maintained, and tree planting is a significant feature of the character, albeit less so than on the technical site. There is a dense hedgerow along the northern boundary with Skimmingdish Lane and east along the A4421. Along the southern boundary, however, there is no

enclosure and open views are available of recent residential development in Bicester. The wedge of farm land between the site and Bicester is critical in preserving the setting of the site and retaining its physical and visual separation from Bicester as well as being crucial for airfield operations towards the town.

3.6 Important views, visual relationships and zone of visual influence

Vistas across the flying field from various key vantage points were imperative in both in the operation and defence of the air station, for example the expansive vista from the Control Tower across the flying field and to the countryside beyond. The pill boxes were strategically placed in an arc around the technical site to provide a wide range of fire across the entire flying field to defend it against enemy landing. There are also views towards the bomb stores from the Control tower, set against scrub planting for camouflage. There is very little visual containment to the flying field, except for small areas of scrub woodland adjacent to the quarry to the north and around the bomb stores in the east. Crash barrier entrances from the A4421 remain open and provide views into the flying field and the entrance currently used from the A4421 provides an oblique vista cross the flying field. Other than this, the regenerating scrub woodland adjacent to Skimmingdish lane in the south effectively restricts views into the site and screens the built up area of Bicester from views from the technical site and flying field. Other than here the flying field has a strong relationship to areas of countryside beyond the site boundary, particularly to the north and east. This close relationship is strengthened by long and middle distance views to wooded and farmed hills (Graven Hill, Muswell Hill and Poundon Hill on the horizon). The virtually unaltered views from the technical area and

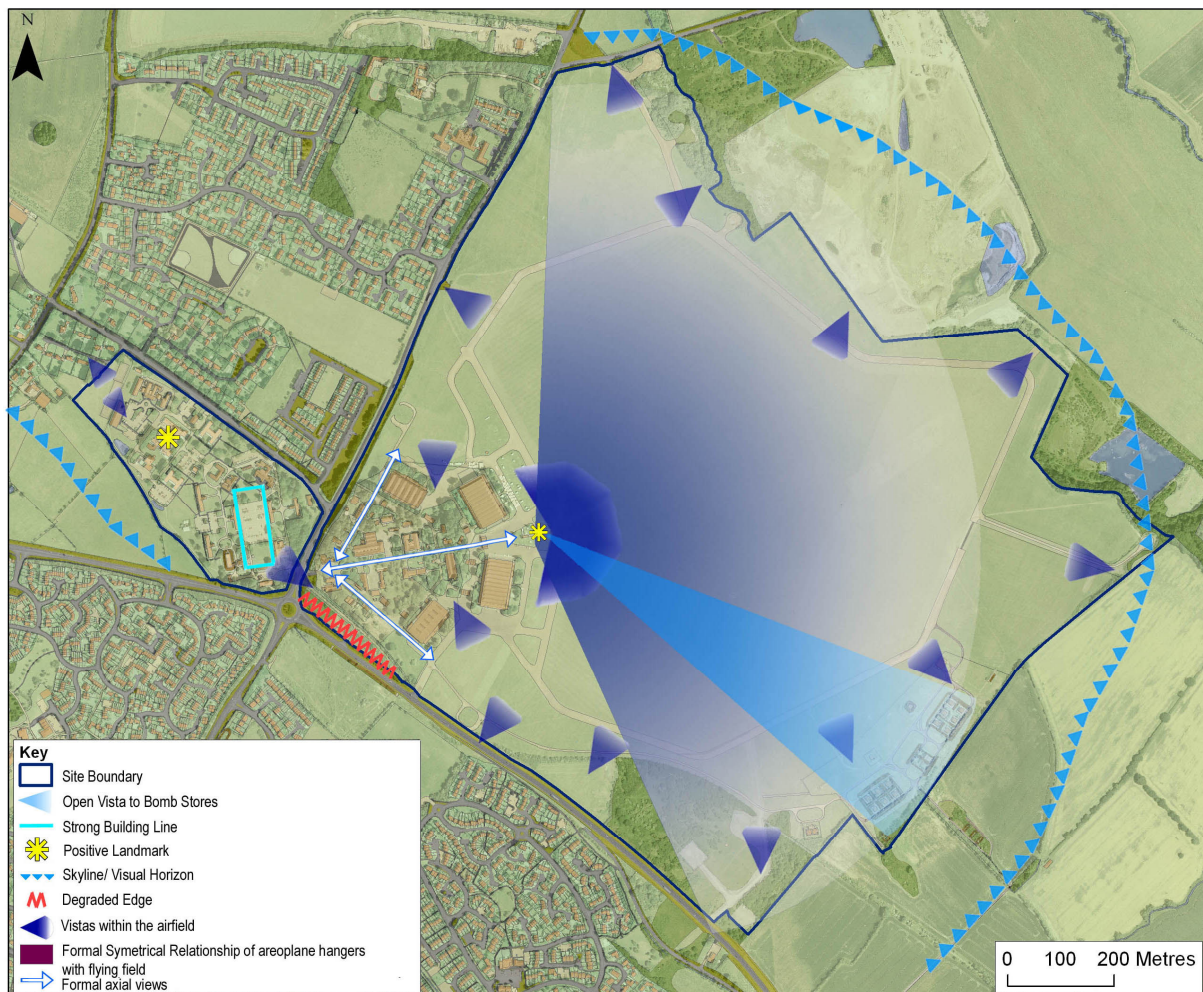


Fig 4 Important views

flying field are an intrinsic part of its appeal and contribute to the reasoning behind the conservation area and listings.

The technical site is characterised by key buildings associated with the site's operational war time status placed in a functional manner along the Trident layout of roadways. The pattern terminates with the symmetrical arc of four hangars and the centrally located Control Tower. The linear views along these avenues are an important feature of the site and the linear view from the entrance to the site is of particular note. Glimpsed views into the technical site are available to those travelling along the A4421 along the western and, less so, the southern boundaries.

The Domestic Site is characterised by an open plan campus style layout. The barrack blocks and other principal buildings are arranged around the parade ground in a formal and symmetrical arrangement. The parade ground is oriented almost due north south and, at 80 by 50 metres within a larger space 170metres by 60 metres framed by the buildings, is a significant feature within the site. This formality and near symmetry, together with the lack of any means of enclosure within the site, emphasises the very deliberate and planned layout.

The Zone of Visual Influence of the Technical site and flying field was examined in the 2003 CGMS / LDA study and revealed that middle distance views are restricted to filtered views, the most significant vantage point being Poundon Hill. Landform and vegetation restrict long distance views.

3.7 Ecology

To inform the land allocation policies in the preparation of the (now) Non-Statutory Cherwell Local Plan 2011, a Phase 1 Ecological Study of the Technical site was commissioned in 2002 from by Scott Wilson. This revealed the presence of protected species and recommended further work on bats (in respect of both buildings and trees), badgers and terrestrial invertebrates. As the site was not allocated for development, no stage 2 survey work was commissioned. Due to the age of this study an updated study will be required. Other than bats, the site is a potential habitat for other protected species such as barn owls ([one is currently known to inhabit the bomb stores](#)), badgers, and great crested newts. [BBOWT has asked to undertake a full ecological survey.](#)

The flying field, which is unimproved grassland, is a proposed Local Wildlife Site and therefore has the same status as a designated LWS. The TVERC has a programme of surveys of Local Wildlife Sites. There is potential to enhance the biodiversity of the flying field.

Stratton Audley Quarry, immediately to the north is a Site of Special Scientific Interest and a 2007 Phase 1 Habitat Survey revealed that most of the southern half of the site has high ecological value. The quarry also has Local Wildlife Site status, a designation that extends beyond the SSSI boundary. The quarry is being restored in association with a 1998 Oxfordshire County Council planning consent and has been the subject of land fill and currently has a recycling facility. The intention is to restore the quarry to a Country Park, but the future ownership of this facility remains unresolved.

3.8 Contamination

There are potentially contaminative sources on site and off site. The potential on site sources include (but are not limited to):

- Areas of on site quarrying or unlicensed waste disposal activities
- Bomb Storage activities
- Coal Transport Yard
- Electricity transformers / sub-station
- Engineering workshop / activities
- Fuel storage - Above ground and underground fuel storage tanks

Fuel transport – Above ground and underground piping
Historical Railway lines
Paint shops
Transport of materials
Vehicle washing activities

The potential off site contaminative sources include (but are not limited to):

Land filling activities
Quarrying activities
Historical sewage works
Adjacent historical military activities

The potential contaminants that may be associated with the above contaminative sources is extensive and includes (but is not limited to):

- Asbestos bearing materials
- Ash
- Cresols
- Chlorinated and non-chlorinated solvents
- Detergent constituents
- Ferrous residues
- Fuel Oils
- Hazardous ground gases e.g. methane, carbon dioxide
- Heavy metals / metalloids
- Herbicides
- Lubricating Oils
- Petroleum hydrocarbons
- Polycyclic Aromatic Hydrocarbons
- Phenols
- PCB's
- Sulphate
- Unexploded ordnance

These lists are indicative of what potential on-site and off-site contaminative sources may be present on the site due to current and historical activities. It does not take into account potential receptors or pathways. To determine the potential risk to the site currently, or associated with a proposed use, further investigatory and risk assessment works are required.

3.9 Vehicular access

The footways, roads, landscaping areas etc within the site are privately maintained; therefore any future development will be expected to carry on this arrangement; although a Private Road Agreement may be required between a developer and the Local Highway Authority. If the roads etc were to be offered for adoption a significant and costly amount of work would be required to bring this infrastructure up to an acceptable standard.

Oxfordshire County Council will be seeking sustainable drainage solutions where these can be achieved. However, it is acknowledged that the built up and campus nature of the site may make this difficult to achieve.

It is not considered appropriate to introduce any additional or alternative vehicular access points into either the technical or domestic site, as this would disturb the historic integrity of the layout, which so clearly defines the former function of the site. Dependent upon the future uses, however, it may be appropriate to re-use existing gated access points or open up new ones to ensure ease of

pedestrian and cyclists' access only, subject to safe crossing points over the existing highway network being provided

The current use of the flying field is accessed directly from the re-aligned Skimmingdish Lane south of the most southerly A type hangar. Historically, however, the entrance to the flying field was through the Technical site, from the main gate at the junction of the A4421 and the, then, alignment of Skimmingdish Lane. The Domestic site was accessed via a complementary entrance on the opposite side of the A4421 and also from the north from Skimmingdish Lane.

The road layout and hard surfaced areas of both the technical site and the domestic site are a key component of the historic character of the conservation area. A car parking management plan will be required to demonstrate that the number of car parking spaces required by standards current at the time can be accommodated on the existing amount of hard standing. In the event of a shortfall of space for parking the Council will expect the Travel Plan and the Management Plan to address the issue.

The proposals should comply with the relevant transport policies in the South East Plan.

The highway Authority has examined the potential for re-use of the existing vehicular access points and provides the following advice:

3.9.1 Access to the flying field

The existing (main) access to the flying field from Skimmingdish Lane (A4421) which is currently used by the Gliding Club will meet the required visibility standards of 4.5m x 160m (50mph speed limit) once all the vegetation within these vision splay has been cut back/down (and maintained). Currently vision to the left is obstructed. Assuming the number of vehicles using this access remains similar no alterations may be required. However, a right turn lane will be desirable if the traffic movements increase to over 500 movements per 12 hour period, which is the current threshold. Access for major events, such as air shows, would need to be from this entrance and would be subject to a routeing agreement.

There is a footway/cycle link on the opposite side of the Gliding Club entrance along Skimmingdish Lane and a similar footway will be required from the roundabout along the north side of A 4421 as far as the entrance to the flying field.

3.9.2 Access to the technical site

The existing (gated) access serving the technical site is located just off the roundabout of the A4421/A4095 & Skimmingdish and is unsuitable for any significant increase in traffic movements, due to the visibility available, speed of traffic, access geometry etc; therefore it is likely a restriction on the traffic movements generated using this junction will be required/imposed, ideally being retained for pedestrian and emergency use only. However, if significant improvements are provided i.e. reduction in speed limit, increase in visibility, measures to deter rear shunts for turning vehicles such as a right turn lane, adequate protection within de-acceleration to deter HGV parking, pedestrian & cyclist links (with controlled crossing points) etc such restrictions may not be required. Please note any proposals will require a safety audit to be carried out by an independent party.

Access to the north of the site from the Bicester Road (towards Stratton Audley village), will not be supported by the Local Highway Authority because the Bicester Road/A4421 junction has its poor visibility and geometry.

3.9.3 Access to the domestic site

The historic access was off the A4421 directly opposite the access to the technical site but this is not currently in use. Its re-use raises a safety concern due to the busy and fast nature of this road and the closeness of the A4421/A4095 roundabout i.e. risk of rear shunts due to turning vehicles; therefore a restriction on its use or the number of vehicles using this access may be appropriate. Ideally for highway safety reasons the use of this should be restricted to pedestrians and cyclists.

The majority of the existing accesses serving the site appear acceptable off Skimmingdish Lane, but may require visibility improvements. Use of the existing, disused and proposed but not implemented access points from Skimmingdish Lane will be acceptable in highway terms subject to keeping the sight lines clear of vegetation.

However, the junction of Skimmingdish Lane and the A4421 does not appear to be to standard in terms of visibility; in addition joining the A4421 can be delayed due to the number of vehicles travelling past, which is something that will require further thought. If the speed limit along Buckingham Road were to be reduced to 30mph the visibility splay would be reduced to 4.5m x 90m, which should be achievable. Oxfordshire County Council will investigate such an extension, but developer contributions would be required towards the costs of amending the traffic order.

3.9.4 Pedestrian, cycle and public transport linkages

The location of this site is away from the majority of Bicester and is in need of significant improvements in terms pedestrian and cycle links and public transport to reach the closest local infrastructure and services. Another area of concern is the how pedestrians etc will cross the A4095 and the A4421 (to reach Technical site) and the type of measures required i.e. controlled crossing, reduction of speed limit etc. To address these concerns the Highway Authority will be seeking

- a bus stop on the east side of A4421 Buckingham Road within the existing deceleration lane (this is considered not to pose an obstruction to traffic due to infrequency of obstruction and deceleration of traffic)
- a pedestrian crossing with a central refuge to enable pedestrians to cross both east west and north south to this point.
- a controlled pedestrian crossing, subject to a safety audit, but the preference would be that signalisation at this roundabout be avoided.
- There is a permissive path running within the southern boundary of the domestic site, which egresses close to the roundabout and runs to cross the A4095 near the roundabout.

Links within the site (and improved transport links) should also be taken into consideration as well the existing routes the community of Caversfield currently enjoy i.e. if a residential development is sought, it would be appropriate to have pedestrian/cycle links through site to the A4095.

Depending on the type of development that comes on in the future a Travel Plan will be appropriate to reduce the reliance on the private car and developer contributions will be sought towards improvements to public transport. It is unlikely the roads within the site would be offered for adoption so a private road agreement will be sought.

3.10 Services

Infrastructure is unadopted. Information is available from Defence Estates

3.11 Retained uses

3.11.1 Flying field

The flying field and Building 113, one of the Type C hangars, are in use by The Windrushers' Gliding Club under a lease from Defence Estates. The Council supports the retention of aviation activity on the site, as this, in accordance with PPG15, continues the original use and the particular character and appearance of the historic airfield. This is a civilian club, which currently enjoys a lease from the MOD. The Club welcomes local people to become social members and to use the airfield for dog walking, kite flying etc.

It is understood by the Council that the Club aspires to expand this recreational use to include adventure courses for local young people, golf putting greens etc if it is successful in securing a long term future at the site and freed of current restraints on the lease. At the same time, the club has aspirations to expand and develop. The club advises that the flying field is also the best drained in the UK such that it has never lost a day's flying by memory as far back as 1963, and that the flying field is the only remaining grass airfield capable of take-off in any direction. The gliding club is successful and its operations are fully booked at present and it has aspirations to develop to become a major national recreational gliding centre, hosting an aspirational Bicester Air Show, an annual national aviation event. The Council wants to ensure that aviation use can continue.

The current use involves stationing a number of caravans to accommodate members of the gliding club overnight. [The existing location of these caravans is not an acceptable use of the site](#) and alternative overnight accommodation will need to be found for club members, on or off site. Many of the buildings on the domestic site would be entirely appropriate for this use, having been designed as barrack blocks, but even some on the technical site would be capable of conversion to overnight accommodation. [Any external stationing of caravans would need to demonstrate that no harm was caused to the character or appearance of the conservation area or to scheduled ancient monuments or to the setting of listed buildings.](#)

3.11.2 Technical site

There are no existing uses within the technical site, other than the use of building 113 by Windrushers Gliding Club.

3.11.3 Domestic site

The domestic site has been occupied Defence Equipment and Support (DE&S), which has used the premises predominantly for offices and storage. DE&S are vacating the site. This mixed use is a sui generis use and, once the military use ceases, the site will require planning permission for alternative non-military uses. A [modular](#) building north east of building 33 is currently in use by the Air Training Corps. Retention of this use on site in an alternative building would be desirable. Ideally this would be one that could be independently accessed such as the ballistics firing range in the west of the site which is not part of the historic fabric.

3.12 Constraints associated with continued aviation use

The grass strip enables take off and landing in a range of directions. The flexibility offered by the grass flying strip also requires controls to minimise nuisance to neighbouring residential areas. The above figure illustrates the flying routes used by the existing club. Development in the vicinity of the airfield, but most particularly of the small safety strip to the west, would severely compromise the aviation use, rendering the site inoperable in its present form. The Windrushers Gliding Club claims that the restricted climb out paths make the site unsuitable for any form of powered flying training that requires a sequence of take off and landings.

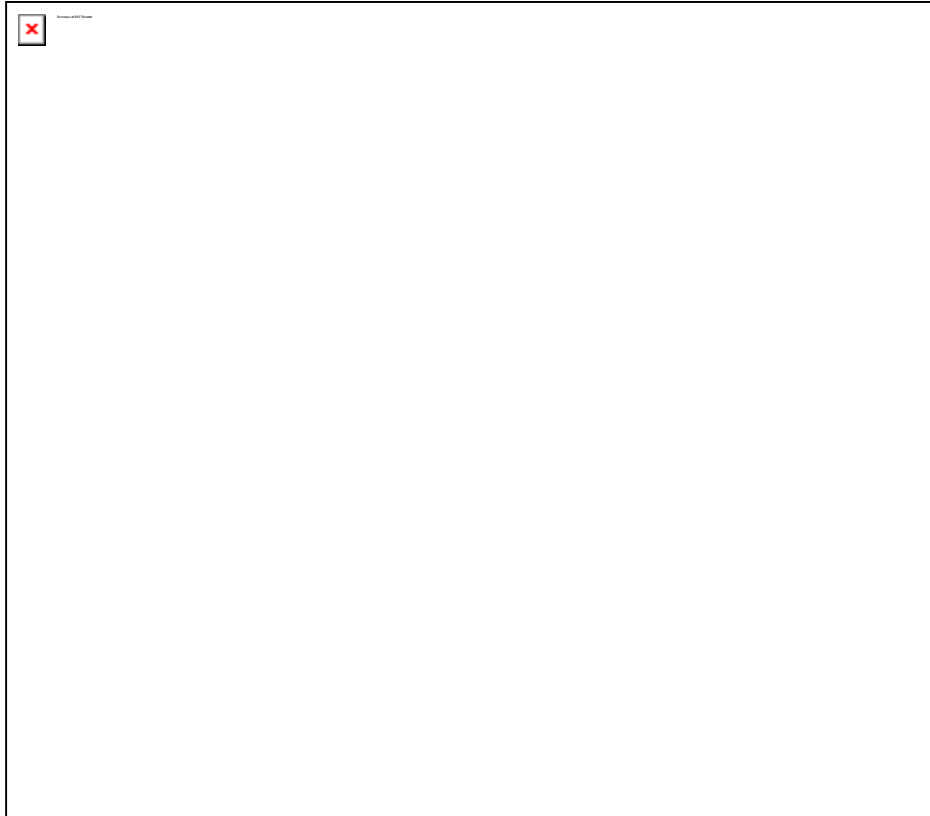


Fig 5: Landing and take off strips on the flying field (courtesy of Windrushers Gliding Club)

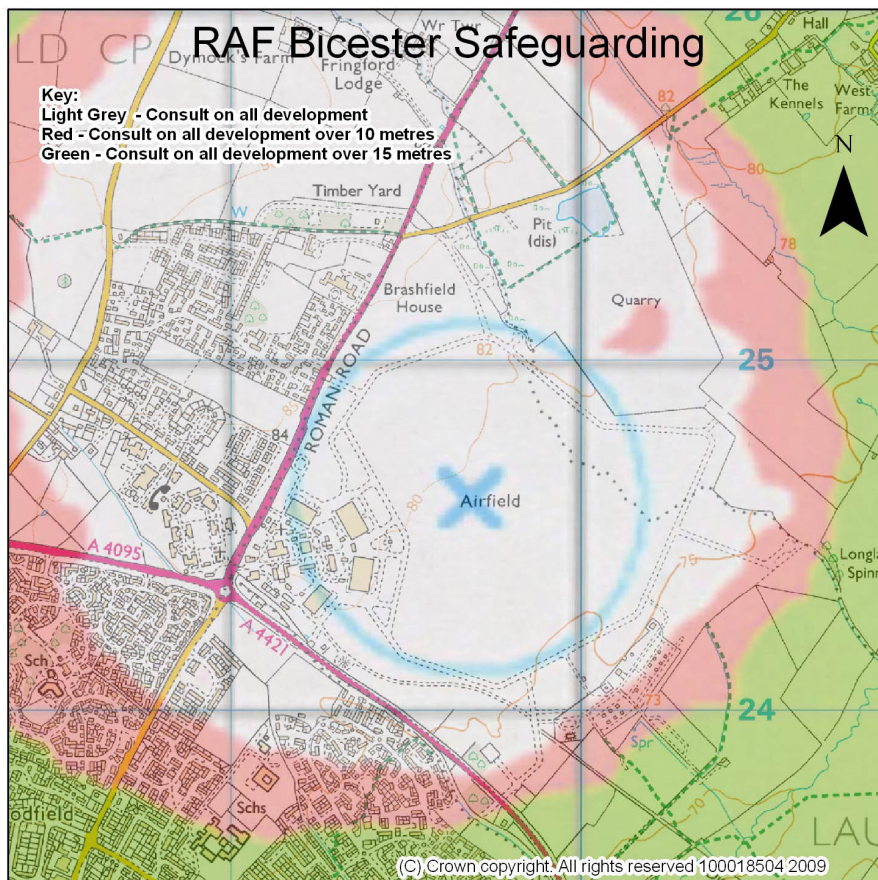


Fig 6: RAF Bicester safeguarding plan

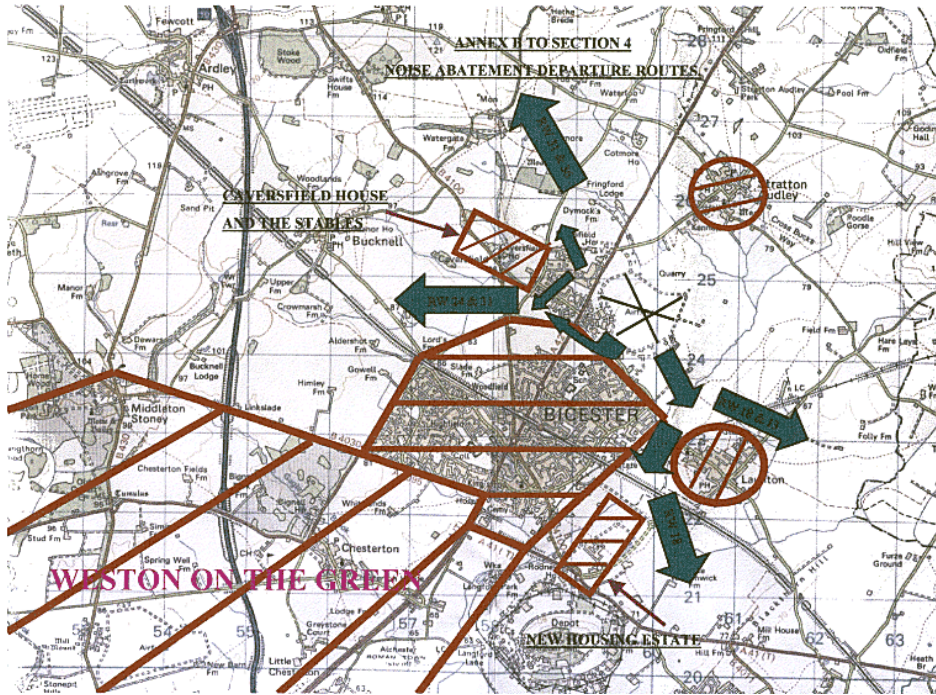


Fig 7: Noise abatement departure routes (courtesy of Windrushers Gliding Club)

4 SITE OPPORTUNITIES

Opportunities for preservation

There is a strong presumption that all the listed buildings and the buildings identified as making a positive contribution to the character or appearance of the conservation area will be preserved, renovated as required and put to an appropriate new use. The challenge is to find those new uses, particularly for some of the specialist technical buildings, which are compatible and which will not cause harm to the special character of both the buildings and the wider landscape of the conservation area.

4.1 Use of flying field

4.1.1 Continued aviation use

The CGMS 2003 report on the capacity of the technical site and flying field to accommodate development states “The current use of the flying field for gliding would seem to be entirely appropriate and, apart from the establishment of other aircraft related uses such as a helicopter base for business users, or a small civil airport comparable with Oxford airport, (both of which would have the disadvantage of being noisier), it is hard to envisage a more suitable use for the land.”



View across the flying field from the east towards the aircraft hangars

The Council's preference is strongly for the continued use of the flying field for aviation purposes. Whether this is restricted to the current occupiers and /or gliding use only is a matter for discussion. The impact of powered flights on the amenity of residential properties in the vicinity will be a consideration, albeit that occasional use (e.g. for air displays, historic re-enactment events etc) would be likely to be more acceptable than a commercial operation. The 2003 [CGMS](#) report suggests that the development of a dedicated training centre for gliding would be an option worth pursuing. The Windrushers Gliding Club has stated that it has aspirations to become some of the

UK's largest gliding centres and the "first major national gliding centre" that embraces other activities as well.

4.1.2 Access to the flying field

Access to the flying field [beyond the perimeter track](#) is currently enjoyed by the public, as members of the Windrushers Gliding Club, as required by the lease from Defence Estates, for dog walking, jogging, kite flying and general recreation. Low key recreational use, compatible with the character and appearance and continued aviation use, is supported

The Council considers that aviation use should not preclude controlled access for recreational use, [whilst acknowledging that unrestricted public access would not be acceptable on safety grounds](#). [Reconciling the aspirations for public access to the flying field as a major recreational resource for Bicester and ensuring public safety with the continued aviation use is a significant issue to be grappled with](#). It is the role of the Brief to flag up the expectation that the public will be able to have continued access to parts of the flying field, albeit in a controlled manner as at present. Exactly how this is to be achieved will depend upon the future use and future ownership and the details can be negotiated once these are known.

Continued public access to the flying field is a pre-requisite of any future use, albeit, if aviation continues, this may need to be restricted for reasons of public safety in some areas on some occasions. [Measures will need to be put in place to ensure that members of the public do not trespass from one part of the site to another in an unauthorised or dangerous manner](#).

The bomb stores and any other risk to health and safety will need to be made safe prior to public access being allowed. Visitor interpretation of the significance of particular vantage points will be required.

A heritage centre / museum of military aviation was promoted as an appropriate use in the 2003 report, utilising both buildings in the technical site and the flying field. A combined nature / memorial trail for visitors and the local community, that involved the boundary areas and principal external features such as the bomb stores, air raid shelters, mushroom pill boxes and seagull trenches was suggested. Such a trail would not be dependent upon a museum being established, but will be required as part of continued public access, and this could also be compatible with continued aviation use.

4.1.3 Non-aviation uses of the flying field

Should aviation not continue, alternative uses of the flying field must ensure the retention of the open grass flying field across its existing extent. New uses should not result in the erection of any structures, either temporary or permanent, on the open flying field,

Other temporary uses considered appropriate in the 2003 study include temporary festival use and outdoor concerts. Occasional markets and shows could also be acceptable provided that this did not involve the erection of any permanent structures on the flying field or temporary structures that caused harm.

The use of the flying field for sports pitches is a possible alternative use. However, recently proposed provision at SW Bicester will provide for latent demand and pitches could cause harm to the conservation area. The 2003 report considers flood lighting to be inappropriate and that even the clutter associated with goal posts might be considered intrusive. This would limit the viability and attractiveness of the site for potential users.

The 2003 report states that semi-permanent uses, such as external storage, which would be visually intrusive, would not be acceptable. Since the report was written the Secretary of State has confirmed that car storage on the runway at RAF Upper Heyford causes harm to the setting of the Scheduled Ancient Monument and the open character of the flying field. The Council will not countenance any outdoor storage at RAF Bicester, temporary or permanent due to the adverse impact on the character and appearance of the conservation area.

The future maintenance and management of the flying field will need to be detailed in a management plan that will be agreed with the Council and attached to the grant of any planning consent by way of legal agreement.

4.2 Use of buildings and structures on the technical site

Paragraph 3.10 of PPG 15 states that the best use of buildings within a conservation area is their original use. The retention of aviation use would require the continued use of some buildings, particularly the hangars and Watch Tower for associated purposes, and this would be very much welcomed. More specialist buildings could also be re-used if there was significant aviation use, including Building 102, the Engine Test House, and Building 103, the Link Trainer, designed for training pilots in instrument flying. If parachuting were to be introduced, Building 92, the parachute store, specifically designed to enable silk parachutes to be hung to dry, could be put to its intended use once more. It is accepted that not many of the buildings will be capable of re-use for their original purpose, however, and that new uses will need to be found.



Building 79 A type hangar

It is most important that a comprehensive approach to the management of the technical site is taken, which ensures a consistent maintenance regime across the campus style layout and no subdivision of the landscape with means of enclosure.

The level of interest in the site from local people is significant. There is further interest from war veterans and their families. The ability of the site to bring alive the history of early 20th century Europe for educational groups and general visitors should not be underestimated. Therefore the concept of a history of aviation museum in association with the active use of the flying field and

involving visitor interpretation would be warmly supported. This, together with continued gliding, is the Council's preferred option for the site. It is recognised that significant financial investment, for example from the Heritage Lottery Fund, would be required to enable such a project.

Some buildings, such as the A type and C type hangars, present an opportunity for cultural, sporting and community uses (events, theatre, galleries, music venues, indoor pitches, training, cycling, go-karting, roller skating, climbing walls, markets, fundraising, circus for example) and such uses would be supported proving that there were no other adverse impacts, such as vehicular traffic or damage to the buildings.

The 2003 study suggested that a number of buildings would lend themselves for conversion to employment use: for example the station offices (building 146), the guard house and fire party house (buildings 87 and 89) and the station armoury and lecture room (building 123); for workshops or workshop / office use with the insertion of mezzanine floors for example the two power houses and bore hole pump house (buildings 82, 86 and 93), the main workshop (building 99), the lubricant store (building 96) and the motor transport sheds (buildings 129, 130, 131 and 134). However, any physical works to the buildings would need to be carefully handled. Light manufacturing or bulk storage could be appropriate for hangars not required for aviation use.

The 2003 study considered that, other than the Guard House (building 89), the Operations Building (buildings 146 and 147), the Station Armoury (building 123) the relatively specialist buildings on the technical site would not lend themselves to conversion to residential conversion without unacceptable alteration.

The introduction of non aviation use could bring with it associated activity and requirements that could have an adverse impact on both individual buildings and on the character and appearance of the wider conservation area [and non-aviation uses will be considered on their merits](#). More detailed guidance on this is given in section 5. The introduction of a mix of uses will require careful management to ensure compatibility.

4.3 Use of buildings on the domestic site

The fact that these building have continued until recently in productive employment use for the military is positive. Many have been refitted for office or laboratory use. A detailed specification of this is available with the sale particulars. Central facilities, such as the Institute, with its catering and conference facilities, could continue in that role; the parade ground and other areas are suitable for continued use as car parking provided that this does not result in the ability to appreciate the original space; the open campus landscape provides a very attractive working environment and a business park environment would secure its continued open character and good management. These matters make employment a suitable future use.

The scale and appearance of many of the buildings would appear to be compatible with residential use, and the conversion into flats, particularly of the former barrack blocks (which have a central vertical movement core serving wings of suitable scale for conversion to apartments) could be relatively straight forward. In order to preserve the open campus landscape some restriction would be placed on the personalisation of the external environment, such as no demarcation of personal outdoor space, patios, planting beds, washing lines, sheds and other domestic clutter. However, historic apartments in a spacious managed landscape could also be an attractive living environment that would appeal to many. More specialist living accommodation could also be appropriate for the site, for example: A retirement community where the Officers' mess and Institutes could serve community / communal uses and the landscape could continue to be managed comprehensively; a nursing home with extra care facilities could utilise the site in a similar manner; as could an hotel or hostel.

Educational use might be appropriate, particularly involving accommodation, but the expectations of modern learning environments could require structural changes to buildings that would adversely affect their character and appearance.



4.4 Monumentalisation

RAF Bicester, however, is well located adjacent to a growing market town, astride frequent bus routes, and contains traditionally constructed buildings of domestic scale capable of making a significant contribution to the socio economic contribution to the town. There is no desire to see any monumentalisation, with the exception of the Scheduled Ancient Monuments of the bomb stores, the air raid shelters, the Pill Boxes and Seagull Trenches, all of which should be made safe and furnished with some visitor interpretation setting out their function and significance.

4.5 Opportunities for enhancement

The Planning (Listed Buildings and Conservation Areas) Act places a duty upon local planning authorities to set out proposals for the preservation and enhancement of a conservation area at a public meeting. This was undertaken at a well attended public meeting at the offices of Bicester Town Council on 2 July 2008. The Conservation Area Appraisal sets out a number of general ways in which the site could be enhanced, prepared prior to the decision to sell the Domestic site. This section makes additional references with respect to potential new uses.

4.6 Public access and visitor interpretation

Prior to the construction of the airfield there were several public rights of way across the area now covered by the flying field. One ran north easterly from Skimmingdish Lane to Stratton Audley, across what is now the former quarry. Others ran east west, meeting towards the north east of the flying field and these, including the track that runs along the western boundary of the former allotments, now terminate at cul de sac near the bomb stores. The Council is usually supportive of

the re-instatement of closed public rights of way in order to preserve historic landscape features and enable public access to the countryside. However, in this instance, it is considered that the landscape has been changed considerably by the imposition of the airfield, which, in effect, has become the new landscape. Therefore the Council is seeking public access across the area via the perimeter track and that the perimeter track be accessed from Skimmingdish Lane in the south, the A4421 in the west, connected with the terminated public rights of way in the east in the vicinity of the bomb stores and, in due course, the restored Stratton Audley Quarry in the north. There will therefore be no requirement to re-open the former public rights of way along their original routes.

Continued public access to the flying field itself, both for low key recreational use and heritage purposes is a pre-requisite of any future use, albeit, if aviation continues, this may need to be restricted for reasons of public safety in some areas and on some occasions. The bomb stores and any other risk to health and safety will need to be made safe prior to public access being allowed. Visitor interpretation of the significance of particular vantage points will be required. It is recommended that this should be in the form of plaques on site as this enables independent visits.

The use of the technical site and flying field for a heritage centre / museum of aviation history would enable public access to what has historically been a site closed to the public and this is the Council's preferred option. Access to all parts of the technical site and into key buildings and defended structures will be required.

Access to the domestic site should be made available as part of special heritage open days and special events and information on / interpretation of the domestic site should be part of any museum facility.

4.7 Links with Bicester

Although some local residents may have worked on the site, the majority of Bicester residents have, until now, been denied access to the site. There is a pride in the town of the airmen who were stationed in Bicester and the work they did in the Defence of Britain. There is therefore a high level of interest in the site from local people. Further, there is potential for the site to make a positive contribution to the recreational, social, economic and community aspects of life in the town.

Its physical separation from Bicester is a key characteristic of the former military site, being inward looking, self contained and enclosed by a security fence with restricted and controlled points of entry. It is not proposed that this should be changed as, to do so, would erode the established character. The two gated entrances either side of the A4421 should be re-opened for vehicular and pedestrian access as the prime entry points into the site. The existing vehicular access from Skimmingdish Lane to the domestic site can be retained and the existing access from the south into the flying field can be retained for independent access to the gliding club. Additional pedestrian routes linking the flying field with Bicester across Skimmingdish Lane will be required. Good access with the rest of the town will be required for pedestrians and cyclists and safe crossings of Skimmingdish lane will be required.

The security fence causes less visual intrusion in the wider landscape than that at RAF Upper Heyford, nor is it particularly intrusive or aggressive in its appearance. If its retention could assist with the operation of future uses of the site, and in particular enable controlled access to the flying field, its retention will be considered.

4.8 Building restoration

There are 19 buildings and structures on the airfield and technical site on English Heritage's list of Buildings At Risk.

Also at risk are the main bomb stores located in the SE corner of the flying field (now partly scheduled as an Ancient Monument). [A letter dated 19 February 2009 from English Heritage's Inspector of Ancient Monuments described the bomb stores as having some smaller gables with no base and that it was "possible to move one wall by hand" and that they presented "a danger to unauthorised persons", requiring perimeter fencing and advice regarding signage warning of dangerous structures.](#) These will need to be made safe prior to public access becoming available. In the case of the revetments this will require the earth support to be built up and the surface stabilised with the exclusion of rabbits to prevent future damage.

The Council has recently gained access to undertake a photographic survey of the buildings on the technical site. This has revealed a number of buildings in a poor state of maintenance, although, other than building 144, which has suffered fire damage, and building 147, which has significant water penetration, buildings are not generally structurally unsound. The main problems are caused by poor maintenance of simple cause: water ingress, due to rainwater drainage pipes not being maintained leading to blockage, water overflow and brick erosion; broken windows and slipped roof slates, all of which let in water and wildlife. They are relatively straightforward repairs to undertake. A schedule of works to bring the buildings into a wind and water tight condition is listed at [Appendix 1 to Part B of this document, Draft Managements Guidelines for the technical site](#). The Crown has immunity from prosecution and so the Council has not been able to serve the legal notices required to pursue repair of the buildings. This will not be the case with a potential purchaser. The Council expects to be able to agree a programme of repair and does not rule out use of the powers at its disposal of serving an Urgent Works Notice or Repairs Notice to ensure buildings are made wind and weather tight.

The buildings on the Domestic site have been the subject of renovation, in accordance with Management Guidelines prepared by English Heritage and the Council in 2000, which, with the exception of pointing of brickwork which is not historically accurate, has generally been undertaken with good intention. There are some replacement window casements, additions to the exterior of buildings and alterations to interiors that have affected their historic interest to some degree. Some buildings are beginning to show evidence of poor maintenance, but this does not appear to have resulted in structural damage to date.

[Part B 1 provides guidelines for the repair and management of the buildings and landscape on the domestic site and Part B2 provides guidelines for the repair and management of buildings and landscape on the technical site and flying field.](#)

4.9 Potential for demolition of unlisted buildings that do not make a positive contribution

There is a presumption in favour of retention of buildings within a conservation area and the Conservation Area Appraisal indicates that, apart from those buildings that are statutorily listed, most of the other minor buildings make a positive contribution to the character and appearance of the conservation area. This is generally due to their functional historic relationship and many are curtilage listed due to their proximity, ownership and function and / or are located within the setting of a listed building. Whilst several of these minor buildings, such as sheds on the technical site, are not buildings of beauty, there is a presumption in favour of their retention as set out in paragraph 4.27 of PPG115. Paragraphs 3.16 – 3.19 of PPG 15 provides tests against which applications for consent to demolish buildings in a conservation area should be assessed. This, in brief, includes the condition and the cost of repair relative to its importance, the adequacy of efforts to retain it and the merits of alternative proposals. It is likely that the use of the technical site for an aviation museum would see such buildings as making a positive contribution as part of the interpretation of the site, whereas the introduction of other uses, such as employment, but most particularly residential, could see these as eyesores, detracting from a somewhat gentrified aspirations for the site.

On the technical site there are few buildings where a case could be made for their demolition, one exception possibly being building 112, a fuel tanker shed, which terminates views up the central arm of the trident, obscuring views of the Watch Office with tower and open flying field beyond. It is possible that a case could be made that the appreciation of the relationship of the technical site to the flying field could be enhanced by the demolition of the building.

On the domestic site [the ballistics firing range](#) is of recent construction, and makes a neutral contribution to the special character of the area, albeit it is a specialist building and could be put to productive use. The building to the east of building 33 is also of later date and of [modular](#) construction, making no contribution to the historic character and therefore its removal would be of benefit.

4.10 Opportunities for new development

The 2003 CGMS / LDA study brief was to establish whether there was any capacity for development on the technical site or flying field, to inform the land allocation policies in the (now) Non-Statutory Cherwell Local Plan 2011.

4.10.1 Flying field

In respect of the flying field the study considered that its retention as an unobstructed area of green space was “essential to ensure its historic integrity” and concluded that “any loss of the extent of the flying field, or incursion into it by built development, would be wholly unacceptable and detrimental to its importance as an integral part of the conservation area”.

4.10.2 Technical site

In respect of the technical site, it examined whether there was any scope for total demolition and redevelopment, substantial redevelopment (retaining listed buildings only) or partial redevelopment involving selective demolition and new build. The study concluded that the number of listed buildings, the spatial arrangement of buildings and road layout and heavy tree cover restricted potential for new building to “the area between the line of the old Skimmingdish Lane and the present by pass”. However, [although it is believed to be in the ownership of the MOD](#), it is outside the conservation area, [outside the technical site boundary](#) and outside the area covered by this document.

4.10.3 Domestic site

The 2003 study did not examine the development potential of the domestic site [because at that time it was expected to remain in military use](#). Conservation Area designation does not, of course, prevent development and [officers have given consideration as to whether there are any locations where infill or redevelopment would be appropriate](#). The spatial relationship restricts possibilities but two locations were identified for consideration: to the south west of former barrack blocks 29 and 42 and on the footprint of the demolished barrack block 39, which lay between these two. In respect of the former, [officers](#) concluded that new building here would disrupt the historic visual relationship of the listed buildings and the conservation area with their setting, being the open countryside separating the site from Bicester. With respect to the latter, [officers](#) concluded that the effective “reconstruction” of building 39 would in effect need to be just that and this would be difficult to achieve as it is believed that the original building was a temporary structure. It would be important to ensure that the resultant building was not a pastiche copy of other buildings, which would undermine the coherence and quality of the historic buildings. Therefore [officers](#) concluded that there was no scope for new development on the domestic site.

4.11 Opportunities for enabling development

The CGMS study also examined whether there was a case for any “enabling” development.

4.11.1 Technical site

In brief, the report concluded that, as the buildings on the technical site were capable of conversion to beneficial new uses with the minimum of repair or alteration, the case for enabling development was premature. It concluded that

- new development, whether on the flying field, or involving demolition or infill development would be almost certain to cause some material harm to the architectural, historic or landscape interest of the site
- new development on the flying field or within the technical area would almost certainly result in the fragmentation of management
- whilst the long term future of one part might be secured by development elsewhere, this would cause significant harm to one part to benefit another
- the buildings on the technical site could be re-used with limited repair and alteration, and questions whether there is a problem that needs solving.
- Financial assistance may be available from other sources, (in association with the re-use of the site, for example heritage lottery fund)
- It could not be argued that enabling development was required to secure the future of the heritage asset, as the buildings are capable of repair and re-use.
- The long term costs and disbenefits of the enabling development would outweigh the retention of the asset.

Paragraph 2.1 of English Heritage’s guidance on Enabling Development applicable at the time of the study suggests that timely action by the owner to prevent or limit deterioration can avoid the need for financial subsidy through enabling development. Thus inadequate maintenance of protected buildings and structures over a prolonged period should not be used to justify enabling development.

There has been a deterioration in the condition of some of the buildings on the technical site in the six years since the CGMS / LDA study; English Heritage’s Head of Government’s Historic Estate noted in a letter dated 28 November 2008 that there did not appear to have been any maintenance of buildings on the site since his last visit in 2003.

Since the CGMS report, English Heritage has published new guidance, *Enabling Development and the Conservation of Significant Places*, (English Heritage 2008).

This document includes a Policy that defines Enabling Development as needing to meet ALL of the following criteria:

- It will not harm the heritage value of the place or its setting
- It avoids detrimental fragmentation of management
- It will secure the long term future of the place and, where applicable, its continued use for a sympathetic purpose
- It is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid
- sufficient subsidy is not available from any other source
- It is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the place and that its form minimises harm to other
- the public benefit of securing the future of the significant place through such enabling development decisively outweighs the disbenefits of breaching other public policies.

It is considered that, despite the deterioration in the condition of the buildings, circumstances have not changed to justify enabling development, due to the harm that would be caused by that development. The DCMS protocol (2003) for the disposal of historic buildings and structures also states that financial consideration should not be the over-riding criterion in determining the disposal of a site.

In its letter dated 21 August providing comments on the Draft Brief, English Heritage states that the 2008 guidance “would support the Council’s argument that the criteria for enabling development are not met in this case”.

4.11.2 Domestic site

On the domestic site, the number of listed buildings, their spatial arrangement, the character of the open campus landscape setting and the fact that the buildings are generally in a good state of repair and capable of a range of uses leads the Council to conclude that there is no case to be made for enabling development per se on the grounds of lack of need and of harm that would be caused. However, the Council does consider that the re-use of existing buildings on the domestic site could provide cross-subsidy for the repair of buildings on the technical site.

5. GUIDANCE ON SUBMITTING PLANNING APPLICATIONS

5.1 Comprehensive approach

Comprehensive proposals for the whole site will be sought. A planning application for the whole site will be required that sets out the vision and the overall master plan.

5.2 List of documentation required to be submitted with a planning application

5.2.1 It is essential that any planning application on the site is supported by the necessary information to enable the Council to determine the planning application. The Council is in the process of adopting a Local Validation checklist setting out the information required to support planning applications. It is recommended in the first instance that reference is made to the validation Checklist.

5.2.2 The unique nature of the RAF Bicester site is recognised and therefore there are some site specific requirements that should be considered. Of particular importance will be the need to demonstrate how the character and appearance of the conservation area will be preserved or enhanced, in particular addressing the issue of long term management. It is advised that early contact is made with the Development Control and Major Developments Section for further information regarding the information required to accompany the application.

5.2.3 Such proposals will need to be accompanied by Design and Access Statements, which should include

- A statement of historic significance
- Arborecultural Survey and report
- Ecological appraisal
- Assessment of contamination
- Transport Assessment
- Archaeological Assessment.

5.3 Preliminary guidance on need for Environmental Assessment

Guidance on Environmental Impact Assessment is provided in Circular 2/99. The Council will screen all major proposals for the need for Environmental Impact Assessment. Requests for screening opinions will be encouraged prior to the submission of any planning application. Where proposals fall within Schedule 2 and are likely to have significant environmental effects, Environmental Impact Assessment will be sought.

5.4 Contents of a Design and Access Statement for the site

5.4.1 The Council considers that Design and Access Statements accompanying planning applications and applications for listed building consent are important documents in explaining how development proposals have been designed to respond to the site. Design and Access Statements should be prepared in accordance with the advice in Circular 01/06. The Council encourages early discussion, prior to the submission of an application, with regard to development proposals and emerging content of a Design and Access Statement.

5.5 Works for which listed building consent or conservation area consent will be required.

The wording is not intended to be exhaustive but to provide a clear indication of the sort of works that need consent.

- Works on listed buildings, [other than minor repairs carried out in a like-for-like fashion](#), involving replacement of an original element e.g. replacement of window casements, demolition of walls, creation of new openings.
- Works affecting the character and/or appearance of the conservation area e.g. Removal of original signage
- Repainting of listed buildings in a new colour
- Demolition
- New development
- Extensions, including side extensions, roof extensions and porches
- Cladding or rendering of the outside of buildings
- [Internal works that would affect the special character of the building.](#)

5.6 List of documentation [that may be required to be submitted with a listed building consent or conservation area consent application.](#)

[The level of information supporting applications for listed building consent and conservation area consent will vary depending upon the nature and scale of the works. You are advised to discuss proposed applications and the level of information required to support them with the Council at the earliest opportunity. Set out below is an indication of the information that is likely to be required.](#)

- [Statement of significance](#)
- Structural surveys
- Design & access Statement [incorporating heritage impact statement](#)
- Detailed drawings for architectural details [as existing and proposed changes](#)
- Level 2 photographic and measurement survey
- Any repair/strengthening works to be supported by method statement and technical protocol

5.7 Contents of a Heritage Impact Assessment

The heritage impact assessment should demonstrate a clear understanding of the impact of the proposals on the significance of the site, as well as an understanding of the site's vulnerability. The assessment should demonstrate the impact of particular elements of the proposed scheme on the different aspects of significance.

Type of significance to be addressed:

- Archaeological
- Historical/ associational/ use
- Architectural
- Landscape
- Ecological
- Group
- Overview

The impact assessment should demonstrate that the applicant has sought to minimise the detrimental impact of proposals on that significance. The document should culminate in a clear statement of the unavoidable impact of the proposals, as required by PPG 15 and PPG 16, and a mitigation strategy. [Where a Design and Access Statement is also required the Council will expect the heritage impact statement to form part of the Design and Access Statement.](#)

5.8 Transport Assessment

Oxfordshire County Council will require a robust Transport Assessment to accompany a Planning application for development, which must consider the following:

- Detailed information of the level of traffic generated by the site's existing uses
- Site history
- Traffic generation for the proposed development(s);
- Assessment of existing public transport, pedestrian and cycle links
- Accident records (previous 5 years)
- Provisions of off-site infrastructure and financial contributions towards enhancing local services and towards the Bicester Integrated Transport Strategy.
- Travel Plan for site.

5.9 Planning Obligations

The Council has informal guidance on Planning Obligations, which is available on its web site. The Council is currently reviewing its approach and looking to produce SPD on planning obligations. Matters such as securing access to the site, the provision of a management plan etc will be attached to any permission by legal agreement. It is difficult to give detailed advice about the planning obligations that would be sought for this site in advance of an understanding about the land uses proposed. Appropriate planning obligations associated with any future redevelopments would need to be agreed prior to the granting of planning permissions. Prospective developers should be encouraged to talk to Cherwell District Council and the County Council prior to the submissions of planning proposals.

5.9.1 Transport financial contributions

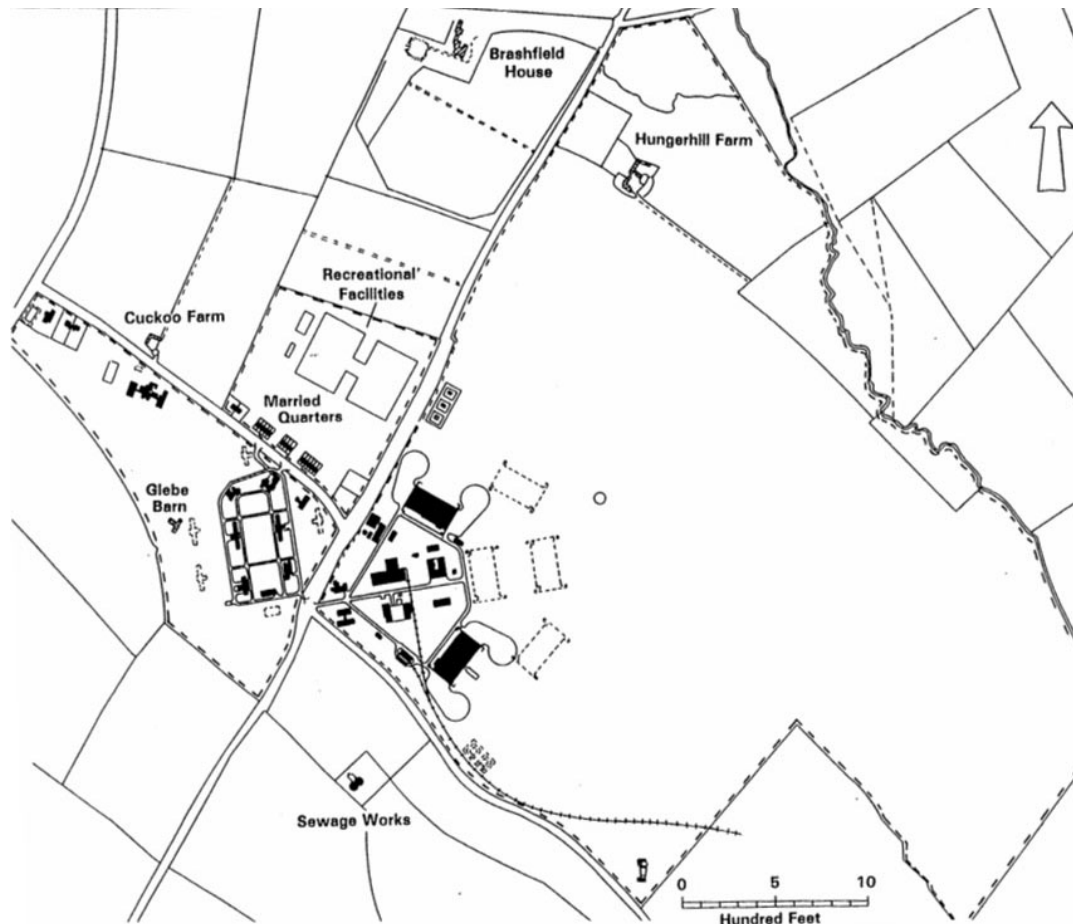
Oxfordshire County Council will seek Developer Contributions towards the Bicester Integrated Transport Strategy. The precise content of this will be dependent upon the proposed uses. At this time (August 2009) the figure is around £6,500 per additional average 2 way movement at peak times (varies per use) per residential unit or 100m² for other uses i.e. B1 use. Public transport subsidies will also be required to continue/enhance existing services, provide new services or divert existing services to serve the proposed sites. Public transport infrastructure will also be sought i.e. Real Time Information, bus shelters, flags etc.

5.9.2 County Council Services

The County Council advises that many services are at capacity and so can not cope with a population increase in Bicester. Residential development including that created out of existing buildings would need to make contributions to service infrastructure so the existing population is not disadvantaged. Further work would need to be done to identify the full impacts of development, assess whether new and/ or improvements to the full range of County services and facilities would be required to accommodate the additional demands, with costs, phasing and funding sources identified to feed into the district's infrastructure delivery plan.

APPENDIX 1
A History of RAF Bicester

RAF Bicester opened on 1 October 1918 as the home of 44 Training Depot Station, preparing pilots for service with front line units in France. The aerodrome had a landing area of 1,150 yards by 1,000 yards, including 30 acres occupied by the station buildings. With only six weeks of the Great War remaining however, cut backs soon started and the station closed down in March 1920 and the complete camp was demolished soon after.

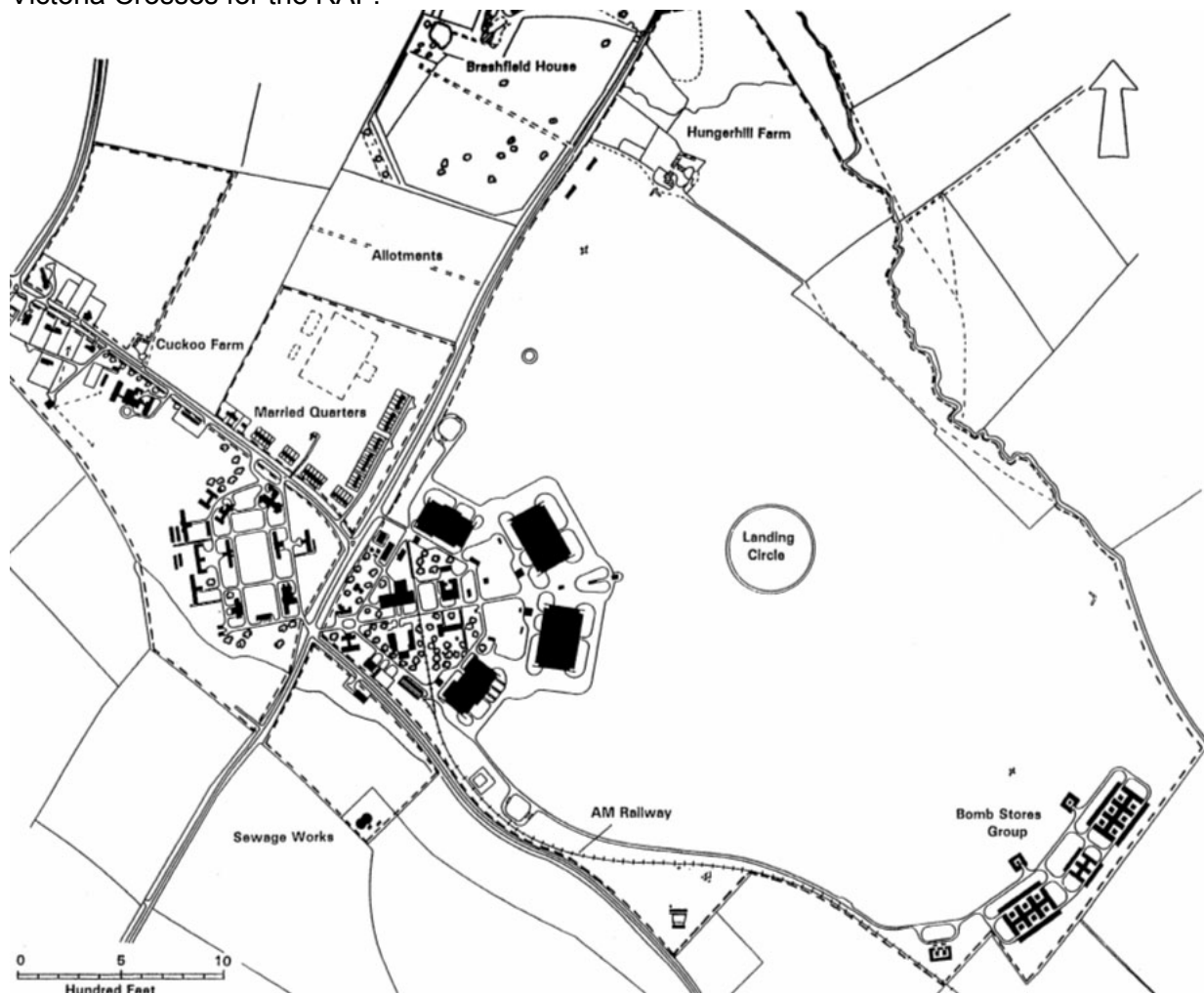


Proposed layout 1926

In 1924, identified as a station in the Air Defence of Great Britain, the expansion of the airfield was planned. Additional land was acquired to the north, enabling a maximum take-off run of 1,390 yards and land west of Buckingham Road was acquired for the construction of married quarters and recreational facilities. On the domestic site two storey barrack blocks, each with its own sanitation, were built and arranged in a grid pattern with the dining Room and Cookhouse, Institute, Station Sick Quarters and Sergeants' Mess. The layout of the technical site followed Trenchard's characteristics radial road pattern, with the Guardhouse and Station Offices constructed at the site entrance and three roads branching out, each with a different function. The central road gave access to buildings associated with aeroplanes and motor vehicles; the left branch connected buildings essential to the day to day running of the station; and the right branch served non-essential buildings used for maintenance and running of the station. A range of single and two storey permanent brick buildings were erected, including some that had not been seen before such as the Operations Block, the Parachute Store and Watch Office. A railway linked the coal yard and main stores and, later, the bomb stores.

In 1934, following the collapse of the Geneva disarmament talks, the RAF expansion Scheme got underway, starting with the erection of further Barrack Blocks and Airmen's Married Quarters, together with Petrol Tanker Sheds, an Ambulance Garage and other technical buildings were extended or altered. The second contract around 1936 involved the construction of 2 C type aircraft hangars, enabling the new 90 Squadron to be accommodated. A further contract in 1938 resulted in the erection of the Aviation Petrol Installations, a Fire tender Shelter, a Watch Office with Tower, Bomb Stores and connecting road and new hangar aprons.

In 1938 new contracts were placed for a major building programme to bring the station in line with the new Expansion Period RAF Stations, including further technical accommodation, Type H Barrack Blocks, a new Institute and Dining Room, the Decontamination Centre and a Central Heating Station. Brashfield House was requisitioned and additional Officers' Mess and single Officers Quarters were built on the site some distance from the rest of the domestic site, north up Buckingham Road. Construction work was still underway at the outbreak of hostilities in 1939. As both 90 and 101 Squadrons departed for their operational stations in 1939 their place was taken by 12 and 142 squadrons until their preparations for front line service were complete and they departed for France. The bombing regime was punishing and it was Bicester crews who were the first to win Victoria Crosses for the RAF.



Site Plan 1945

At the outbreak of the Second World War, the role of the station changed to training and this saw the construction of a larger number than average pillboxes and trenches for the close defence of the airfield. The flying field was considerably enlarged to the north and south with tracks and 41

panhandle standings to enable the dispersed parking of aircraft. So dispersed was this, in line with Trenchard's philosophy, the length of the perimeter track and dispersal tracks totalled nearly six miles. The Battle Instruction School was set up in 1940. An important structure, Battle Headquarters for the co-ordination of airfield defence during an invasion, was located between the north dispersal track and the north section of perimeter track. This was surrounded by a ring of five pill boxes. By now the buildings at Bicester had been camouflaged and blackouts were enforced.

From October 1940 an increasing emphasis was being placed on night flying. Bicester was unsuitable due to its compact layout, the large number of trees on the approaches and its vulnerability to bombing if lights were shown. Lacking concrete runways, Bicester was also subject to spells of unserviceability. Therefore a satellite landing ground was brought into use at Hinton-in-the-Hedges, although it quickly became unserviceable due to severe winter conditions. The landing ground at Brackley, later known as Croughton, was shared with 16 OTU from Upper Heyford. During 1942 practically all the crews trained at Bicester were going out to the Middle East.

The Operational Training Unit continued until October 1944, flying Mosquitoes on what by now had become a very small airfield by comparison with standards elsewhere and the size of the aircraft highlighted the limitations of the rough grass landing ground. Once better stations became available following the mass departure of tactical flying units to the Continent after D-Day this enabled 13 OTU to be transferred.

In the autumn of 1943, Bicester became a Forward Equipment Unit and the airfield was used to store vital equipment necessary for the invasion of north-west Europe. By the autumn of 1944 the unit had grown in size and was manned by over 1,000 personnel with equipment stored in ten canvas hangars. Most of the equipment was transported by road. On 1 January 1945 the unit was re-titled 246 Maintenance Unit (MU) and the station was effectively relegated to the status of a storage centre. The end of the war saw little reduction in the activities of the unit, although visiting aircraft now became fewer.

After 1945, the station continued to be used as a Maintenance Unit, together with the Parachute Packing and Servicing Flight and the headquarters of 40 Group, Maintenance Command, was also based at Bicester. 71 Maintenance Unit was formed here in 1953 with responsibility for crash investigation. A Bomb Disposal Flight was also transferred here. The Windrushers Gliding Club was formed in January 1956 and the RAF Gliding and Soaring Association was formed here on 1 November 1963. By the mid 1970s the strength of the RAF was much reduced and RAF Bicester was closed down on 31 March 1976.

After a short period under the control of the Army the station once again became RAF Bicester in November 1978. Authority had been given for the site to be made available to United States Air Force in Europe and some of the technical buildings were converted into offices and a medical storage facility. The domestic site was converted into a USAFE Military Hospital and this was eventually closed when RAF Upper Heyford closed in 1994, although some of the married servicemen's housing is still occupied by USAF personnel based at Croughton.

These uses, administration, storage and glider training, have ensured the preservation of the inter-war character of the site and the rare and consistent preservation of exterior detail and fittings. Post war residential development and quarrying has encroached onto the site, effectively removing the Second World War extensions to the flying field.

However, in all its years of operational service, RAF Bicester was not once used in armed combat.

APPENDIX 2
Relevant Development Plan Policies

South East Plan Policies, May 2009

SP1, C5, C6, CO1, CO2, CC8, CC9, BE1

Adopted Cherwell Local Plan Policies 1996

EMP4

Cherwell Non Statutory Local Plan Policies, 2004

EMP4, EMP6 and H1a



RAF Bicester
Planning Brief
PART B 1
CONSERVATION MANAGAGEMENT GUIDELINES
DOMESTIC SITE

- 1 Management of the landscape
- 2 Soft landscape management
- 3 Hard landscape management
- 4 Public access
- 5 Signage
- 6 Servicing and parking
- 7 Management of buildings and structures
- 8 Recording buildings and structures
- 9 Alterations and extensions
- 10 Roofs and roof coverings
- 11 Chimney stacks
- 12 Brickwork and pointing and cladding
- 13 Door and window openings
- 14 Colour schemes, paint colours, camouflage techniques
- 15 External rainwater goods
- 16 Internal features
- 17 provision of services, satellite dishes, meter boxes etc
- 18 Means of enclosure, outdoor storage, refuse
- 19 Part L and M of the Building Regulations
- 20 Potential for Article 4 Directions and restrictive covenants
- 21 Public art
- 22 Management body, composition, powers
- 23 Review period

1 Management of the landscape.

In order to ensure public safety and to inform the consideration of development proposals, the following surveys will be required prior the submission of applications for change of use, planning permission or listed building consent.

- A remediation strategy for permanently dealing with any contamination
- A strategy for dealing with other health and safety matters
- An arboricultural survey to record location, species, height, canopy, condition, recommendations for felling, topping and lopping, tree root protection zone and opportunities for new planting
- As a first stage, an updated Phase1 Ecological survey to plot each habitat type and recommendations for further details species study and opportunities for potential habitats; thereafter further focussed studies will be required

2 Soft landscape management

The open grass land [and vegetation](#) between buildings on the Domestic site has been well maintained whilst occupied by DE and S. A broad specification to ensure an appropriate level of maintenance will need to be agreed as part of a management plan, and consistency of management and maintenance across the site will be required. Subdivision of the open plan campus layout by fencing, hedging other planting or any other means will not be acceptable.

A selective programme of tree works should be agreed with the Council, under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 for trees with a girth greater than 75mm and any such programme can cover groups of trees for works over a period of up to 2 years. A programme of replacement tree planting will also be needed, species, planting densities, size etc to be agreed. The majority of the existing trees are birch, horse chestnut or field maple. The sycamores are thought to be self seeded. These locally indigenous species would be appropriate, however imported, evergreen or ornamental species would not be appropriate.

3 Hard landscape management

The vehicular and pedestrian areas on the Domestic site have been re-surfaced in tar macadam, displaying a functional business like appearance, which is not unacceptable. The introduction of new routes that would compete with or disguise the existing spatial pattern of routes should be avoided.

There is no expectation that the roads and footways will be offered for adoption by the highway authority. Indeed this could require unsympathetic works to be undertaken and atypical street lighting to be installed. Wall mounted lanterns may also be suitable. A Management Plan will need to set out maintenance regimes and ensure consistent management of hard surfaces across the site as differential maintenance can undermine the coherence of the whole.

4 Public access

Some access to the Domestic site will be sought, albeit, depending upon the type of use, this may need to be restricted to heritage open days etc.

5 Signage

External signage, which includes directional signage, street names and Air Ministry building numbers and any commercial signage, should be the subject of a signage strategy to be agreed by

the Council. This should be of consistent design throughout the site and should include a sign on each building indicating the former building number and former use. The location, size and colour of commercial signage will need to be controlled so as not to dominate the ordered military appearance.

6 Servicing and parking

On the Domestic site joint use of the parade ground and other communal hard surfaced areas should be used to accommodate parking. New parking areas associated with individual buildings should be avoided and formal setting out of car parking areas with white lining should also be avoided.

7 Management of buildings and structures:

English Heritage published Historic Military Aviation Sites: Conservation Management Guidance in 2003, which provides generic advice on best practice. English Heritage and the Council, in consultation with Defence Estates, published Conservation Management Guidelines for the Domestic site only in 2000, [reviewed in 2003](#). Whilst this document was written assuming that military use would continue, there is nevertheless some site specific guidance that remains relevant following disposal and has been embodied and elaborated upon in this document.

8 Recording buildings and structures, including internal features and wall art

Any grant of consent to alter listed buildings or demolish any buildings on the site is likely to have a condition attached requiring that a full measured and photographic record is made of the structure prior to change, including internal features and any wall art.

9 Alterations and extensions

Buildings on the Domestic site, being in good / fair condition, should be capable of re-use without requiring much alteration to their elevations. However, finding alternative uses for some of the more specialist buildings may be dependent upon some works which require alteration to the external appearance. Changes should be minimal and should respect the special qualities of the building. The pattern and detailing of fenestration should be respected and great care will need to be undertaken in changes to masonry

There is very little scope for extending the buildings on the site. Some small extensions may be acceptable if it can be demonstrated that this is required to secure the future of the building and its character can be maintained. The extension should be clearly subservient to the original and the original should be clearly discernable, for example by dropping the ridge line and marking the original external walls with a short return. However, many of the buildings were designed according to a strictly applied and simple geometry and may not be suitable for extension. Where extensions are proposed great care will be required in considering extensions to such buildings to ensure that this symmetry is not lost. Design components of the host building, such as the scale, location, proportion of window or door openings should be applied in any new work, as should details such as lintels, sills and eaves / corncicing.

Subdivision of large internal spaces may be acceptable to secure the future use of the building but should be undertaken in such a way that the original form, character and appearance of the building is clearly distinguishable.

All new works that affect the special character and appearance of a listed building, including internal changes, will need consent and to be accompanied by a Heritage Impact Assessment and explained and justified in a Design and Access Statement.

10 Roofs and roof coverings

The majority of the buildings were constructed with pitched, hipped roofs, swept to boxed eaves with deep soffits and were of Welsh slate with blue terracotta ridge tiles and tile kneelers. The original Welsh slates have been replaced in some instances with asbestos or other artificial slates. Where Welsh slate remains this must be retained. When it is proposed to reroof buildings which have been already reroofed in other materials, natural or artificial slates that vary in colour or texture from Welsh slate will not be acceptable. Blue terracotta ridge tiles should be used. The profile of the roof should not generally be altered. Listed building consent will be needed for any change of material on a roof. Planning consent will be required for any alteration that materially affects the external appearance.

The 1930s buildings such as Buildings 20, 23 and 25 have reinforced concrete flat roofs, and their very crisp profile is a characteristic feature. Any repair work should ensure the retention of this profile and lead work details, for example flashings at abutments, should be maintained and, where necessary, renewed in accordance with the recommendations of the Lead Sheet Association.

11 Chimney stacks

Chimney stacks should be retained where they form part of the original construction or contribute to the character of the roofscape. Listed building consent will be required for their demolition.

12 Brickwork and pointing

Buildings dating from the 1920s Expansion Period are generally of 9" solid brickwork of Flemish bond with lime mortar. Later buildings are of cavity brickwork in stretcher bond. The largely intact survival of the brick masonry of the Domestic site is unusual. One documented source of bricks of the 1930s buildings is Calvert in Buckinghamshire (London Brick Company) but this works no longer exists. There are subtle differences of colour in the bricks used, with reds, purples and brown bricks employed in varying proportions. The colour of the brickwork has been modified in many areas by the use of 1939 camouflage paint. The predominant colour of the affected areas is golden ochre, but there is evidence of green and black as well. Any replacement bricks should be carefully matched to the original colour, not the resultant camouflage colour, and sized and laid to match the original bond. Matching bricks with the weathered camouflage colour will require specialist advice. Some repair to the brickwork in the Domestic site has been undertaken without the requisite skill and this should not be repeated. Further repair should be undertaken only following approval of a sample area, as was done in 2000 on building 46, the Station Sick Quarters.

The original brickwork was generally bedded in a cream coloured hydraulic lime mortar, and pointed up with a dark coloured mortar composed of furnace ashes and hydraulic lime or cement, then generally finished off with a weather-struck joint. The original appearance of the pointing survives in sheltered areas; however, in most areas, the pointing has assumed a softer, grainier appearance as a result of natural weathering. Re-pointing using hard cement mortars can cause irreversible damage by trapping moisture in the wall, as well as damaging the appearance of the building. Specification for re-pointing should normally require the careful use of hand tools for raking out old mortar, the use of well-graded sharp sand and either feebly or moderately hydraulic lime mortar and should be restricted to those areas where the pointing is already substantially decayed. Selective areas of re-pointing undertaken in accordance with these guidelines will not normally need consent but the Council should be consulted in advance about work over more extensive areas.

13 Door and window openings

Door and window openings should retain their original size, proportions and detailing, including original cill and lintel details. Flashings to lintels and cills should retain the crispness of the original and be as unobtrusive as possible.

The 1920s buildings have 8 and 12 pane timber vertical sliding sashes, classically proportioned and spaced. These should be retained as far as possible. Replacement of individual components that have decayed or weathered, such as cills and parting beads, will often prolong the life of the window. Where there is concern about draughts, consideration should be given to draught stripping and where insulation is sought secondary glazing should be considered, provided that the principal framing elements are aligned with the existing framing elements, and will be subject to listed building consent. Where windows are incapable of repair they should be replaced with bespoke windows that match the original design and materials. Lintels are either brick soldier arches or flush, chamfered and stopped concrete. Cills are usually stooled.

The later 1930s buildings have metal framed casement windows. These Crittall windows are of particular importance in defining the Modern Movement inspired character of these buildings as they have a more horizontal emphasis and circular windows are also in evidence. The original Crittall windows should be retained wherever possible. Where these are beyond repair they should be replaced with windows matching the original in design and material. The replacement of single glazed windows with double glazed units will not be accepted if the dimensions of the framing sections have to be visibly increased.

Listed building consent will be required for the insertion of new windows even where they match the original.

14 Colour schemes, paint colours, camouflage techniques

Consistent use of paint colour throughout the site for external joinery and metal work can greatly contribute to the disciplined character appropriate to a military site. A report by Patrick Baty of Papers and Paints Ltd was undertaken for English Heritage in 2000 on the paint colours used historically, based upon a search of archival sources and an analysis of paint samples taken from a selection of buildings on the Domestic site. The report concluded that the following colours were employed:

- external woodwork to doors, timber fascias and eaves: Mid Brunswick Green (BS381C: 1931 – 26)
- windows: White (BS4800: 1972 – 00E55)
- render and concrete to door surrounds, string courses etc: Pale Cream (BS381C: 1931 – 52)
- external ironmongery, gutters and pipe work: matt black

The paints generally had a gloss finish, although camouflage paints had a matt finish. It is advised therefore that timber windows should be painted white or pale cream; metal windows should be painted white or pale cream. There is no expectation that the camouflage painting on masonry be restored, but where it remains it should continue undisturbed. Painting of external masonry should not be undertaken and listed building consent would in any case be required.

15 External rainwater goods

On the Domestic site many of the original cast iron rainwater gutters and down pipes, soil and vent pipes have been replaced using plastic materials and, where these are grey in colour, they detract from the historic character. On the listed buildings the replacement of these with cast iron pipe work and half round gutters is preferable. On other buildings metal (cast iron or aluminium) should be used. All rainwater goods should be painted black.

16 Internal features

A number of the buildings have internal features of note, including floor coverings, staircases, balustrades, that are worthy of special mention and retention. These include:

- Building 16 The Officer's Mess and Quarters (Grade II) was constructed in 1926 and is of a unique design pre-dating the later standard design built on most contemporary RAF stations. Layout is little altered.
- Building 31 The Sergeants' Mess (Grade II) was the first permanent RAF Sergeants' Mess Design. Layout is little altered.
- Building 46 Station Sick Quarters (Grade II) is thought to be one of the oldest surviving structures of its type; together with the Ambulance Shed (45), Annex (43), Decontamination Centre (50) and Mortuary (44), forms a functional and interesting building group. Those buildings in this group not listed in their own right are considered curtilage listed by virtue of their subsidiary function to Building 46. The layout of these buildings is little altered.
- Building 20 The Dining Room and Cookhouse (Grade II) was built in 1938. In the interests of economy, convenience and architectural design, the dining room and institute were combined into one building with supper rooms/function room with stage and kitchens on the ground floor and games, reading and writing rooms above. There were, for the first time, also large underground refuges and an escape tunnel. One interesting feature of this building is the influence of the Art Deco style in the circular fan lights in the first floor cloakroom and multi-rail staircase railings.
- Building 50 Decontamination Centre (Grade II) represents the most common design for a building of this type built during the RAF Expansion Period. Designed to deal with most types of gas developed during WWI, uninjured personnel would use the Decontamination Centre and injured personnel would use the Annex to the Station Sick Quarters. The floor plan comprises a series of rooms that demonstrate the procedure that airmen followed to decontaminate themselves following contact with tear gas, nose irritant gas, lung irritant gas or blister gas. What gives this building its special significance is its association with the Station Sick Quarters (46), Ambulance Shed (45) and Mortuary (44), all of which are rare buildings.
- Building 32 Airmen's Institute (Grade II) this is considered to be the best example of its type. Before the RAF Expansion Period it was the policy to have separate airmen's Institute and Dining Room buildings. In 1939, with the construction of a new combined Dining Room and Institute, this building became the WRAF Mess. Layout is little altered.

Care must be taken to preserve any original plasterwork and joinery and decorative features such as skirtings, architraves, picture rails, dados, and doors. Listed building consent will be required for any proposals which would affect the special interest of historic interiors.

Many buildings on the Domestic site have been converted to office use, entailing the remodelling of interiors, although substantial partitions have generally been left in situ. Depending upon the future use of these buildings, further changes may be required. Demolition of original partition walls and original staircases should be avoided. Listed building consent will be required for the removal or addition of any permanent features in listed buildings.

17 Provision of services, satellite dishes, meter boxes etc

Internal works, which affect the character or appearance of a listed building in connection with central heating, plumbing, sanitary installations, fire detection are likely to require listed building consent. The location of new services should be chosen to minimise the impact on the historic fabric. The cumulative impact of modern services on the appearance of historic buildings can cause harm. Satellite dishes should be located within roof spaces where possible and the preference will

be for ground mounted meter boxes or meter boxes located within communal entrance halls where this is not possible.

18 Means of enclosure, outdoor storage, refuse

The campus layout and open plan landscaped setting of the Domestic site is crucial to its established character and appearance. The continued comprehensive consistent management of the site is essential to ensure this character endures. Introduction of additional means of enclosure and the personalisation of outdoor space associated with dwellings will not be appropriate.

Outdoor storage and other clutter in relation to employment uses would quickly have a detrimental impact, as would the external storage of refuse bins for both employment and particularly for domestic uses. Some buildings, such as the barrack blocks, are double faced, effectively with two front elevations, and it will be difficult to identify an appropriate location for refuse and storage outside.

19 Part L and M of the Building Regulations

Whilst the buildings have been in the ownership of the [Ministry of Defence](#) they have been exempt from compliance with parts L and M of the Building Regulations. Once they are in the ownership of a private company or individual the requirement for compliance with the Building Regulations comes into effect when building works are undertaken. With respect to listed buildings, compliance is required where this would not adversely affect the special interest of the building.

With respect to thermal compliance with Part L, roof insulation could be accommodated within the roof space without causing harm for example, but replacement of traditional timber vertical sliding sash windows or metal Crittal windows with double glazed units would cause significant harm and therefore a exemption from the thermal regulation would be offered. Alternative methods of achieving thermal compliance using, for example, bespoke secondary glazing would be considered provided that this reflected the window style and caused no internal harm. With regard to the insulation of what are in the main 9" brick walls with poor thermal performance, it is normally expected that if more than 25% of the area of the thermal element is renovated e.g. re-plastered, then the whole of that element should be brought up to compliance (within the limits given in Approved Document L). Exemptions would be given where this would involve damage to internal features of special interest such as skirting, coving, window detailing etc. There is an existing [District Heating](#) plant on the domestic site that generates more energy than is utilised on site. Rather than selling the surplus back to the grid, there is the option to provide the technical site with energy as well. This would not only use an existing building fully for its intended purpose but would have the benefit of not requiring numerous condensing gas boiler flues to be fitted onto listed buildings.

With respect to compliance with Part M, this will be required, not on occupation for the same use but potentially where the use changes or where new works are proposed, for example a change to residential use or the insertion of new doorways or new WC facilities. Some buildings on the domestic site are already DDA compliant with level access, but additional works may be required through the new owner's role as employer or service provider. Access to upper floors by lift may be required and the type of mechanism chosen will need to ensure it can be entirely housed within the existing building envelope.

20 Potential for Article 4 Directions and restrictive covenants

The Council will aim to ensure comprehensive management of the campus style landscape and consistent maintenance of buildings. However, many aspects of this are not covered by normal planning controls, even those pertaining to listed buildings and conservation areas. The Council will

be seeking to secure agreement on a Comprehensive Conservation Management Plan for the Domestic site and this will be appended to any planning consent through legal agreement. The Council will also consider introducing Article 4 directions to remove specific permitted development rights where it is considered that such development would cause harm to the special character.

21 Public Art

The Council has a policy of facilitating public art as an integral part of major development and this is supported by Policy D5(v) of the Non Statutory Local Plan. This site is an excellent opportunity to introduce art into the public realm and to involve local people in the design of the new future of sites from which they had previously been excluded. Once a new owner is drawing up proposals, the preference is for a public artist or artists to be involved on the design team from an early stage.

22 Management body, composition, powers

A formally constituted body will be required to be set up to oversee the management of the site that cannot be covered by formal planning or listed building consent. This requirement will be attached to the granting of any consent by condition or legal agreement. The Council will seek a Conservation Management Board or Trust that will have as its objective to reflect the conservation objectives and ensure that these are implemented through the development of a successful balance of conservation, economic and social activity. Representatives on the body should include owner and users of the site, local councils, heritage, [ecology](#) and other interest groups.

23 Review period

An annual report should be submitted to English Heritage and the Council outlining the ways in which the conservation objectives have been met and also any conflict or underperformance that has been identified.



RAF Bicester
Planning Brief
PART B2

***DRAFT CONSERVATION MANAGEMENT GUIDELINES
FLYING FIELD AND TECHNICAL SITE***

- 1 Management of the landscape
- 2 Soft landscape management
- 3 Hard landscape management
- 4 Public access
- 5 Signage
- 6 Servicing and parking
- 7 Management of buildings and structures
- 8 Recording buildings and structures
- 9 Alterations and extensions
- 10 Roofs and roof coverings
- 11 Chimney stacks
- 12 Brickwork and pointing and cladding
- 13 Door and window openings
- 14 Colour schemes, paint colours, camouflage techniques
- 15 External rainwater goods
- 16 Internal features
- 17 provision of services, satellite dishes, meter boxes etc
- 18 Means of enclosure, outdoor storage, refuse
- 19 Part L and M of the Building Regulations
- 20 Potential for Article 4 Directions and restrictive covenants
- 21 Public art
- 22 Management body, composition, powers
- 23 Review period

Appendix 1

Structural Report on 17 Buildings at RAF Bicester technical site
Monson Engineering Ltd June 2009

Appendix 2

Structural Survey results: work required
Monson Engineering Ltd June 2009

1 Management of the landscape.

In order to ensure public safety and to inform the consideration of development proposals, the following surveys will be required prior the submission of applications for change of use, planning permission or listed building consent.

- A remediation strategy for permanently dealing with any contamination
- A strategy for dealing with other health and safety matters
- An arboricultural survey to record location, species, height, canopy, condition, recommendations for felling, topping and lopping, tree root protection zone and opportunities for new planting
- As a first stage, an updated Phase1 Ecological survey to plot each habitat type and recommendations for further details species study and opportunities for potential habitats; thereafter further focussed studies will be required

2 Soft landscape management

The open flying field is clearly a critical part of the whole site, being its *raison d'être* and it needs to be maintained open, free of structures and planting and permanent activity other than aviation. It is currently cut regularly by volunteers from the Windrushers Gliding Club and this will be a maintenance burden for as long as aviation continues. It is an area of unimproved grassland and opportunities to further enhance its biodiversity will exist. The site identification BC by the watch office and tower, enabling aircraft to identify the location from the air, is essential to ensure continued good maintenance.

It is believed that the planting of trees within the technical and domestic sites of airfields were an integral part of their design, their principal role being to break up the appearance of the site from the air so contributing to both dispersal and camouflage. However, early photographs of the technical site at RAF Bicester reveal that the avenues were lined with hedges and there were no trees present. Nevertheless, the many trees which scatter the site, particularly the avenues in the Trident area, make a significant contribution to the campus landscape and therefore the level of tree cover should be maintained. Many of the trees on the Technical site are known to be over mature. A selective programme of tree works should be agreed with the Council, under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 for trees with a girth greater than 75mm and any such programme can cover groups of trees for works over a period of up to 2 years. A programme of replacement tree planting will also be needed, species, planting densities, size etc to be agreed. The majority of the existing trees are birch, horse chestnut or field maple. The sycamores are thought to be self seeded. These locally indigenous species would be appropriate, however imported, evergreen or ornamental species would not be appropriate.

3 Hard landscape management

The perimeter track is partly constructed of cinder / clinker / ash and this should remain, as a sustainable, free draining, although not particularly hard-wearing material. The panhandle areas and taxi ways are of bitumen, which is in need of repair.

The roadways on the technical site are currently surfaced in bitumen, some kerbed with low profile concrete kerbs, and are in a poor state of repair. There are no separate footways. They are unlikely to be capable of being brought up to adoptable standards without substantial works, which would change the established character and could potentially cause harm to established vegetation. It is imperative that the trident pattern is retained and restored and, ideally, remains open to vehicular traffic. Separate footways should not be introduced where none exists at present. The

introduction of new routes that would compete with or disguise the existing spatial pattern of routes should be avoided.

There is no expectation that the roads and footways will be offered for adoption by the highway authority. Indeed this could require unsympathetic works to be undertaken and atypical street lighting to be installed. There is currently no street lighting. Wall mounted lanterns may also be suitable. A Management Plan will need to set out maintenance regimes and ensure consistent management of hard surfaces across the site as differential maintenance can undermine the coherence of the whole.

4 Public access

Unrestricted public access to the whole of the flying field could put lives at risk. It is accepted that this will need to be controlled. Public access to the whole site is expected, albeit controlled in various areas and at various times.

The Windrushers Gliding Club currently requires all those having access to be social members of the Club to ensure that they are aware of and signed up to the local airfield regulations. The public, [as social members of Windrushers Gliding Club](#), currently enjoy access to the site beyond the perimeter track of the flying field for dog walking and other recreational activities and [the continuation of a similar arrangement](#) is a pre-requisite of any future use [if aviation use continues](#). A similar or other model will need to be agreed between interested parties to ensure public safety.

Public access to the Technical site is sought as part of its future use and this might be through the use of the site for an aviation museum, for which payment would be sought with some free community use / access and other educational access, or as a mixed use site open to the public in the normal manner.

5 Signage

External signage, which includes directional signage, street names and Air Ministry building numbers and any commercial signage, should be the subject of a signage strategy to be agreed by the Council. This should be of consistent design throughout the site and should include a sign on each building indicating the former building number and former use. The location, size and colour of commercial signage will need to be controlled so as not to dominate the ordered military appearance.

6 Servicing and parking

On the flying field, parking associated with aviation use can be accommodated on the edge of the aircraft taxi ways and should not extend onto the flying field, other than to accommodate visitors to major events. The caravans that accommodate glider pilots will need to be removed from the site and alternative accommodation provided off site or within existing buildings on site converted for the purpose.

On the Technical site areas suitable for or operational and visitor parking associated with employment and commercial buildings should be located so as not to compromise the main vistas and views, but should avoid the need for the erection of screen walling, fencing or other means of enclosure. Parking for employees or visitors to a museum should be located near the entrance to the site so as not to compromise the atmosphere of the rest of the site. Use of large buildings for assembly purposes may need specific, temporary allocated parking areas on the fringe of the site.

7 Management of buildings and structures:

English Heritage published Historic Military Aviation Sites: Conservation Management Guidance in 2003, which provides generic advice on best practice. English Heritage and the Council, in consultation with Defence Estates, published Conservation Management Guidelines for the Domestic site only in 2000. Whilst this document was written assuming that military use would continue, there is nevertheless some site specific guidance that remains relevant following disposal and has been included and elaborated upon in this document.

8 Recording buildings and structures, including internal features and wall art

Any grant of consent to alter listed buildings or demolish any buildings on the site is likely to have a condition attached requiring that a full measured and photographic record is made of the structure prior to change, including internal features and any wall art.

9 Alterations and extensions

On the technical site, priority should be given to preservation and restoration. However, finding alternative uses for some of the more specialist buildings may be dependent upon some works which require alteration to the external appearance. Changes should be minimal and should respect the special qualities of the building. The pattern and detailing of fenestration should be respected and great care will need to be undertaken in changes to masonry

There is very little scope for extending the buildings on the site. Some small extensions may be acceptable if it can be demonstrated that this is required to secure the future of the building and its character can be maintained. The extension should be clearly subservient to the original and the original should be clearly discernable, for example by dropping the ridge line and marking the original external walls with a short return. However, many of the buildings were designed according to a strictly applied and simple geometry and may not be suitable for extension. Where extensions are proposed great care will be required in considering extensions to such buildings to ensure that this symmetry is not lost. Design components of the host building, such as the scale, location, proportion of window or door openings should be applied in any new work, as should details such as lintels, sills and eaves / corncicing.

Subdivision of large internal spaces may be acceptable to secure the future use of the building but should be undertaken in such a way that the original form, character and appearance of the building is clearly distinguishable.

All new works that affect the special character and appearance of a listed building, including internal changes, will need consent and to be accompanied by a Heritage Impact Assessment and explained and justified in a Design and Access Statement.

10 Roofs and roof coverings

The majority of the buildings were constructed with pitched, hipped roofs, swept to boxed eaves with deep soffits and were of Welsh slate with blue terracotta ridge tiles and tile kneelers. The original Welsh slates have been replaced in some instances with asbestos or other artificial slates. Where Welsh slate remains this must be retained. When it is proposed to reroof buildings which have been already reroofed in other materials, natural or artificial slates that vary in colour or texture from Welsh slate will not be acceptable. Blue terracotta ridge tiles should be used. The profile of the roof should not generally be altered. Listed building consent will be needed for any change of material on a roof. Planning consent will be required for any alteration that materially affects the external appearance.

Information needed on the management of the aircraft hangars.

11 Chimney stacks

Chimney stacks should be retained where they form part of the original construction or contribute to the character of the roofscape. Listed building consent will be required for their demolition.

12 Brickwork and pointing

Buildings dating from the 1920s Expansion Period are generally of 9" solid brickwork of Flemish bond with lime mortar. Later buildings are of cavity brickwork in stretcher bond. One documented source of bricks of the 1930s buildings is Calvert in Buckinghamshire (London Brick Company) but this works no longer exists. There are subtle differences of colour in the bricks used, with reds, purples and brown bricks employed in varying proportions. The colour of the brickwork has been modified in many areas by the use of 1939 camouflage paint. The predominant colour of the affected areas is golden ochre, but there is evidence of green and black as well. Any replacement bricks should be carefully matched to the original colour, not the resultant camouflage colour, and sized and laid to match the original bond. Matching bricks with the weathered camouflage colour will require specialist advice.

The original brickwork was generally bedded in a cream coloured hydraulic lime mortar, and pointed up with a dark coloured mortar composed of furnace ashes and hydraulic lime or cement, then generally finished off with a weather-struck joint. The original appearance of the pointing survives in sheltered areas; however, in most areas, the pointing has assumed a softer, grainier appearance as a result of natural weathering. Re-pointing using hard cement mortars can cause irreversible damage by trapping moisture in the wall, as well as damaging the appearance of the building. Specification for re-pointing should normally require the careful use of hand tools for raking out old mortar, the use of well-graded sharp sand and either feebly or moderately hydraulic lime mortar and should be restricted to those areas where the pointing is already substantially decayed. Selective areas of re-pointing undertaken in accordance with these guidelines will not normally need consent but the Council should be consulted in advance about work over more extensive areas.

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The 1920s buildings have 8 and 12 pane timber vertical sliding sashes, classically proportioned and spaced. These should be retained as far as possible. Replacement of individual components that have decayed or weathered, such as cills and parting beads, will often prolong the life of the window. Where there is concern about draughts, consideration should be given to draught stripping and where insulation is sought secondary glazing should be considered, provided that the principal framing elements are aligned with the existing framing elements, and will be subject to listed building consent. Where windows are incapable of repair they should be replaced with bespoke windows that match the original design and materials. Lintels are either brick soldier arches or flush, chamfered and stopped concrete. Cills are usually stooled.

Listed building consent will be required for the insertion of new windows even where they match the original.

14 Colour schemes, paint colours, camouflage techniques

Consistent use of paint colour throughout the site for external joinery and metal work can greatly contribute to the disciplined character appropriate to a military site. A report by Patrick Baty of

Papers and Paints Ltd was undertaken for English Heritage in 2000 on the paint colours used historically, based upon a search of archival sources and an analysis of paint samples taken from a selection of buildings on the Domestic site. The report concluded that the following colours were employed:

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- external ironmongery, gutters and pipe work: matt black

The paints generally had a gloss finish, although camouflage paints had a matt finish. It is advised therefore that timber windows should be painted white or pale cream; metal windows should be painted white or pale cream. There is no expectation that the camouflage painting on masonry be restored, but where it remains it should continue undisturbed. Painting of external masonry should not be undertaken and listed building consent would in any case be required.

Maintenance of the technical site will need to be informed by a similar study. Whilst it is believed that the original colour of the hangars was Brunswick Green this needs to be verified prior to agreeing a colour scheme. The colour of such large structures is crucial to the character of the site and the landscape impact.

15 External rainwater goods

On the technical site, the poor maintenance of, and in some cases lack of, rainwater goods has led to water ingress and damage. The Council will accept emergency repairs with UPVC as a short term measure to arrest further decline. Thereafter cast iron replacement will be required, painted black. On the listed buildings cast iron pipe work and half round gutters is preferable. On other buildings metal (cast iron or aluminium) should be used. All rainwater goods should be painted black.

16 Internal features

A number of the buildings have internal features of note, including floor coverings, staircases, balustrades and in the camera obscura in building 147 Station Offices, that are worthy of special mention and retention. These include:

- Building 147 Station Offices (Grade II) occupies a prominent position opposite the Guardhouse (89) at the entrance to the technical site. It is an excellent example of the first permanent RAF Station Offices. The floor plan is on classical lines, with central entrance lobby joining a hallway, stairs and central corridor with rooms on either side. The building used to house a camera obscura and contains an example of wall art dating from WWII. Along with many other structures on station, this building is important not only to RAF Bicester but to the history of the RAF in a national context.
- Building 99 Main workshops (Grade II) built midway between the two Type A Aeroplane Sheds, the main workshop building was part of the original RAF station. Airframes and engines were repaired in separate bays. A blacksmith's shop, a welder's bay, machine and fabric worker's shop were all accommodated within the building. The original layout is still evident from the footprint shadows of the original machinery.
- Building 92 Parachute store (Grade II) was a specially designed building which met the requirements for parachute drying, inspection, packing and storage. The building is the first purpose built design of its type and is an excellent example with all the main features still present.

Care must be taken to preserve any original plasterwork and joinery and decorative features such as skirtings, architraves, picture rails, dados, and doors. Listed building consent will be required for any proposals which would affect the special interest of historic interiors. Demolition of original partition walls and original staircases should be avoided. Listed building consent will be required for the removal or addition of any permanent features in listed buildings [that contribute to the special interest of a building](#).

17 Provision of services, satellite dishes, meter boxes etc

Internal works, which affect the character or appearance of a listed building in connection with central heating, plumbing, sanitary installations, fire detection are likely to require listed building consent [if they affect the special interest of the building](#). The location of new services should be chosen to minimise the impact on the historic fabric. The cumulative impact of modern services on the appearance of historic buildings can cause harm. Satellite dishes should be located within roof spaces where possible and the preference will be for ground mounted meter boxes or meter boxes located within communal entrance halls where this is not possible.

18 Means of enclosure, outdoor storage, refuse

The campus layout and open plan landscaped setting of both the Technical site is crucial to their established character and appearance. The continued comprehensive consistent management of the site is essential to ensure this character endures. Introduction of additional means of enclosure and the personalisation of outdoor space associated with dwellings will not be appropriate.

Outdoor storage and other clutter in relation to employment uses would quickly have a detrimental impact, as would the external storage of refuse bins for both employment and particularly for domestic uses. Some buildings are pavilion style, effectively with two front elevations, and it will be difficult to identify an appropriate location for refuse and storage outside.

19 Part L and M of the Building Regulations

Whilst the buildings have been in the ownership of Defence Estates they have been exempt from compliance with parts L and M of the Building Regulations. Once they are in the ownership of a private company or individual the requirement for compliance with the Building Regulations comes into effect when building works are undertaken. With respect to listed buildings compliance is required where this would not adversely affect the special interest of the building.

With respect to thermal compliance with Part L, roof insulation could be accommodated within the roof space without causing harm for example , but replacement of traditional timber vertical sliding sash windows or metal Crittal windows with double glazed units would cause significant harm and therefore a exemption from the thermal regulation would be offered. Alternative methods of achieving thermal compliance using, for example, bespoke secondary glazing would be considered provided that this reflected the window style and caused no internal harm. With regard to the insulation of what are in the main 9" brick walls with poor thermal performance, it is normally expected that if more than 25% of the area of the thermal element is renovated e.g. re-plastered, then the whole of that element should be brought up to compliance (within the limits given in Approved Document L). Exemptions would be given where this would involve damage to internal features of special interest such as skirting, coving, window detailing etc. There is an existing CHP plant on the Domestic site that generates more energy than is utilised on site. Rather than selling the surplus back to the grid, there is the option to provide the technical site with energy as well. This would not only use an existing building fully for its intended purpose but would have the benefit of not requiring numerous condensing gas boiler flues to be fitted onto listed buildings.

With respect to compliance with Part M, this will be required, not on occupation for the same use but potentially where the use changes or where new works are proposed, for example a change to residential use or the insertion of new doorways or new WC facilities. Some buildings on the Domestic site are already DDA compliant with level access, but additional works may be required through the new owner's role as employer or service provider. Access to upper floors by lift may be required and the type of mechanism chosen will need to ensure it can be entirely housed within the existing building envelope.

20 Potential for Article 4 Directions and restrictive covenants

The Council will aim to ensure comprehensive management of the campus style landscape and consistent maintenance of buildings. However, many aspects of this are not covered by normal planning controls, even those pertaining to listed buildings and conservation areas. The Council will be seeking to secure agreement on a Comprehensive Conservation Management Plan for the Technical site and this will be appended to any planning consent through legal agreement. The Council will also consider introducing Article 4 directions to remove specific permitted development rights where it is considered that such development would cause harm to the special character.

21 Public Art

The Council has a policy of facilitating public art as an integral part of major development and this is supported by Policy D5(v) of the Non Statutory Local Plan. This site is an excellent opportunity to introduce art into the public realm and to involve local people in the design of the new future of sites from which they had previously been excluded. Once a new owner is drawing up proposals, the preference is for a public artist or artists to be involved on the design team from an early stage.

22 Management body, composition, powers

A formally constituted body will be required to be set up to oversee the management of the site that cannot be covered by formal planning or listed building consent. This requirement will be attached to the granting of any consent by condition or legal agreement. The Council will seek a Conservation Management Board or Trust that will have as its objective to reflect the conservation objectives and ensure that these are implemented through the development of a successful balance of conservation, economic and social activity. Representatives on the body should include owner and users of the site, local councils, heritage, [ecology](#) and other interest groups.

23 Review period

An annual report should be submitted to English Heritage and the Council outlining the ways in which the conservation objectives have been met and also any conflicts or underperformance that has been identified.

PART B2
FLYING FIELD AND TECHNICAL SITE
APPENDIX 1

Structural report on 17 buildings at RAF Bicester Technical Site By Monson Engineering Ltd.
June 2009

The RAF Bicester Technical Site was visited on 5th June 2009. Only the buildings itemised below were viewed. External inspections were made from ground level only with little time for close examination. Most of the buildings were inspected internally but these also were made without the use of ladders and so internal roof spaces etc were not viewed.

The buildings inspected are listed below with comments on their condition as seen. The buildings are listed in the order in which they were viewed and the degree of access to each is noted. The condition of the finishes, windows and doors is not noted except where it indicates an underlying structural problem. In general the windows are boarded up making assessment of the condition of the lintels very difficult.

Building 147



The Station Offices Building 147 is a two storey structure that is connected via a single storey corridor to the Operations Block Building 146 at the rear. The building has a cellar below the south west part of the building accessed from the rear. It was not possible to access this area although it was possible to see that there was a moderate depth of water flooding the basement.

The station offices building appears to be in its original form with red brickwork solid external walls that are generally in good condition. The dpc appears to have been constructed with asphalt which has deteriorated and hardened with time and which has partly been extruded from the joint in many places. The effectiveness of the dpc may have been compromised in places. The brickwork is water stained in places where rainwater handling has failed, this is noticeable at the front at the edges of the porch where the flashing detailing is very poor and the hoppers etc have been overtopping etc. The parapet to the flat roof area at the centre of the front of the building is also badly stained, with plant growth appearing in the capping. The capping detail of brick on edge over a double course of tiles appears to be failing. The lintels and cills appear to be in reasonable condition. The lime mortar is badly eroded in many of the areas affected by damp and by water overflowing from ineffective rainwater goods. The mortar is also seriously damaged in the parapet area.

The majority of the building has a shallow pitched slate covered hipped roof forming a U-shape while the front central area has a flat concrete roof behind a parapet. The condition of the slate roof is poor with slipped slates forming holes in some places. It is likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. There are several roof lights / roof access points that have lost their coverings and are leaking / missing. It could be seen that the leaks in the roof have caused damage to some of the timber rafters and loft ceiling joists, particularly at the eaves. The ridge and hip capping appear to be intact but uneven suggesting that the bedding is failing, the condition of the valleys could not be

seen but is expected to be poor considering the leaks inside. The brick chimney is in reasonable condition although it was not possible to view the flashing. The guttering, down pipes and hoppers are in very poor condition.



The concrete flat roof area is in very poor condition. There is an opening in the roof with no covering. There is also a circular hole in the roof of the central front second floor room that is reported to have housed a camera obscura. The hole is effectively closed off. The underside of the concrete roof has several areas where the concrete is spalling revealing rusting reinforcement. The concrete was very damp with mould and staining indicating continuously damp conditions. It is assumed that the finish to the concrete roof, which was not viewed, would have been asphalt that has now become brittle, cracked and failed.

The inside of the front external wall on both storeys below the flat roof area was very damp with plant roots showing on the face this also affected the adjacent internal walls for part of their length. Otherwise the internal walls and internal faces of the external walls show little signs of damp, apart from areas affected by rain ingress through the roof openings and other damaged areas of roof. The ground and first floors appear to be solid concrete generally with a timber boarded finish in very poor condition. As far as could be seen the concrete floors were in reasonable condition. The stair is constructed in concrete with a very thin section, this appears to be in acceptable condition. No significant cracking was observed in the internal walls or the internal face of the external walls. Lintels and beams appear to be in satisfactory condition. Damage was observed to the lath and plaster top floor ceilings where the roof is leaking above. The decorative finish of the interior is extremely poor in every room.

There is a large porch built off the front of the building. The frame to the porch appears to be in reasonable condition but the covering is relatively modern and is in poor condition.

Building 146

The Operations Block Building 146 is a single storey structure that is connected via a single storey corridor to the Station Offices Building 147 at the front.



The Operations Block Building appears to be in its original form with red brickwork solid external walls that are generally in good condition. The dpc appears to have been constructed with asphalt which has deteriorated and hardened with time and which has partly been extruded from the joint in many places. The effectiveness of the dpc may have been compromised in places. The parapet to the flat roof area over the west room that is almost separated from the main block is damp and stained in places. The concrete capping detail to the small length of parapet round the flat roof appears to be generally sound. The lintels and cills appear to be in reasonable condition. The lime mortar is badly eroded in many of the areas affected by damp and by water overflowing from ineffective rainwater goods. The mortar is also seriously damaged in the parapet area.

The majority of the building has a shallow pitched slate covered hipped roof while the north west side has a flat roof and west end room probably has a flat roof behind a parapet. The condition of the slate roof is poor with slipped slates forming holes in some places although work has been done to patch some areas. It is likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. There are several vents and other penetrations of the roof with very poor flashing detailing which is causing local leaks. It could be seen that the leaks in the roof have caused damage to some of the timber rafters and ceiling joists, particularly at the eaves. The ridge and hip capping appear intact but uneven suggesting that the bedding is failing. Neither the roof over the west end room nor the flat roof to the north west rooms could be viewed. The roof to the link corridor with Building 147 appears satisfactory. The guttering, down pipes and hoppers are in very poor condition.



The internal walls and internal faces of the external walls show little signs of damp, apart from areas affected by rain ingress through damaged areas of roof. The ground floor appears to be solid concrete generally with a timber boarded finish in very poor condition. As far as could be seen the concrete floor is in reasonable condition. No significant cracking was observed in the internal walls or the internal face of the external walls. Lintels and beams appear to be in satisfactory condition. Damage was observed to the lath and plaster ceilings where the roof is leaking above.

Building 123

The Station Armoury and Lecture Rooms Building 123 is a two storey Tee-shaped structure with a single storey section to the east. The building has a cellar below the central north part of the building accessed from the front. It was not possible to access this area although it was possible to see that there was a shallow depth of water flooding the basement.



The Station Armoury and Lecture Rooms Building appears to be mainly in its original form with red brickwork solid external walls apart from a small section at the east end of the single storey section which has been added relatively recently. The walls of the two storey section are in good condition. The dpc appears to have been constructed with asphalt which has deteriorated and hardened with time and which has partly been extruded from the joint in many places. The walls of the single storey section are generally in good condition apart from where they are affected by the damp penetrating from the roof area to the masonry below the parapet where there is water staining and damage to the mortar. The parapet to the flat roof area over the east single storey section is constructed in engineering brick that appears to be in reasonable condition however there are areas where plants are growing out of the mortar coursing. The capping detail to the parapet walls is a special blue brick on edge and appears satisfactory. The lintels and cills appear to be in reasonable condition as viewed from the outside. However the lintels over the openings in the south face of the single storey section appear to be deteriorating when viewed from inside. Damp appears to be penetrating through the parapet and the wall below the parapet, this moisture is reaching the head of the lintels and appears to be causing damage with considerable rust staining around the area. The south facing wall of the single storey section is very damp throughout its height. The chimney in the two storey section appears to be in satisfactory condition. The walls forming the stairwell down to the basement is in poor condition with cracks and spalling detectable. The cellar stairwell retaining walls are very damp with moss and plant growth between the courses. The mortar is generally in reasonable condition except in the cellar stairwell where it is seriously damaged.

The two storey section of the building is T-shaped and has a shallow pitched slate covered hipped roof. The condition of the slate roof is moderate with slipped slates observed from the outside. It is

likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. There appear to be just a few leaks from the slate roof. The ridge capping is missing in places and the hip capping appears intact but uneven suggesting that the bedding is failing. The valleys appear sound. The flashing to the chimney appears to be in reasonable condition. It is likely that the some of the minor leaks in the roof may have caused damage to some of the timber rafters and ceiling joists. The guttering, down pipes and hoppers are in moderate condition.

The single storey east end of the building has an asphalt covered flat roof with parapets all round. The asphalt is old, cracked and has failed in numerous places. The most obvious failures are in the upstand of the asphalt on the inside of the parapet walls. In many areas these have cracked and fallen away from the parapet creating a scoop to direct water to the base of the parapet and the top of the concrete roof slab underneath the asphalt waterproofing. The flat roof covering was not inspected in detail so it is not possible to be sure if it has failed in every location, however it would appear likely that this is the case. The hoppers and down pipes are in moderate condition.



The internal walls and internal faces of the external walls show little signs of damp in the two storey part of the building. The ceilings and floors of this part of the building are generally in reasonable condition apart from one room that overlooks the flat roof where the finishes are generally mouldy. The stair is constructed in concrete with a very thin section, this appears to be in acceptable condition. In contrast the inside faces of the external walls in the single storey part of the building are generally damp and in poor condition. The ground floor appears to be solid concrete and in moderate condition. No significant cracking was observed in the internal walls or the internal face of the external walls. Lintels and beams appear to be in satisfactory condition in general but are in poor condition below the parapets on the south side as mentioned above, steel beams are built into the walls in this location and these are likely to be rusting. The finishes in the single storey section are generally painted only and in moderate or poor condition. Some of the windows in the single storey section below the parapet area have metal grilles fixed over the inside. These are corroding where they are built into the walls and beginning to cause damage to the walls.

Building 119

The Fire Fighting Mechanical Transport (FFMT) shed is a large single storey store building. The building is rectangular and originally had opening doors along the full length of both long sides.



The Fire Fighting Mechanical Transport (FFMT) shed appears to be in its original form with red brickwork solid external end walls. The lower part of the side walls are openings with three large doors down each side, the upper part of the walls is a masonry parapet wall which is supported by a large concrete beam and overhanging band that runs all round the building. The end walls are in reasonable condition apart from the staining due to the rainwater overflowing from the three hoppers and down pipes at each end. The masonry parapet wall above the concrete band is generally in poor condition and there are areas where plants are growing out of the mortar coursing. There does not appear to be a special capping detail to the parapet walls and the tops are seriously damaged by frost. The concrete band course and overhang are in poor condition throughout with spalling of the top surface and staining of the underside in all locations. The mortar is generally in reasonable condition below the concrete band and in poor condition above.

The building has two shallow pitch duo-pitch roofs with hipped ends and with a valley gutter between, the roofs are formed of slate. There is also a valley all round the roof behind the parapet wall. The roof was not visible from the outside. The inside of the roof is lined with timber boarding. Several holes were observed in the roof mainly near the central valley. The roof is supported by a light weight steel truss arrangement supported on a deep steel beam under the valley. The truss members appear to be in reasonable condition generally but there was damage near the leaking areas of roof. The valley beam is damaged in places by the leaking roof. The roof is divided into several bays with columns on the outside edges and valley. The columns are formed from steel channel sections facing each other infilled with concrete. There is corrosion at the base of several of the columns. The rainwater is lead via the valleys to hoppers and down pipes, these are in moderate condition but are ineffective in most cases as the leadwork does not lead the water into the hopper and most is running down the walls.



The main doors down each side used to open one at a time. The east doors have been fixed shut and the central door has been taken off its track so that all the doors are in line. The west doors are still in their original places but do not look as if they could move. The doors are formed with a steel frame and cladding with a line of glazing top and bottom. The condition of the doors is very poor and they will need major refurbishment. The bottom tracks are very damaged.

There are a couple of internal walls at the south end subdividing the space. The condition of the internal walls and internal faces of the external walls is moderate and were generally damp. The floor is solid concrete and in reasonable condition. No significant cracking was observed in the internal walls or the internal face of the external walls. Lintels to some of the windows in the south end elevation show spalled concrete and rusting reinforcement while the remainder were generally damp suggesting similar problems. The whole of the inside of the building has a painted finish that is in poor condition.

Building 103

The Link Trainer Building is a small single storey building. The building is mainly rectangular with a small entrance lobby. Entrance could not be made to this building nor could the roof be viewed.



The Link Trainer Building appears to be mainly in its original form with red brickwork solid external walls apart from the entrance area which has rendered masonry walls. The main part of the building has a concrete band at flat roof level with a brick parapet wall above. The lower parts of the walls of the main section are in moderate condition although there is some water staining and there are some frost damaged bricks. The parapet walls above are in poor condition. There are stepped cracks in some of the masonry at the parapet corners. There does not appear to be a special capping detail to the parapet walls and the tops are seriously damaged by frost. There are areas where plants are growing out of the parapet mortar coursing. The concrete band course is in poor condition throughout with spalling of the surface in many locations with rusting reinforcement exposed in some areas. The mortar is generally in reasonable condition below the concrete band and in poor condition above. The rendered entrance is in moderate condition with some poor areas where there is spalling and cracks. The concrete cills of some of the windows are damaged and spalling.

The flat roof to the main building could not be viewed. However the rainwater is lead to hoppers and down pipes, these are in moderate condition but they have overflowed in the past. The flat roof to the entrance appears to be of asphalt but it could not be inspected.

Building 105

The Petrol Tanker Shed is a three bay single storey rectangular building.



The Petrol Tanker building appears to be mainly in its original form with red brickwork solid external walls and has three large garages with doors at both end of each garage. The walls have a concrete band at flat roof level with a brick parapet wall above. The lower parts of the walls are in moderate condition although there is some diagonal stepped cracking at both ends of the south western face and there are some frost damaged bricks. The parapet walls above are in poor condition. There does not appear to be a special capping detail to the parapet walls and the tops are seriously damaged by frost. There are areas where plants are growing out of the parapet mortar coursing. The concrete band course has a small projection to throw off water at the lower edge. The concrete is in poor condition throughout with spalling of the surface in several locations with rusting reinforcement exposed in some areas. The mortar is generally in reasonable condition below the concrete band and in poor condition above.

The roof appears to be flat but could not be seen. The roof rainwater is lead to hoppers and down pipes, these are in moderate condition but they have overflowed in the past. The condition of the roller doors could not clearly be seen but appear to be moderate. The concrete floors appear to be in moderate condition but were lower than some of the surrounding surfaces so are likely to flood occasionally.

Building 108

The Type C Aircraft Hanger was occupied until 1993. It was not possible to view the single storey offices on both sides of the main space.



The Type C Aircraft Hanger appears to be in its original form with red brickwork solid external side walls. The lower part of the end walls are openings with six large doors each end, the upper part of the walls is a parapet wall which is supported by a large beam and overhanging band. The side walls are in reasonable condition. The masonry parapet wall above the concrete band is generally in reasonable condition. There appears to be a concrete capping detail to the parapet walls that look from the distance to be deteriorating. There is a concrete band course that is in moderate condition. There are large sections of glazing down the sides and these appeared to be in moderate condition.

The roof is formed with 12 shallow pitch duo-pitch roofs with hipped ends and with a valley gutter between, it was not possible to confirm the roofing material but it appeared to be a sheet material. The roof was not easily visible from the outside. The inside of the roof is lined with timber boarding this is in good condition. The valleys appear to be functioning and the whole roof appeared sound. The roof is supported by a light weight steel truss arrangement supported on steel lattice beams. The truss members appear to be in reasonable condition generally. The lattice beams appear to be supported by steel columns in masonry or concrete surrounds, these appear to be in good condition. The rainwater is lead via the valleys to hoppers and down pipes inside the building, these are in good condition.

The main doors at each end have been modified so that they no longer open fully as the outriggers to support them have not been maintained. The doors are formed with a steel frame and full height cladding on the outside with half height cladding inside. The condition of the doors is moderate with some corrosion that needs treatment and repainting. The bottom tracks are in reasonable condition. The outriggers that used to support the open doors are in poor condition and need corrosion treatment to remain standing.



The condition of the internal faces of the external walls is good. The whole of the interior of the hangar is painted, the paintwork is in good condition on the walls and moderate condition on the underside of the roof. The floor is solid concrete and in good condition.

Building 99

The Main Workshop Building is single storey structure formed round a small courtyard. There appears to be a small cellar entered from the courtyard but neither the cellar nor the courtyard was accessible.

The Main Workshop Building appears to be in its original form with red brickwork cavity construction external walls that are generally in good condition, however there is some impact damage near the south east corner. The masonry walls to the courtyard appear to be in solid construction and in very poor condition, water leaking from above has reached steel grille items built into the masonry which are now rusting and lifting the masonry and roof above. The dpc appears to have been constructed with asphalt which has deteriorated and hardened with time and which has partly been extruded from the joint in many places. The effectiveness of the dpc may have been compromised in places. There is a flat roof area near the middle of the building that it is believed has a parapet wall but this was not visible. The lintels and cills appear to be in reasonable condition in most areas but a few lintels showed signs that damp penetration was affecting the concrete with evidence of spalling at the bottom, some concrete cills are deteriorating with sections missing of the face and underside. The lime mortar is badly eroded in some areas affected by damp and by water overflowing from ineffective rainwater goods. There are two brick chimneys, these could only just be seen but they appear to be in poor condition with plants growing from the tops and evidence of deterioration of the brickwork, it was not possible to view the flashing, although evidence from inside suggests that the flashing must be damaged.



The majority of the building has a shallow pitched slate covered hipped roof forming a U-shape while the lower central courtyard area has some flat concrete roofs. The roofs over the main spaces have lightweight steel trusses supporting timber purlins and boards. The truss members appeared to be in reasonable condition generally but there was damage near the leaking areas of roof. The main spaces have continuous glazed rooflights on both pitches covering about one third of the roof slope. The condition of the slate roof is moderate with a few slipped slates forming holes in some places. It is likely that the fixings for the slates have come to the end of their life as the holes appear

to be caused by slippages not breakages of the slates. The roof lights have been maintained recently but they are a cause of leakage and require further work to produce a permanent solution. The valleys are generally in a poor condition with leaks in all of them. It could be seen that the leaks in the roof have caused damage to some of the timbers, particularly at the valleys. The ridge and hip capping appears to be intact and in reasonable condition. The guttering, down pipes and hoppers have been replaced and are in reasonable condition.

The concrete flat roof areas are in very poor condition. The concrete appears to have an asphalt finish that has failed and water is penetrating the concrete roofs. This is sufficiently bad to affect the walls below. The underside of the concrete roof has several areas where the concrete is spalling revealing rusting reinforcement. The concrete was very damp with mould and staining indicating continuously damp conditions. Steel beam sections support one section of flat roof in the centre of the building which shows signs of continual damp penetration that is beginning to damage the steel beams.



The condition of the internal faces of the external walls is reasonable except in areas where there is damp penetration e.g. below the valley gutters. The whole of the interior of the building is painted, the paintwork is in poor condition throughout. The floor is solid concrete and in reasonable condition although one space has a parquet floor in poor condition over the concrete. The tree and other plants should be removed from the courtyard.

Building 90

The Main Stores Building is a large rectangular single storey building with a smaller rectangular building attached to the north side.



The Main Stores Building appears to be in its original form with red brickwork cavity construction external walls that are generally in good condition. There is some impact damage to the south east corner of the main block with diagonal cracks and one missing brick. There is a vertical crack from the lintel of the opening adjacent to the south east corner. The smaller attached north part of the building has solid masonry walls that are in good condition. The dpc appears to have been constructed with asphalt which has deteriorated and hardened with time and which has partly been extruded from the joint in many places. The effectiveness of the dpc may have been compromised in places. The masonry has moved horizontally on the dpc due to thermal expansion but this is not a serious structural issue. The lintels and cills appear to be in reasonable condition in most areas but a few lintels showed signs that damp penetration was affecting the concrete with evidence of spalling at the face. The lime mortar is badly eroded in some areas affected by damp and by water overflowing from ineffective rainwater goods.

The main part of the building has a shallow pitched slate covered hipped roof forming a U-shape with a long thin area of flat concrete roof in the centre. The north part of the building has three duo pitched slate roofs connected by valleys. All the pitched roofs have lightweight steel trusses supporting timber purlins and boards. The truss members appear to be in reasonable condition generally but there was damage near the leaking areas of roof. The main spaces have continuous glazed rooflights on both pitches covering about one third of the roof slope. The condition of the slate roof is moderate with a few slipped slates forming holes in some places. It is likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. The roof lights have been maintained recently but they are a cause of leakage and require further work to produce a permanent solution. The valleys are generally in a poor condition with leaks in all of them. It could be seen that the leaks in the roof have caused damage to some of the timbers, particularly at the valleys. The ridge and hip capping appears to be intact and in reasonable condition. The guttering, down pipes and hoppers have been replaced in a few places but the majority are in poor condition.



The concrete flat roof areas are in very poor condition. The concrete appears to have an asphalt finish that has failed and water is penetrating the concrete roofs. The condition of the flat roof areas is so poor that it has been propped in many places. The leaks are sufficiently bad to affect the walls below. The underside of the concrete roof has numerous areas where the concrete is spalling revealing rusting reinforcement. The rainwater down pipes are lead through the concrete flat roof giving more places for leaks.

The condition of the internal faces of the external walls is reasonable except in areas where there is damp penetration e.g. below the valley gutters and below the central flat roof. The whole of the interior of the building is painted, the paintwork is in poor condition throughout with smoke damage in one area. The floor is solid concrete and in reasonable condition. The roof in the smaller part is supported by ten steel columns that are in good condition except for one, which has been hit and deformed, although it is still structurally stable. There are numerous internal walls in the south part of the main building that do not appear to be original and are generally in poor condition with poor condition modern drop ceilings.

Building 82

The Power House is a large single storey building although two thirds of the building is the height of a typical two storey structure. The inside of the building was only viewed from a doorway.



The Power House appears to be in its original form with red brickwork cavity construction external walls that are generally in poor condition. The brickwork is seriously affected by water and frost damage causing spalling of large areas. The dpc appears to have been constructed with asphalt which has deteriorated and hardened with time and which has partly been extruded from the joint in many places. The effectiveness of the dpc may have been compromised in places. The lintels and cills appear to be in moderate condition in most areas but a few lintels showed signs that damp penetration was affecting the concrete with evidence of spalling at the face, some concrete cills were deteriorating with sections missing of the face and underside. The lime mortar is badly eroded in some areas affected by damp and by water overflowing from ineffective rainwater goods. There is ivy growing over a large portion of the north east end of the building. There is a chimney at the north end of the building but it was not possible to assess its condition as it was fully covered in ivy

The building has a shallow pitched slate covered roof set at two levels for the high and low sections of the building. Both the pitched roofs have lightweight steel trusses supporting timber purlins and boards. The truss members appear to be in reasonable condition generally but there was damage near the leaking areas of roof. The condition of the slate roof is poor with slipped slates forming holes in many places. It is likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. There is one roof light in the low roof that is entirely missing leaving a large hole in the roof. There is a timber lantern at the centre of the lower roof. The lantern is in very poor condition. It can be assumed that the leaks in the roof have caused damage to some of the timbers and boarding. The ridge capping appears to be intact and in reasonable condition. The guttering, down pipes and hoppers are in very poor condition.



The condition of the internal faces of the external walls is moderate except in areas where there is damp penetration. The whole of the interior of the building is tiled up to about 1.2 m and is painted above that, the paintwork is in poor condition throughout. The floor is tiled in the areas observed and is in moderate condition.

Building 92

The Parachute Store is a small rectangular single storey building with a lantern along a large portion of its length.

The Parachute Store appears to be in its original form with red brickwork cavity construction external walls that are generally in reasonable condition. The lintels and cills appear to be in moderate condition. The lime mortar is in reasonable condition.



The building has a shallow pitched slate covered roof with a large timber lantern. The roof is formed with timber rafters and purlins supported by timber trusses. The truss members appear to be in reasonable condition generally although they appear to be deflected adjacent to the lantern. The condition of the slate roof is moderate with a few slipped slates forming a few holes. It is likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. There is a timber lantern at the centre of the lower roof. The lantern is in very poor condition and the flat timber roof over the lantern area was badly affected by water penetration. It can be assumed that the leaks in the roof have caused damage to some of the timbers and boarding. The ridge capping appears to be intact and in reasonable condition. The guttering, down pipes and hoppers are in reasonable condition.

The condition of the internal faces of the external walls is moderate except in areas where there is damp penetration. The whole of the interior of the building is painted, the paintwork is in poor condition throughout. The floor is concrete and is in moderate condition.

Buildings 129, 130 and 131

The Protected Long Bay and Motor Transport Sheds are a series of workshops and garages laid out round a square of hard standing.



The Protected Long Bay and Motor Transport Sheds appear to be in their original form with solid red brickwork external walls that are generally in reasonable condition. The fronts of all the building have roller shutter doors. The front of the southern end of the Protected Long Bay has been stressed and has become detached from the gable walls at either end. The roller doors are supported by a steel frame that is fixed to the adjacent brickwork, this brickwork has a large vertical crack at each end. The lintels and cills appear to be in moderate condition. The lime mortar is badly eroded in some areas affected by damp and by water overflowing from ineffective rainwater goods. The steel frames supporting the roller doors and roof above are in poor condition with the bases of the columns being seriously corroded.



The buildings have shallow pitched slate covered roofs. The roofs have lightweight steel trusses supporting timber purlins and boards. The truss members appear to be in reasonable condition generally but there was damage near the leaking areas of roof. The condition of the slate roof is poor with slipped slates forming holes in many places. It is likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. It can be seen that the leaks in the roof have caused damage to some of the timbers and boarding. The ridge capping appears to be intact and in reasonable condition. The guttering, down pipes and hoppers are in very poor condition.

The condition of the internal faces of the external walls is moderate except in areas where there is damp penetration. The whole of the interiors of the buildings is painted, the paintwork is in poor condition throughout. The floors are concrete and are in moderate condition.

Building 87

The Fire Party House is a small rectangular single storey building.



The Fire Party House appears to be in its original form with solid red brickwork external walls that are generally in reasonable condition. However very small vertical cracks were observed below the windows on three sides at the north western end. These do not appear to be structurally significant but may be caused by adjacent trees. The lintels and cills appear to be in moderate condition in most areas but a few concrete cills are deteriorating with sections missing of the face and underside. The lime mortar is in moderate condition. There is a chimney on the north east face that is in moderate condition although the top may be beginning to deteriorate.

The building has a shallow pitched slate covered hipped roof. There are ceilings in all the rooms so it was not possible to see the roof construction. The condition of the slate roof is reasonable. The ridge and hip capping appears to be intact and in reasonable condition. The guttering, down pipes and hoppers appear to have been replaced are in good condition.

The internal walls and internal faces of the external walls show little signs of damp and are in reasonable condition. The ground floor appears to be solid concrete generally. As far as could be seen the concrete floor is in reasonable condition. No significant cracking was observed in the internal walls or the internal face of the external walls. Lintels and beams appear to be in satisfactory condition. The plaster finish to the walls and ceiling are intact in all rooms except the garage which is painted only and in poor condition.

Building 89

The Guard House is a single storey building at the entrance to the site. It was not possible to enter the building.



The Guard House appears to be in its original form with solid red brickwork external walls that are generally in reasonable condition. However vertical cracks were observed in the walls at the north west corner of the building very close to a tree. These appear to be being caused by the adjacent tree and do not appear to be structurally significant at present, however they are likely to continue to deteriorate and require repair in the future. The lintels and cills appear to be in moderate condition. The lime mortar is in moderate condition. There is a chimney on the north east face that is in moderate condition although the top may be beginning to deteriorate.

The building is mainly covered by a shallow pitched slate covered hipped roof. It was not possible to see the roof construction. The condition of the slate roof is poor with slipped slates in many places. It is likely that the fixings for the slates have come to the end of their life as the holes appear to be caused by slippages not breakages of the slates. It is likely that the leaks in the roof will have caused damage to some of the timbers and boarding. The ridge capping appeared intact and in reasonable condition. The hip coverings appear to be mainly missing and in poor condition. The guttering, down pipes and hoppers to the pitched roof appear to have been partly replaced and are in moderate condition with a few small sections missing.

The small areas of flat roof could not be viewed but appear to be of asphalt on concrete construction. The guttering, down pipes and hoppers to the flat roofs appear to have been partly replaced and are in moderate condition.

Building 109

The Watch Office with Tower is located on the aerodrome and is a square three storey building.



The Watch Office with Tower appears to be mainly in its original form with red brickwork solid external walls with concrete bands and detailing. The ground floor of the building has a concrete band at flat roof level with a brick parapet wall above. The lower part of the walls of the ground floor section is in moderate condition although there is some water staining and there are some frost damaged bricks. The parapet walls above are in poor condition. There are stepped cracks in some of the masonry at the parapet corners. There is a concrete capping detail and parts are damaged by frost. The concrete band course is in poor condition throughout with spalling of the surface in many locations with rusting reinforcement exposed in some areas. The mortar is generally in reasonable condition below the concrete band and in poor condition above. The concrete cills and lintels to the windows and doors are generally damaged and spalling. The upper floors are similar with significant failures in the concrete elements of the band courses and the cills and lintels being seriously damaged particularly on the top floor where there are parts missing and gaps up to 30 mm wide.

The concrete flat roof areas are in moderate condition. The concrete appears to have an asphalt finish that has been repaired and appears to be mainly water tight. However there are signs of water

penetration of the top roof and small areas in the lower roof. The down pipes and hoppers are in poor condition.

The internal walls and internal faces of the external walls show signs of damp and are in moderate condition, poor in places. The ground floor appears to be solid concrete generally. As far as could be seen the concrete floor are in reasonable condition. The first floor appears to be of concrete construction and in moderate condition. The second floor is constructed of timber and is in poor condition. No significant cracking was observed in the internal walls or the internal face of the external walls. The plaster finish to the walls and ceiling is intact in all rooms but is in poor condition mainly due to damp penetration.

17 Buildings at RAF Bicester Technical Site					PART B2 APPENDIX 2
Structural Survey by Monson Engineering Ltd. June 2009					
Location of Work Required					
Building	External Walls	Roof	Waterproofing Details	Internal including Finishes	Others
Building 147 Station Offices Building	Repointing 20% Rebuild parapet wall 100% Advise add dpc below new parapet wall	Pitch roof repair 10% Advise remove all slates and re-fix Repair timbers 2% Flat roof re-finish 100% Repair concrete 20% Replace roof lights and hatches 100% Ridge / hip cappings re-fit 100%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%	Re-plaster ceilings 80% Replaster walls 80% Refinish floors 70 % Redecorate 100%	Replace porch covering 100% Work may be required to the basement and access to the basement which are unseen
Building 146 Operation Block	Repointing 10% Rebuild parapet wall 100% Advise add dpc below new parapet wall	Pitch roof repair 10% Advise remove all slates and re-fix Repair timbers 2% Flat roof re-finish 100% Replace roof lights and hatches 100% Ridge / hip cappings re-fit 100%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%	Re-plaster ceilings 100% Replaster walls 80% Refinish floors 100 % Redecorate 100%	
Building	External Walls	Roof	Waterproofing Details	Internal including Finishes	Others

Building 123 Armoury	Repointing 5% Rebuild parapet wall 10% Repoint parapet wall 100% Rebuild retaining wall to basement steps 10% Repoint stairs to basement 100% Repair concrete lintels 6 No. Advise add dpc below new parapet wall if possible	Pitch roof repair 5% Advise remove all slates and re-fix Repair timbers 1% Flat roof re-finish 100% Repair concrete flat roof 15% Replace roof lights and hatches 100% Ridge / hip cappings re-fit 100%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%	Re-plaster ceilings 10% Replaster walls 5% Refinish floors 5 % Redecorate 100%	Check condition of steel beams in single storey section Work may be required to the basement which was unseen
Building 119 FFMT Building	Repointing 15% Rebuild parapet wall 20% Repoint parapet wall 100% Form new capping to parapet wall 100% Repair concrete roof level band and overhang 40% Repair concrete lintels 6 No. Advise add dpc below new parapet wall if practical	Pitch roof repair 15% Advise remove all slates and re-fix Repair timbers 4% Form new valley gutters 100% Ridge / hip cappings re-fit 100% Strip and repaint steel trusses 100% Replace steel sections in trusses 1%	Repair / replace hoppers and down pipes 100% Repair / Replace flashings 100%	Remove ceilings from subdivided rooms 100% Refinish floors 5 % Redecorate 100%	Strip and repaint steel beam under valley 100% Check condition of valley steel and repair damaged areas 5% Strip and repaint steel doors both fixed and moving 100% Patch repair steel doors 20%
Building	External Walls	Roof	Waterproofing Details	Internal including Finishes	Others

Building 103 Link Trainer	Repointing 20% Rebuild parapet wall 100% Advise add dpc below new parapet wall Strip render and repair brickwork below 15%	Flat roof re-finish 100%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%	Unknown	
Building 105 Petrol Tanker Shed	Repointing 20% Rebuild parapet wall 100% Advise add dpc below new parapet wall Repair concrete roof level band and overhang 40%	Flat roof re-finish 100%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%	None	Repair roller doors 50% Replace roller doors 50%
Building 108 Hanger	None	None	None	Re-paint roof underside of roof 100%	Strip and repaint exterior of main end doors 100% Repair steelwork to doors 5% Repair and repaint outriggers for doors 100%
Building	External Walls	Roof	Waterproofing Details	Internal including Finishes	Others

Building 99 Workshops	Repointing 5% Repair concrete lintels and cills 10 No. Take down and rebuild top 50% of 2 No. masonry chimneys Remove steel grille fixings from masonry 4 No. grilles Locally take down and rebuild damaged masonry 1%	Pitch roof repair 5% Advise remove all slates and re-fix Repair timbers 4% Flat roof re-finish 100% Repair concrete flat roof 15% Remove and refit roof lights and hatches 100% Ridge / hip cappings re-fit 100% Strip and repaint steel trusses 100% Replace steel sections in trusses 2%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100% Repair / replace valleys 100%	Refinish floors 5% Redecorate 100%	Check condition of steel beams in single storey section Work may be required to the basement and access to the basement which are unseen
Building 90 Main Stores	Repointing 5% Repair concrete lintels and cills 6 No. Locally take down and rebuild damaged masonry 1%	Pitch roof repair 5% Advise remove all slates and re-fix Repair timbers 4% Flat roof re-finish 100% Repair concrete flat roof 80% Remove and refit roof lights and hatches 100% Ridge / hip cappings re-fit 100% Strip and repaint steel trusses 100% Replace steel sections in trusses 2%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100% Repair / replace valleys 100%	Refinish floors 5% Redecorate 100%	There are numerous internal non-structural walls in the south part. These together with false ceilings will require removal or repair works

<p>Building 82 Power house</p>	<p>Repointing 20% Repair concrete lintels and cills 8 No. Locally take down and rebuild damaged masonry 5%</p>	<p>Pitch roof repair 40% Advise remove all slates and re-fix Repair timbers 20% Refit roof lights and hatches 100% Replace lantern 100% Ridge / hip cappings re-fit 100% Strip and repaint steel trusses 100% Replace steel sections in trusses 5%</p>	<p>Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100% Repair / replace valleys 100%</p>	<p>Refinish floors 5% Redecorate 70% Clean and retain tiles in floor and walls 100%</p>	<p>Full extent of damage to interior not seen Remove ivy from structure</p>
<p>Building 92 Parachute Store</p>	<p>Repointing 5%</p>	<p>Pitch roof repair 15% Advise remove all slates and re-fix Repair timbers 20% Replace lantern 100% Ridge / hip cappings re-fit 100%</p>	<p>Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%</p>	<p>Refinish floors 5% Redecorate 100%</p>	<p>Full extent of damage to interior not seen</p>

Buildings 129, 130 & 131 workshops.	Repointing 10% Locally take down and rebuild damaged masonry 2% Strip and repaint steel frames and columns in elevations 100% Repair damaged steel column baseplates 20 No.	Pitch roof repair 20% Advise remove all slates and re-fix Repair timbers 10% Ridge / hip cappings re-fit 100% Strip and repaint steel trusses 100% Replace steel sections in trusses 5%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%	Refinish floors 10 % Redecorate 100%	Repair roller doors 50% Replace roller doors 50%
Building 87 Fire Party House	Repointing 10% Repair minor cracks in masonry 5%	Pitch roof repair 5% Advise remove all slates and re-fix Repair timbers 2% Ridge / hip cappings re-fit 100%	Repair / replace guttering hoppers and down pipes 100% Repair / Replace flashings 100%	Refinish floors 5 % Redecorate 50%	Repair / replace timber sliding door 1 No.
Building 89 Guard House	Repointing 10% Locally take down and rebuild damaged masonry 2% Take down and rebuild top 20% of chimney	Pitch roof repair 20% Advise remove all slates and re-fix Repair timbers 10% Ridge / hip cappings re-fit 100% Flat roof re-finish 100% Repair concrete flat roof 15%	Repair / replace guttering hoppers and down pipes 50% Repair / Replace flashings 100%	Unknown	Interior not seen

<p>Building 109 Watch House with Tower</p>	<p>Repointing 25% Rebuild parapet walls at both levels 100% Retain and reuse capping to parapet wall 100% Repair concrete ground floor roof level band and overhang 25% Repair concrete lintels and cills 10 No. Repair concrete top floor roof level band and overhang 50% Advise add dpc below new parapet wall if practical</p>	<p>Flat roof re-finish 100% Repair concrete flat roof 15%</p>	<p>Repair / replace hoppers and down pipes 100% Repair / Replace flashings 100%</p>	<p>Re-plaster ceilings 50% Replaster walls 50% Refinish floors 5 % Replace / repair top floor 100% Redecorate 100%</p>	<p>Top balcony not seen</p>
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Executive

Member Development and Support Strategy

7 September 2009

Report of Head of Legal and Democratic Services

PURPOSE OF REPORT

This report presents a Member Development and Support Strategy for approval and updates the Executive on the general progress of the member development programme 2009/10.

This report is public

Recommendations

The Executive is recommended to:

- (1) approve the Member Development and Support Strategy.
- (2) request an annual review of the Member Development and Support Strategy and the progress of the member support interviews.

Executive Summary

Introduction

- 1.1 Member training was identified as an area for improvement in the recent Corporate Performance Assessment. The Audit Commission commented that the Council should ensure better attendance at organised training events by monitoring and reviewing the completion of individual training and development plans.
- 1.2 A draft Member Development and Support Strategy is attached to this report which outlines how the Council aims to improve member development and support.

Proposals

- 1.3 Attendance at member support interviews is essential to ensure that the member development programme is responsive to the development and support needs of Councillors. Several member support interviews were carried out as part of the new member induction programme 2008. This trial

resulted in a more informed member development programme in 2008/09 and support interviews have been offered to all members in 2009. The interviews that have already been undertaken already in 2009 have provided useful information which will inform the member development programme in 2009/10 (see attached draft programme Appendix 2)

- 1.4 The purpose of the member development programme is to ensure elected Members' are able to fulfil their roles as a representative for their Ward, along with any other appointments that they have within the Council and enable Members' to feel confident in understanding the issues facing local government in general. Learning events do not always have to involve sitting in a room and listening to a lecture or watching a power point presentation. The Council can offer a range of development opportunities such as the IDE&A Leadership Academy, site visits and member led training. In order to provide a more interesting development programme Officers are relying on Members to communicate their needs and it is essential that Member 'own' their development programme.
- 1.5 The purpose of the Member Development and Support Strategy is to confirm the Council's commitment to Member Development and Training and clearly establish the relationships between member support interviews, member support plans, the member development programme, attendance at training events and training evaluation. The strategy sets out the responsibilities of individual Councillors and the Council in terms of development and support.
- 1.6 Members have recently identified a need for support of their work on outside bodies and partnerships and the need for effective reporting back mechanisms. There will be a further report to the Executive to explain the support to be offered in this area. Executive members have also identified a need for members to be able to interpret management and financial information. These points have been incorporated in the draft member development programme 2009/10 (Appendix 1)

Conclusion

- 1.7 The Council has improved the support it offers to members which is evident in a well attended induction programme for new members in 2008. Further developments are planned in 2009/10 including a weekly electronic information bulletin for members and member information pages on the intranet. The Member Development and Support Strategy aims to cement these improvements and an annual review of support arrangements will ensure the Council is responsive to the needs of elected councillors.

Key Issues for Consideration/Reasons for Decision and Options

- 1.1 The Executive needs to consider the priority it gives to member development and support and its role in delivering the strategic priorities of the Council, and consider if member development is key to supporting elected members in fulfilling their roles as ward representatives and community leaders.

The following options have been identified. The approach in the recommendations is believed to be the best way forward

Option One To agree the Draft Member Development and Support Strategy and review annually.

Option Two Leave member support and development as it is, without seeking a solution to poor attendance at training events which the Council would likely to be criticised for as part of any future assessment.

Option Three Amend the proposed Member Development and Support Strategy.

Consultations

Members Through the Members Support Interviews conducted, comments incorporated

Corporate Management Team Comments incorporated

Implications

(Financial, Legal and Risk and other implications e.g. Equalities, Human Resources, Data Quality and Environmental where relevant)

Financial: The resources required to deliver the member development programme are contained within existing budgets. No additional resources are required

Comments checked by Denise Westlake, Service Accountant 01295 221982

Legal: No legal implications

Comments checked by Pam Wilkinson, Principal Solicitor 01295 221688

Risk Management: The Council may not achieve the objective of the Corporate Improvement Plan.

Comments checked by Rosemary Watts, Risk Management and Insurance Officer 01295 221566

Wards Affected

All

Corporate Plan Themes

All

Executive Portfolio

Councillor Debbie Pickford

Portfolio Holder for Organisation Development

Document Information

Appendix No	Title
Appendix 1	Draft Member Development and Support Strategy
Appendix 2	Draft Member Development Programme 2008/09
Background Papers	
None	
Report Author	Alexa Coates, Senior Democratic and Scrutiny Officer
Contact Information	01295 221 591 alex.coates@cherwell-dc.gov.uk



Draft Member Development and Support Strategy

Foreword

Cherwell District Council is committed to supporting and developing its Councillors. This strategy aims to promote support, training and development opportunities for members.

There are many different ways to learn and develop and not all learning involves sitting in a room watching power point presentations. The Council offers a variety of different learning and development opportunities, in order to ensure these meet your needs as a Councillor it is essential that you take part in a member support interview to influence the member development programme for the year ahead.

It is important that all members are engaged with the learning and development process to ensure that the Council can

meet its strategic priorities and continue to deliver improved services to people who live and work in the District.

Whilst you may have existing skills and knowledge which are transferable to your role as a Councillor there are many different aspects to the role where we all need additional support and guidance to obtain other relevant skills and knowledge. This strategy does not ignore the knowledge and skills of experienced Councillors but provides opportunities for them to support and participate in the development of their colleagues.

We would encourage all Members, even those with years of experience, to take full advantage of the opportunities offered by the Council.



Councillor Barry Wood
Leader of the Council



Councillor Debbie Pickford
Portfolio Holder for Democratic Services and Member Development



Mary Harpley
Chief Executive

Cherwell Member Development and Support Strategy

Cherwell District Council is committed to a policy of Member Development and Training. Elected Members require an understanding of the on-going and emerging issues facing the community as well as the knowledge and skills to ensure informed decision making.

The Development Programme for Elected Members will provide a range of different opportunities for attendance at a range of informal and formal learning events. These will include conferences, seminars, training courses, briefings, workshops and forums.

The Council will seek to develop new alternatives to traditional training events including: online courses; question and answer briefings and at-home learning.

The purpose of the Member Development Programme is to ensure elected Members' are able to fulfil their role as a representative for their Ward, along with any other appointments that they have within the Council, and to enable Members to feel confident in understanding the issues facing local Government in general.

Cherwell District Council will provide Member support to Elected Representatives to assist

them in these activities and roles.

Legal and Democratic Services will be the lead Council service in the co-ordination and delivery of Member Support and Development, supported by the expertise of Human Resources. The Lead Councillor for Member Development and Support will be the Executive Portfolio Holder for Organisational Development and Improvement.

Aims & Objectives of the Member Development and Support Strategy

The Council's key strategic priorities are:

- A Cleaner, Greener Cherwell District
- A District of Opportunity
- A Safe and Health Cherwell District
- Cherwell An Accessible Value or Money Council

The key aims and objectives of the Member Development and Support Strategy are to:

- support the delivery of the Council's strategic priorities
- establish continuous Member Development as a key component to the success of the organisation.
- confirm the practice that the Council will support Members in their role through the provision of certain resources.
- identify individual and common learning and development requirements and ensure that

the Members' training programme consistently addresses Members' requirements

- provide Members with the appropriate opportunities to access events and activities that are appropriate to their roles and responsibilities. Recognising the importance of their roles within the Council, within their ward and when serving on Outside Bodies.
- increase Member attendance at training events through Member ownership of the annual member development programme

Member Development Programme

The Member Development Programme is the principle delivery mechanism for the Member Development and Support Strategy. Ensuring the successful delivery of the strategy is a shared responsibility between the Council, Members and Officers.

The responsibilities of the Council

The Council will meet its responsibilities by making the following available to all Members:

Induction Programme

All newly Elected Members will be offered a comprehensive Induction Programme which will cover the basic areas of knowledge necessary to newly elected Councillors. All newly elected members will receive a welcome telephone call in the week following their election from

Legal and Democratic Services to answer any initial questions, gather initial contact details and arrange for them to meet the Chief Executive. Newly Elected members will be provided with a comprehensive induction pack.

The Induction Programme will provide information on

- the functions of the Council
- the legal requirements, roles and responsibilities of Members
- the Codes of Conduct, Protocols, and requirements in respect of ethics and probity
- an overview of the services the Council delivers

Induction sessions will also be open to re-elected members whose valuable experience and knowledge can assist newly elected Members.

Development Opportunities and Attendance at events

A programme of events will be published and distributed to all members and updated on a regular basis this will be based on

- issues identified in Members' Personal support Plans
- common needs of the Council and its Councillors
- corporate priorities

There will be a number of briefings, seminars and workshops that will provide information in respect of local and national issues. There will also be a range of other events that Members may wish to nominate themselves to attend, or be invited to attend by officers/ service areas: these events might include external conferences. Opportunities will be developed to provide joint officer and member training to achieve value for money, where possible.

Joint Working

The Council will develop arrangements in partnership with other authorities and parish and town councils to deliver joint member development sessions. The Council has already established links with Banbury and Bicester Town Councils and offers their members places on Cherwell member training sessions, for a small charge to defray costs.

Attendance Records

The Council will maintain a member training attendance database. Records of attendance will be circulated to each political group on a monthly basis.

The responsibilities of Members

Councillors will fulfil their responsibilities by undertaking the following:

Induction Programme

All newly elected Members will attend the Induction Programme that the Council provides.

Attending required training or development events

Members are required by the Constitution and Law to undertake training or attend briefings in respect of certain roles. Attendance at these training or development events is essential before Members can serve on certain Committees, such as Licensing, Planning and Standards.

Democratic Services will provide Group Leaders and Secretaries and Corporate Management Team with a member attendance at development events report.

Personal Plans

Members will be encouraged to attend an annual member support interview to discuss their needs and to complete a Personal Plan in order to identify their support and development needs. This is to ensure that support and training events properly meet the identified development needs and / or the role of the Member, and the broader requirements of the Council. Involvement in personal plans by Members is key to increased attendance at events. The Council can only provide a member development programme which meets the needs of Councillors and which is well attended if Members communicate their needs through the support interviews.

If a member requests to attend an external training event or conference they will be invited to attend a member support interview to ascertain their training needs if they have not already done so.

External Training Events and Conferences

The Council actively promotes the dissemination of learning which helps to provide greater value from event attendance.

When Members attend external training events, they will be encouraged to provide a short written report as a minimum, along with any handouts (etc) to the Legal and Democratic Services, which can then be distributed to relevant Members where appropriate. Members may be asked to provide a briefing session to other Members in order to pass on any information/ learning that has been acquired where appropriate.

Evaluation of Training Events

Members will be expected to complete a training evaluation form when they have attended training in order to ensure the member development programme meets the needs they have identified in their support interviews.

Member Support

Member support is a responsibility of the Council and is an important part of the Member Development and Support Strategy. It is essential that support is available to Elected Members to assist them in their role as it provides the resources necessary to perform efficiently and effectively.

The Council will provide the following to Elected Members:

- IT equipment – as set out in the IT Member Specification
- Individual member websites through the Committee Management System

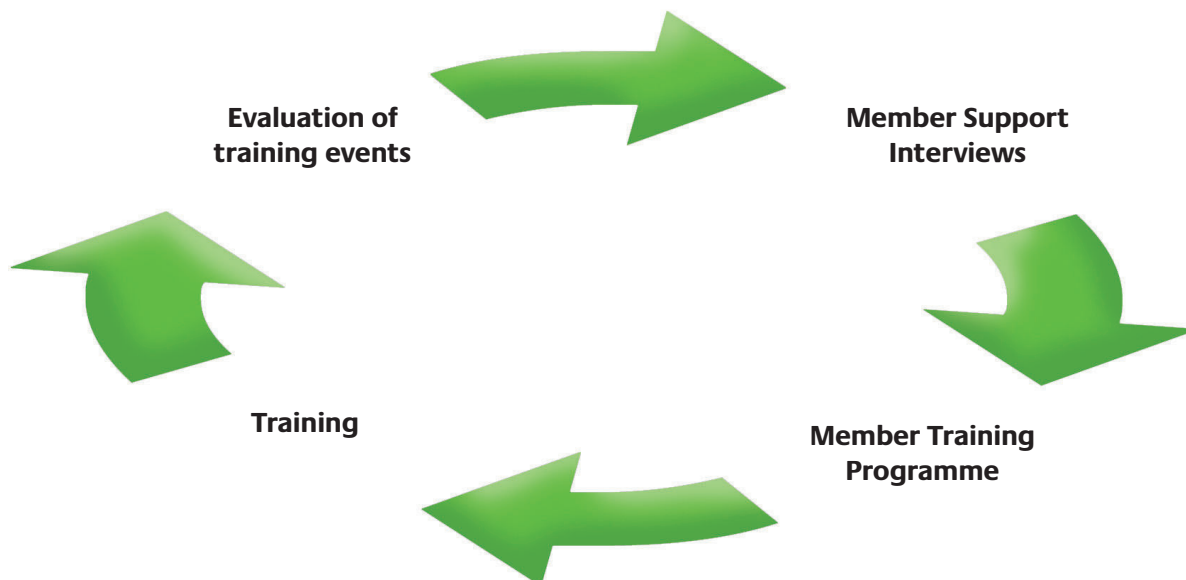
- Weekly electronic Member Information Bulletin
- Member Information pages on the intranet
- Annual Member survey
- A support Service within Legal and Democratic Services
- Support to representatives on outside bodies and partnerships
- Member Room and Resources

There will also be special responsibility support available to Portfolio Holders and

Committee Chairman through the administrative support function of the relevant service area. Through the special responsibility support Portfolio Holders and Chairman can access specialist knowledge and research assistance.

Member Development Diagram

(the diagram illustrates the relationship between support interviews, training programme, and evaluation of training. This will be an annual cycle.)



How to contact us

This document is available from the Council's website at www.cherwell.gov.uk as a PDF, or by contacting Democratic Services on 01295 221591, by emailing democracy@cherwell-dc.gov.uk or by writing to:

Democratic Services
Cherwell District Council
Bodicote House, Bodicote
Banbury, Oxfordshire
OX15 4AA

The information in this document can be made available in other languages, large print braille, audio tape or electronic format on request. Please contact 01295 227001

Jeżeli chcieliby Państwo uzyskać informacje w innym języku lub w innym formacie, prosimy dać nam znać. 01295 227001

ਜੇ ਇਹ ਜਾਣਕਾਰੀ ਤੁਹਾਨੂੰ ਕਿਸੇ ਹੋਰ ਭਾਸ਼ਾ ਵਿਚ ਜਾਂ ਕਿਸੇ ਹੋਰ ਰੂਪ ਵਿਚ ਚਾਹੀਦੀ, ਤਾਂ ਇਹ ਸਾਥੋਂ ਮੰਗ ਲਓ। 01295 227001

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。01295 227001

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو براہ مہربانی ہم سے پوچھئے۔
01295 227001

Call **01295 221591**
or visit www.cherwell.gov.uk

LEG&DEM0809

MEMBER WORKSHOPS 2009/10

This is the proposed programme, which will be kept under review as the year progresses.

Date	Workshop
14 May 2009 6.30 pm	<p>Planning (including an introduction to public speaking) Council Chamber</p> <p><i>This is compulsory for all Members in order to participate in planning decisions, either in Planning Committees or full Council. It aims to guide Councillors through the often complex system so that they can both make sound decisions, and explain them to their constituents. The session will also cover the introduction of public speaking.</i></p>
22 June 2009 6 pm	<p>Media Skills Council Chamber</p> <p><i>Politicians and the media often have a love-hate relationship. This session will help you understand how to love the media more than you hate them! It will look at the relationship between the council, the media and the public and help you understand your role as a potential media spokesperson. You'll also learn when you should comment - and polite ways to avoid commenting, as well as techniques to control an interview, get your message across and avoid some common interview pitfalls. It's an interactive session - you will have the chance to be both interviewer and interviewee, so come prepared to have a go and get your message across.</i></p>
25 June 2009 5 pm	<p>Governance, Code of Conduct and Declaring Interests Room 163</p> <p><i>This is an essential session for Members providing guidance on the Code of Conduct and explaining what personal and prejudicial interests are and when they should be declared. The session will also cover the role of the Standards Committee, the Standards Board for England and the Corporate Governance framework. It will cover the Annual Governance Statement, the governance framework and how Standards and Accounts, Audit and Risk work together.</i></p>
29 June 2009 6.30 pm	<p>Planning (including an introduction to public speaking) Council Chamber</p> <p><i>This is compulsory for all Members in order to participate in planning decisions, either in Planning Committees or full Council. It aims to guide Councillors through the often complex system so that they can both make sound decisions, and explain them to their constituents. The session will also cover the introduction of public speaking.</i></p>
30 June 2009 6 pm	<p>Overview and Scrutiny Room 163</p> <p><i>Providing a background to overview and scrutiny including the legislative framework and current challenges including dealing with partnerships.</i></p>

27 July 2009 9.30 am	<p>Licensing Council Chamber</p> <p><i>This is compulsory for Members to participate in Licensing Hearings relating to the Licensing Act 2003.</i></p>
27 July 2009 6.30 pm	<p>Meeting Procedures Council Chamber</p> <p><i>This is an essential session for all members giving guidance on meeting procedure rules including the legislative framework and practical scenarios.</i></p>
28 September 2009 6.30 pm	<p>Chairing Skills Room 163</p> <p><i>This session is suitable for Committee Chairman and Vice Chairman or any members who aim to be Chairman of a committee. The session will include: dealing with motions, the need for clear decisions and dealing the public disturbances.</i></p>
21 October 2009 6.30 pm	<p>Overview and Scrutiny Room 163</p> <p><i>Providing a background to overview and scrutiny including the legislative framework and current challenges including dealing with partnerships.</i></p>
TBC	<p>Information Security including Data Protection and FOI</p> <p><i>This is a session for Members and Senior officers providing an overview of the Freedom of Information Act 2000 (including use of email) and our responsibilities under the Data Protection Act. It will also introduce the Government's new requirements on data security.</i></p>
TBC	<p>Media Skills</p> <p><i>Politicians and the media often have a love-hate relationship. This session will help you understand how to love the media more than you hate them! It will look at the relationship between the council, the media and the public and help you understand your role as a potential media spokesperson. You'll also learn when you should comment - and polite ways to avoid commenting, as well as techniques to control an interview, get your message across and avoid some common interview pitfalls. It's an interactive session - you will have the chance to be both interviewer and interviewee, so come prepared to have a go and get your message across.</i></p>
TBC	<p>Questioning Skills for Scrutiny</p> <p><i>This workshop is for Elected Members carrying out overview and scrutiny and officers supporting the process. It aims to consider effective questioning skills, the preparation needed to get results, probing and following answers given, summarising and reflecting and appropriate verbal and body language.</i></p>

TBC	<p>Presentations and Public Speaking for Members</p> <ul style="list-style-type: none"> • <i>Planning and preparing your speeches and presentations in line with your objectives, audience and environment</i> • <i>Expressing yourself effectively. Using your voice to best effect</i> • <i>Getting your point across</i> • <i>How your message will be understood; powerful openings and closings</i> • <i>Using visual aids to enhance your presentation</i> • <i>Dealing with nerves and making yourself resourceful</i> • <i>Body language which will help and hinder</i> • <i>Thinking 'on your feet'</i> • <i>Audience Management</i> • <i>Dealing with questions and objections</i>
TBC	<p>Introduction to Local Government Finance</p> <ul style="list-style-type: none"> - <i>The main terminology used in local government finance</i> - <i>Cherwell's financial position</i> - <i>the budget process</i>
TBC	<p>How to be a Community Leader</p> <p><i>Community Leadership and the impact of the Local Government and Public Involvement in Health Act</i></p>
TBC	<p>Comprehensive Area Assessment</p>
TBC	<p>Data Analysis and Management</p>
TBC	<p>Modern.gov Training for Members</p> <p><i>Explaining the committee management system including where to find agendas and minutes, Portfolio Holder Decisions, Calendar of meetings, member websites and email notifications.</i></p>

Agenda Item 8

Executive

BICESTER MARKET SQUARE HIGHWAY AND ENVIRONMENTAL IMPROVEMENT SCHEME

7 SEPTEMBER 2009

Report of Head of Economic Development and Estates

PURPOSE OF REPORT

To confirm that the Council can, in collaboration with Oxfordshire County Council, move forward to public consultation on three proposed plans for an environmental Improvement Scheme of Bicester Market Square.

This report is public

Recommendations

The Executive is recommended to:

- (1) Agree that the three options for the Environmental Improvement Scheme of Bicester Market Square described in the report, go forward for public consultation.
- (2) Request the County Council to make it clear in the consultation that
 - the implementation of any scheme will be timed so that it does not clash with the programme for the Bicester town centre redevelopment.
 - designs that result in the loss of public car parking may have significant financial implications and will require the approval of the District Council as landowner of the Market square car park.

Executive Summary

Introduction

- 1.1 The environmental improvements of Bicester Market Square has been a project that this Council has been involved with for some time. The scheme is now a joint financial collaboration of Oxfordshire County Council and Cherwell District Council. The scheme has progressed to the stage of three proposed options being available for public consultation in November 2009. This report seeks the approval of the Council to progress with consultation on all three options.

Proposals

- 1.6 That the three proposed options for the environmental improvement of Bicester Market Square be submitted for public consultation.

Background Information

- 1.7 The proposed environmental improvements for Bicester Market Square is a project that Cherwell District Council has been pursuing for some time. In 2005 four proposed options went out to public consultation but the project was not pursued at that time, on the advice of the highway authority. In 2007/08 £250,000 was included in the Council's capital programme for improvements to Market Square, with the intention that this should fund improvements to the Council's public car park. The County Council has agreed to put £750,000 into a highway improvement scheme for the Square. The project board are now proceeding with a scheme covering the whole of the Market Square and Market Hill area, with a total budget of £1million .
- 1.8 The County Council are project managing the scheme but with Cherwell District Council providing specialist advice on urban design issues. The project board for the scheme is made up of; Town, District and County Council members, County Council officers, Cherwell District Council officers, representatives from Bicester Vision, and Jacobs; the OCC consulting engineers.
- 1.9 Since the previous scheme failed to proceed in 2005, Bicester has seen many changes. Planning permission has now been granted for the new Town Centre development, which incorporates a Sainsbury's and a cinema, with associated restaurants and retail units. This will be a huge investment for Bicester, which will see a new retail and leisure core created for the north end of the town centre. The eco town has now also been announced for NW Bicester with a potential 5000 new dwellings. This will have a knock on effect of a potential increased footfall in Bicester town centre. Bicester Village receives approximately 4 million visitors per year, a figure increasing year on year, and the Council and Bicester Vision are keen to encourage these visitors to come into the centre of Bicester. The Market Square is the first part of the town centre they will see and will be key to increasing visitor numbers. There is also new rail investment for Bicester, potentially bringing an even greater number of visitors and residents and along with it a growing economic potential. All this, coupled with the need for greater containment of the Bicester population, so they use the facilities within Bicester, provides sound reasoning why Bicester Market Square needs this investment and why the design and use of the Square is of great significance.
- 1.10 The expectation is that consultation will take place during the autumn on the 3 options prepared. Following that a preferred option will be agreed, and detailed design can be carried out. When detailed proposals have been prepared, there will be further public consultation. It is likely that there will need to be amendments to traffic, and parking orders, and this second round of consultation will cover these matters. Currently it is anticipated that it will be possible to commence work towards the end of 2010. It will be necessary to consider the timing of works carefully when the programme for the town

centre redevelopment works is known. It would be wise to avoid implementing these works while any highway infrastructure works relating to the town centre scheme are proceeding.

- 1.11 In order for Bicester Market Square to not get left behind when the new Sainsbury's scheme is developed in the Town Centre, then a full scale, integrated approach needs to be achieved for the Market Square too. Consideration needs to be given to traffic flow, parking levels, local occupier, visitor and residents demands, aesthetics, landscaping, links to Bicester Village and the new Sainsbury's development and any future promotion and vision for Bicester. It is not just thinking about the now but the future for Bicester too.
- 1.12 The three options suggested for public consultation are all different in their approach. Currently there are **48** public car parking spaces in Market Square and Market Hill, 33 pay and display spaces operated by the Council in the Market Place car park plus 2 disabled spaces, 13 limited time on street spaces, plus **9 taxi spaces** on the Market Hill rank.
- 1.13 Option A would leave the road, street scene and a parking layout very similar to the existing. However, there would be new paving, new crossing points and a more aesthetically pleasing environment to include limited new street furniture, public art and some landscape features. Provision would also be made for loading and unloading and taxis. There would be provision for **36** parking spaces in total; 24 pay and display 10 limited waiting, two disabled and **six taxi spaces**. This is a reduction of 12 public parking spaces overall and three taxi rank spaces
- 1.14 Option B would provide for two way traffic on the south side of the Market Square. There would also be a movement of some of the parking provision from Market Square to Market Hill. There would also be some on street parking. Again, as option A, there would be new paving, new crossing points and a more aesthetically pleasing environment to include new street furniture, public art and some landscape features. There will be a small public civic space available for things like on street seating. Provision will also be made for loading and unloading and taxis. There would be provision for **40** parking spaces in total; 30 pay and display, eight limited waiting, two disabled plus **four taxi spaces**. This comprises a reduction of eight public parking spaces overall and five taxi rank spaces.
- 1.15 Option C would also provide for two way traffic on the south side of the Market Square. This option however removes all parking from Market Square, but still creates parking provision on Market Hill and with some on-street parking. Again as option A and B, there would be new paving, new crossing points and a more aesthetically pleasing environment to include new street furniture, public art and some landscape features. There will be a large public civic space available for on street seating, as well as events and exhibitions, linking well with Sheep Street and Crown Walk, both of which are pedestrianised. Provision would also be made for loading and unloading and taxis. There would be provision for **26** parking spaces in total; 14 pay and display, 10 limited waiting, two disabled, plus **four taxi spaces**. This comprises a reduction of 22 public parking spaces and five taxi spaces.
- 1.16 All three options presented at the public consultation event will also show illustrations in 3D of how the schemes would look once complete, as well as

providing the public with the advantages and disadvantages of all three options.

- 1.17 All options reduce the amount of public car parking in the existing Market Square car park, and option C removes it entirely. This will result in a reduction in car parking income for the Council. Options B and C designate some replacement parking in Market Hill as pay and display parking, and following the implementation of decriminalised parking enforcement, the income would help to off-set any deficit generated by the Council in undertaking such enforcement. However, it would not be possible to treat any income as general revenue income, and it would have to be retained within a ring-fenced account.

Key Issues for Consideration/Reasons for Decision and Options

- 2.1 Whilst the three proposed options are all very different, it is believed that the three alternatives are required to give the public a varied choice of what could be achieved and to provoke their thoughts and comments.
- 2.2 The following options have been identified. The approach in the recommendations is believed to be the best way forward.

Option One Approve all three Options to go out to public consultation in November 2009.

Option Two Reject one or more options. However this may result in a delay to the public consultation event if a new option is drafted or changes made to the other options in light of any comments.

Implications

Financial: The matters set out in this report do not affect the capital budget of £250,000 set aside for this project. The loss of off-street car parking spaces administered by the Council will result in lost income. To some extent this may be reduced if the parking is displaced to other Council operated car parks. Also, any income to the ring fenced parking account which would be set up when decriminalised parking enforcement is introduced, is ignored. When this scheme is built, and in the light of other changes to the distribution and management of parking resulting from the town centre redevelopment, it will be appropriate to review the structure of car park charges generally. This may mitigate any reduction in the Council's income. However, disregarding these effects, the estimated reduction in car park income arising as a result of each option is:-

Option A – £22,073 per annum

Option B – £66,219 per annum

Option C - £80,934 per annum

Comments checked by Eric Meadows, Service Accountant 01295 221552

Legal:

As this scheme is being undertaken by OCC, it will not be necessary for there to be any agency powers granted to this Council. It will be necessary to seek an indemnity from OCC relating to the works which they are to carry out on the Council's land, and an agreement relating to the future on street parking income.

Comments checked by Malcolm Saunders, Senior Legal Assistant 01295 221692

Risk Management:

If the Council does not agree to at least two of the proposed option being put forward for public consultation, there is a significant risk that this will delay the project as new options or amendments to options are sought.

Comments checked by Rosemary Watts, Risk Management and Insurance Officer 01295 221566

Urban and Rural Services

The scheme is in its early design concept and issues in regards to taxi ranks, car parking, landscaping and street traders will need to be addressed as the options are progressed.

Comments checked by Chris Rothwell, Head of Urban and Rural Services 01295 221712

Wards Affected

All wards in Bicester

Corporate Plan Themes

A District of Opportunity

Executive Portfolio

Councillor Norman Bolster

Portfolio Holder for Economic Development and Estates

Document Information

Appendix No	Title
None	
Background Papers	
None	
Report Author	Lisa Chaney, Urban Centres Development Officer
Contact Information	01295 221843 lisa.chaney@Cherwell-dc.gov.uk

Executive

Pitt Review into 2007 Summer Floods – Further implications following the Government’s Response to the Report Recommendations

7 SEPTEMBER 2009

Report of Head of Building Control and Engineering Services

PURPOSE OF REPORT

All the recommendations of the Pitt Report into the Summer 2007 floods were accepted by the Government in late 2008. Following that in April 2009 the draft Flood and Water Management Bill was published and consulted upon. The Bill seeks to rearrange the various ways in which existing land drainage and flood risk management powers and responsibilities are organised, and proposes some new duties for those involved. If enacted the Bill would have significant implications for the way these services are delivered locally. The purpose of this Report is to appraise Members of those implications and to recommend an approach that supports the promotion of high quality land drainage services in Cherwell District in the future.

This report is a public report

Recommendations

The Executive is recommended to:

- (1) Support the ways in which the Flood and Water Management Bill seeks to place greater accountability on the Public Sector for flood risk management.
- (2) Note that it is likely that the lead statutory role in land drainage and flood risk management will rest in future with Oxfordshire County Council.
- (3) Recognise that it follows from (2) above that in future it will only be possible to provide land drainage and flood risk management services at District level through agencies or operational protocols to the Lead Local Flood Authority which is proposed to be the County Council.
- (4) Pursue partnership discussions about how District Councils in Oxfordshire might work with the County Council to provide high quality land drainage and flood risk management services in the future.

Executive Summary

Introduction

- 1.1 I reported to the Executive on 3 November 2008 with a summary of the Pitt Review Final Recommendations and intimated that the Government was set on using those as a basis for fundamental changes in the way land drainage and flood risk management is organised and delivered in England and Wales. There has followed a draft Flood and Water Management Bill which sets out the Government's proposals.

Proposals

- 1.2 Cherwell has historically been very active and taken the local lead in providing land drainage services. The Government's proposals, if enacted, would see Oxfordshire County Council becoming the 'Lead Local Flood Authority'. Cherwell would become accountable to the County Council as part of a more structured land drainage hierarchy. Effectively, Cherwell could only remain active in respect of land drainage within a formal structure governed by the County Council.

Conclusions

- 1.3 The Government's proposals should in general be welcomed as they will provide a more joined up land drainage and flood risk management service through all the public and private sector organisations involved. They will also significantly increase accountability and close the gaps that currently exist between the remits of the various service providers.

Background Information

2 General Overview of the Draft Legislation

- 2.1 The draft legislation has been consulted on publicly. The general practitioner view of the draft is that it contains sound principles. It is very largely welcomed and indeed overdue. Where professional opinions differ are around a few items of detail and in particular where the division occurs between the potential roles of County and District Authorities in two tier areas.
- 2.2 In interim responses the Government (through Defra) have said that they would expect any local issues to be resolved at a local level having full regard to the strategic objectives of the Bill. We should assume that the Bill will be enacted very largely as drafted.
- 2.3 As far as Cherwell is concerned the key points in the draft Bill are as follows:
 - i) The roles of all organisations expected to contribute to flood risk management are identified.
 - ii) The tier of Local Government expected to take the lead in the reduction and management of local flood risk has been identified with the introduction of the concept of a Lead Local Flood Authority

(LLFA). This is proposed to be at County level in two tier areas.

- iii) All new Sustainable Drainage Systems (SUDs) are to become adoptable by a “SUDs Adopting Authority” or SAB. In two tier areas the SAB is proposed to be the County Council.
- iv) The role of District Authorities changes to one that is sub-ordinate to the LLFA. However, District Authorities can continue to take a role in supporting the LLFA where they agree agencies and other local protocols.
- v) There will be a duty to co-operate and share information on all organisations (both public and private sector) having an interest in land drainage infrastructure.

2.4 The overriding purpose of the legislation is that all elements of land drainage infrastructure are overseen either by the Environment Agency or by the Local Lead Flood Authority with no gap between them. The Environment Agency will continue to have a strategic overview of all elements and be operationally responsible for the “main river” network. The LLFA will be tasked to ensure that flood risk from all sources other than “main rivers” is effectively managed.

2.5 There is no doubt that the new duties to be placed on the County Council as LLFA will be onerous. The LLFA will have to quickly acquire the resource and expertise needed to fulfil this role, it having been stated by Central Government that there will be no new money found for the task. A group of officers from the Oxfordshire Districts and the County Council is currently meeting to prepare for the new roles each will play.

2.6 The issue has also been considered informally by County and District Leaders and Chief Executives in Oxfordshire. There is a consensus that efforts should be made to co-operate to make best use of the existing resources and skills. However, the overall resource implications have not yet been considered in any detail.

3.0 Implications for Cherwell

3.1 Potentially, Cherwell has a part to play in the new set-up but it is important also for the Council to consider the likely role of the County Council and the new arrangements they establish. In reality, at least in the short to medium term whilst the County establishes a structure for their role, they will be heavily reliant upon local District expertise to deal with ongoing flood risk and to provide the local knowledge they will need in developing the Surface Water Management and other action plans they will statutorily have to prepare

3.2 Cherwell’s reasonable response to the legislation should be to adopt a proactive supporting role for the greater good of the service which may in time diminish as the County Councils becomes more confident in their role and competent to discharge all their new duties. This would exceed the basic statutory requirement of a District Council “co-operating and sharing information” with the LLFA but would make better use of the resource and knowledge that will remain available.

3.3 It is, however, very important to note that Cherwell’s ability to assist will be compromised by the County Council’s recent decision to withdraw the existing

Highways Adoption agency from 1 April 2010. This agency has been the basis of Cherwell's engineering service and as well as generating substantial income it has provided a centre of gravity for engineering skills. The withdrawal of the agency raises issues that will be considered in detail as part of the 2010/2011 budget process and an associated fundamental review of the engineering service.

- 3.4 Central Government/Defra have not been specific about when the Bill in its final form is likely to be enacted. Within the consultation references are made to transferring responsibility for private sewers to Statutory Sewerage Undertakers which would release funding streams for the new land drainage obligations. Defra has publicly stated their intention to effect this transfer on 1 April 2011 and therefore that would appear to be the latest time when the provisions of the new Flood and Water Act could take place. That said, Defra are sending out messages that the Government may fast-track this legislation to an earlier implementation.

4.0 Consultation Response to Draft Legislation

- 4.1 Although Authorities and organisations have been at liberty to respond to the consultation individually Cherwell has collaborated with the County Council and all its District counterparts to submit a joint response. This reflects the countywide desire to jointly meet the challenges ahead.
- 4.2 The gist of the consultation response has been that that all the Oxfordshire Authorities support the principles of the draft legislation and will work together to jointly provide the future service to the greatest benefit of the Oxfordshire public.

Key Issues for Consideration/Reasons for Decision and Options

- 5.1 The key issue for Cherwell is to acknowledge that there will be a shift in land drainage and flood risk management responsibilities. Whereas currently these lie principally at a District level it is proposed that the County Council will assume a lead role and co-ordinate activities and operations through a strategic central resource.
- 5.2 In the light of this shift Cherwell needs to decide how much it can do to support the County Council in its new role as LLFA. Given the new framework it could downgrade its support to a level of do-minimum discharging no more than its basic statutory duties. Alternatively, it could offer a more active role and possibly additional funding support. These choices will need to be considered further through the 2010/2011 budget process.

Implications

Financial: There is a cost in the Council's maintaining its current level of land drainage expertise and resource. Currently 0.5 FTE's are deployed on land drainage/flood risk management. This is the minimum level of resource that would continue to be required.

The inclusion of the service within an overall engineering function has allowed flexible use of staff and peak demand responses. This flexibility will not be readily available in future due to the County Council withdrawing the Highways Adoption agency on 1 April 2010. (see para 3.3 above).

Following my Report of 3 November 2008, the Council set aside £131,063 in the land drainage reserve fund it established from the Defra grant which the Council received in recognition of its responses to the 2007 floods. This is currently being put to good use and with careful spending and significant joint funding of schemes with Partner Organisations it will be possible to eke this out over a period of three or four years.
Comments checked by Eric Meadows, Senior Accountant Planning, Housing and Economy) 01295 221552

Legal: In addition to the necessary land exchange, it will be necessary to amend the car park orders regulating the public car parking.

Comments checked by Liz Howlett, Head of Legal and Democratic Services, 01295 221686

Risk Management: The recommendations of this Report are consistent with the Council's aims of reducing risk in all service areas across the Council.

Comments checked by Rosemary Watts, Risk Management and Insurance Officer, 01295 221566.

Wards Affected

All Wards

Corporate Plan Themes

A Safer Healthy Cherwell

Executive Portfolio

Councillor George Reynolds
Portfolio Holder for Environment, Recreation and Health

Document Information

Appendix No	Title
None	
Background Papers	
Draft Flood and Water Management Bill, April 2009 available on deposit in Members Room or on www.defra.gov.uk/corporate/consult/flood-water-bill/index.htm	

Oxfordshire Authorities response to consultation on Draft Flood and Water Management Bill, available on deposit in the Members Room.

Report Author	Tony Brummell, Head of Building Control and Engineering Services
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Executive

BRYAN HOUSE BICESTER REDEVELOPMENT SCHEME

7 SEPTEMBER 2009

Report of Head of Economic Development and Estates, Head of Housing Services, and Head of Urban and Rural Services

PURPOSE OF REPORT

To consider options for progressing the redevelopment scheme

This report is a public report

Recommendations

The Executive is recommended:

- (1) To approve a land exchange with Sanctuary Housing to enable the redevelopment of the Bryan House site with affordable housing, with the loss of one public car parking space.

Executive Summary

Introduction

- 1.1 For some time the Council has been working with Sanctuary Housing to bring forward a scheme to redevelop the Bryan House site in Chapel Street Bicester. The site was transferred to Charter Community Housing in 2004 as housing for older people but has been empty since July 2006 as it was no longer fit for purpose.
- 1.2 In 2006 the Council produced some informal development principles to guide the redevelopment of the site, and these were adopted by the Executive in December 2006. One of the objectives of the Council's approach was to infill with housing the gap sites on Chapel Street that are currently occupied by the Council's car parks, and to relocate public car parking behind the building line, on land partly in Sanctuary's ownership. Sanctuary have developed a scheme in accordance with the guidance provided, and have support in principle from the homes and communities agency for a level of grant which achieves financial viability.

- 1.3 In order to undertake the development as proposed, it will be necessary for there to be a land exchange between the Council and Sanctuary, as it is proposed that the land allocated for public car parking be changed. The current design complies with the development principals but means that there is a net loss of nine public car parking spaces. However, by deleting two housing units the loss of public car parking can be reduced to one space.

Proposals

- 1.4 It is proposed that Sanctuary be asked to amend their scheme to minimise the loss of public car parking, but the option exists to maximise the amount of affordable housing by agreeing to the loss of nine public car parking spaces.

Background Information

- 2.1 The Council's development principles propose that some of the gaps in the Chapel Street frontage are filled by building on the Chapel Street car park, and on a small part of the Chapel Brook car park. It proposes that the layout of the site provides for replacement public car parking on land which is currently in the ownership of Sanctuary, to form an enlarged Chapel Brook car park.
- 2.2 Currently there are 43 general purpose public car parking spaces in the two car parks. However, when the adjoining Willows scheme for older people was built, the Council agreed to allocate nine car parking spaces to staff or residents of the Willows. These are currently located in the private car park serving Bryan House. The scheme prepared by Sanctuary provides for 43 car parking spaces on the assumption that nine would be allocated to the Willows, resulting in a loss of nine public spaces.
- 2.3 A plan showing the proposed development scheme is annexed to this report. This provides 23 social housing units, served by their own allocated parking spaces. It also shows the 43 public car parking spaces highlighted in yellow, 9 of which would have to be reserved for the Willows under the agreement made when that scheme was developed. If the Council is not prepared to see the loss of nine public car parking spaces, it would be possible to delete from the scheme the block of 2 units in the centre of the site marked Block 3, between the public and private car parks. This would enable the public car park to be extended accommodating eight additional spaces, resulting in the loss of only one public space.
- 2.4 The issue to be decided is whether it is more desirable to maximise the amount of affordable housing provided, and accept the loss of nine public car parking spaces, together with the associated loss of revenue income, or to minimise the loss of public car parking
- 2.5 It is relevant to note that, during the implementation of the Bicester town centre redevelopment scheme, there will be substantial disruption to public car parking. The Council will be making arrangements to replace the car parking spaces lost, including constructing an extension to the Cattle Market car park. However, there may be some small, temporary reduction in parking available. However, when the town centre scheme is completed, there will be significantly more public spaces than at present.
- 2.6 Whichever option is chosen, it is proposed that the Council and Sanctuary exchange the relevant areas of land, to ensure that the housing development site is in Sanctuary's ownership, and the public car park is in the Council's ownership. Sanctuary will be responsible for constructing the car park to a specification agreed with the council, at their own cost, including the relocation of ticket machines etc.

Key Issues for Consideration/Reasons for Decision and Options

- 3.1 The issue is whether maintaining the number of parking spaces is more important than maximising the number of affordable houses.

The following options have been identified. Any other option would be a significant departure from the Development Principles adopted by the Council in December 2006.

Option One Proceed with the scheme as currently proposed, resulting in the loss of nine public car parking spaces

Option Two Ask Sanctuary to amend their scheme to delete two housing units, and reduce the loss of public car parking spaces to one. This is the option put forward in the recommendation.

Consultations

None

Implications

Financial: Currently the income received by the Council at these car parks is approximately £850 per space per annum. Consequently, the loss of income from nine spaces would be £7,600 pa, and from one, would be £850 pa. These figures are the worst case scenario, and ignore the possibility of displacement to other CDC public car parks. Under either option, it is anticipated that Sanctuary will not require grant from the Council towards the cost of the housing.

Comments checked by Eric Meadows, Service Accountant 01295 221552

Legal: In addition to the necessary land exchange, it will be necessary to amend the car park orders regulating the public car parking.

Comments checked by Richard Hawtin, Team Leader – Property and Contracts 01295 221695

Risk Management: No significant risks relating to these proposals have been identified.

Comments checked by Stephen Newman, Head of Exchequer 01295 221861

Wards Affected

All Bicester Wards

Corporate Plan Themes

A district of opportunity

Executive Portfolio

Councillor Norman Bolster

Portfolio Holder for Economic Development and Estates

Councillor Michael Gibbard

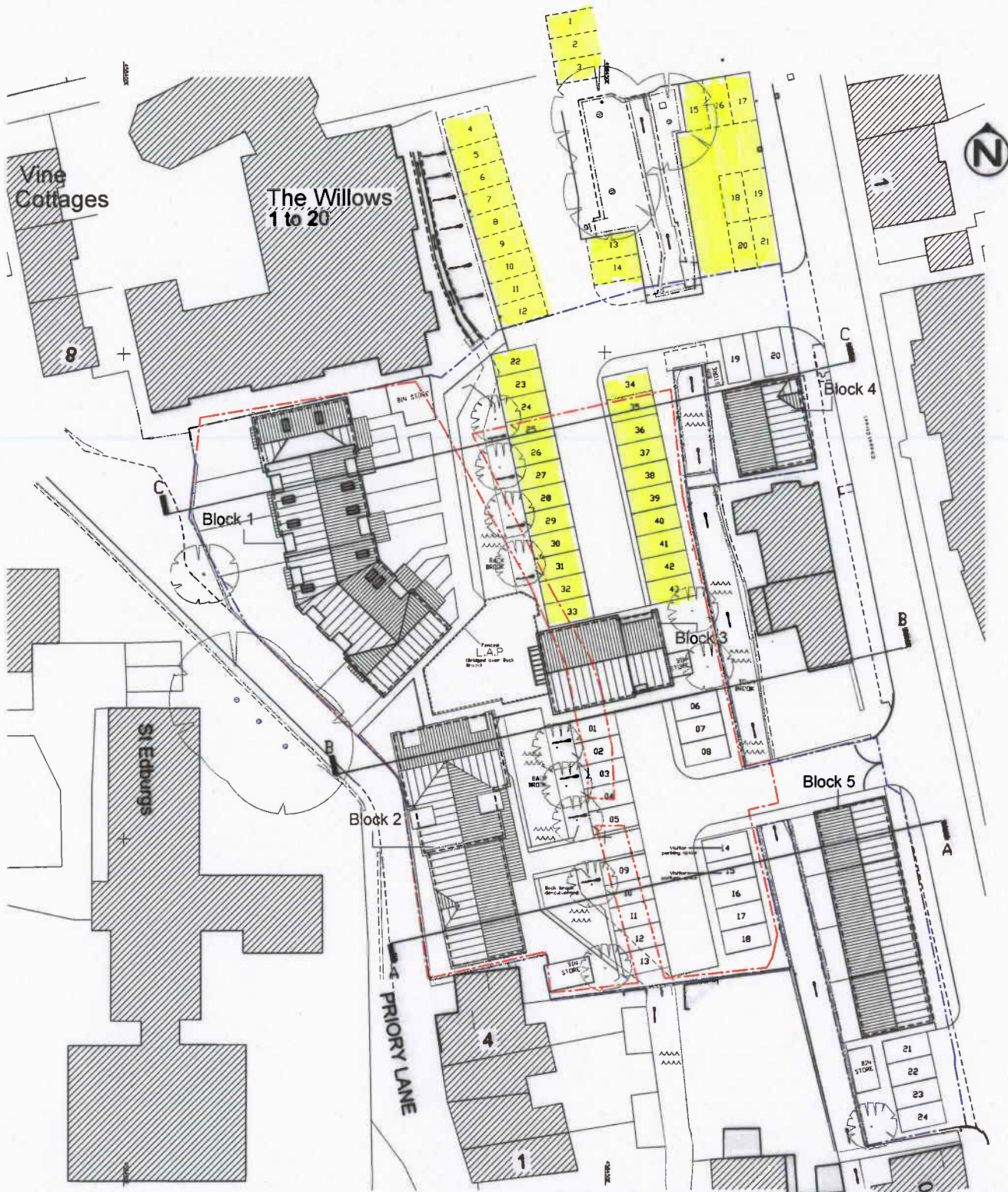
Portfolio Holder for Planning and Housing

Councillor Nigel Morris

Portfolio Holder for Community Safety, Street Scene and Rural Services

Document Information

Appendix No	Title
Appendix 1	<i>Site plan</i>
Background Papers	
None	
Report Author	David Marriott, Head of Economic Development and Estates
Contact Information	01295 221603 david.marriott@Cherwell-dc.gov.uk



Accommodation schedule table with approximate areas

Block Number	Total Number of units	Total No. of parking spaces required	Accommodation breakdown	Approximate Area (m ²)
Block 1	7	7	1 No. 4 bed house 3 No. 3 bed houses 3 No. 2 bed flats	121m ² 2 @ 23m ² , 1 @ 131m ² 70m ²
Block 2	7	7	5 No. Split Occupancy flats 2 No. 2 bed flats	47m ² or 50m ² /54m ² (dependent on use) 71m ²
Block 3	2	2	2 No. 2 bed flats	76m ²
Block 4	2	2	2 No. 1 bed flats	46m ²
Block 5	4	4	4 No. 2 bed houses	72m ²
Total	22	22		

- Key**
- Proposed site boundary
 - Existing site boundary (as on current title/land registry plan)

Nb/ Boundary extents accurate to scale of 1:1250 (as per Ordnance Survey data)

DAVID J. STEWART ASSOCIATES
 THE COACH HOUSE, 61 HIGHTOWN ROAD
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BRYAN HOUSE
BICESTER
PROJECT SITE PLAN

Revision A - Site layout revised to new block configurations, 14.07.09

DRAWING No. 2007/1015/SK21
 DATE 14.04.09
 SCALE 1:200



Executive

Annual report and summary of accounts 2008/9

7 September 2009

Report of Strategic Director Customer Services and Resources

PURPOSE OF REPORT

This report seeks approval of the combined Annual Report and Summary of Accounts 2008/9, subject to any amendments of the Accounts, Audit and Risk Committee on 23 September 2009.

This report is public

Recommendations

The Executive is recommended:

- (1) Consider the draft Annual Report and Summary of Accounts 2008/9 (latest version appendix 1 remains work in progress), to be given final approval subject to any amendments by the Accounts, Audit and Risk Committee on 23 September 2009.
- (2) Delegate any changes arising as a result of this meeting to the Chief Executive and The Leader of The Council to agree final format prior to the Accounts Audit and Risk Committee on 23rd September

Executive Summary

Introduction

- 1.1 The combined Annual Report and Summary of Accounts build on our commitment to be an accessible, value for money council. It aims to provide an easy to understand overview of our accounts, available in different formats. This year's document follows the successful format of last years (copies available on request)

This year's document includes acknowledgement of the contribution of our significant partners to the outcomes for the year.

- 1.2 The Annual Report and Summary of Accounts 2008/9 is a public document that sets out what the council achieved in 2008/9, how we managed our finances and what we intend to achieve in 2009/10. As well as meeting the requirement to publish a summary of accounts it also includes our environmental statement, both of which are required under the Use of Resources inspection regime.
- 1.3 The purpose of the document is to communicate complicated information about performance and finance in an informative, easy-to-understand and accessible way.

Conclusion

- 1.4 The report will be available on-line and in hard copy in our one stop shops. It will be distributed to partner organisations and community groups. It will be available on request in a variety of formats to ensure it is accessible to as wide an audience as possible. In keeping with the previous year, feedback for improvement will be actively sought from a wide range of stakeholders and used to inform changes to next year's report.

Background Information

- 2.1 The Annual Report and Summary of Accounts 2008/9 shows the council has delivered its promises from the 2008/9 council tax leaflet, significantly improved its overall performance (formally recognised as excellent under the CPA inspection process) and managed its finances prudently and efficiently remaining financially sound during a period of unprecedented economic turbulence. Council tax increases were kept below the level of inflation again. In setting out our ambitions for 2008/9 we demonstrate a commitment to further improve the performance of the organisation and the services we deliver to the public.
- 2.2 The report is a key way of communicating our achievements and plans to the public. We will reach as wide an audience as possible and will highlight the availability of the report in the next issue of Cherwell Link. The report will be available on line and through the council's one stop shops. Copies will be sent to partner organisations and community groups. We will ensure accessibility by making the document available on request in Braille, large print, in other languages and in audio format. We will also ensure people are able to provide comments and feedback on the document's format and content.

Key Issues for Consideration/Reasons for Decision and Options

- 3.1 To make proposals for the content and format of the Annual Report and Summary of Accounts 2008/9

The following options have been identified. The approach in the recommendations is believed to be the best way forward

Option One Consider and recommend the latest draft Annual Report and Summary of Accounts 2008/9 (attached at Appendix 1), to be given final approval by the Accounts, Audit and Risk Committee on 23 September 2009.

Option Two Consider and not recommend the Annual Report and Summary of Accounts 2008/9 (attached at Appendix 1), to be given final approval by the Accounts, Audit and Risk Committee on 23 September 2009.

Consultations

Chambers of Commerce Feedback from previous annual report was actively sort as part of the current years budget process.

Implications

Financial: There are no financial implications arising form this report. The Annual Report is funded from within existing resources.

Comments to be checked by Karen Curtin, Chief Accountant, 01295 221 551

Legal:

Publication of this report allows us to meet the statutory requirements to publish a summary of accounts

Comments to be checked by Pam Wilkinson, Principal Solicitor, 01295 221688

Risk Management:

The Annual Report and Summary of Accounts records the delivery of the council's strategic objectives, key performance indicators and management of resources during 2008/9.

Comments to be checked by Rosemary Watts, Risk management and insurance officer 01295 221 566

Wards Affected

All

Corporate Plan Themes

The Annual Report and Summary of Accounts covers key activities included in the Corporate Plan and is an integral part of our accessible and value for money strategic priority.

Executive Portfolio

Councillor James Macnamara
Portfolio Holder for Resources

Document Information

Appendix No	Title
Appendix 1	Draft Annual Report and Summary of Accounts 2008/9 –
Background Papers	
None	
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Annual Report and Summary of Accounts 2008/09

Delivering in partnership

Leader's message



This annual report and summary of accounts is an easy-to-read overview of how Cherwell District Council has continued to improve and protect public services during 2008/09. We've maintained a sound

financial position, characterised by reduced running costs. Not many organisations can say they have improved services and reduced their costs at the same time - a major achievement. Councillors are clear that residents expect this from a council that has been graded "excellent" by the Audit Commission – something I am very proud of.

The financial year 2008/09 was busy, productive, and an important milestone year for Cherwell District Council. We embedded a robust performance management regime, which enables councillors to track and manage priority projects, while keeping enough capacity to react to the emerging economic downturn.

This report details our achievements and shows how we performed against our public promises. An investment of £15 million means residents can access brand new leisure facilities across the district. Working with our partners we've helped reduce thefts from vehicles, robbery and household burglaries by 9 per cent, against a target of 5 per cent and we kept council tax increases below the rate of inflation.

Our last financial year was a "good news story" and I pay credit here to the hard work and dedication of council staff. The public should be assured that the council will not rest on its laurels. Cherwell District Council will continue to improve services while reducing costs. We believe we have a winning formula.

Councillor Barry Wood
Leader, Cherwell District Council

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What we promised

What we did

Ensure 90 per cent of our streets and parks are clean at any one time

Target exceeded – 93 per cent streets and parks clean at any one time

Achieve a recycling rate of 49 per cent

Target exceeded – recycling rate is 49.6 per cent

Reduce waste going to landfill by 1,500 tonnes

Target exceeded – 1,640 fewer tonnes sent to landfill

Reduce the council's CO₂ emissions by 4 per cent

Target exceeded – the now-completed refurbishment of Bodicote House and other new measures will help us reduce emissions

Ensure at least 78 per cent of residents, when asked, say they feel safe at home and in the community

Target exceeded – 87 per cent of residents felt safe outside in the local area during the day and 57 per cent after dark

Work with Thames Valley Police to reduce crime involving theft from vehicles, robbery and household burglary by 5 per cent

Target exceeded – theft from vehicles, robbery and household burglaries reduced by 9 per cent

Support provision of the best possible services at the Horton General Hospital

Target achieved – we continued to support and influence the Better Healthcare Programme which is developing proposals for services at the Horton

Support new and improved healthcare services in Bicester and surrounding areas	Some progress made – but the start of the Primary Care Trust’s procurement process was delayed, limiting our ability to act this year
Invest £15m in rebuilding or refurbishing our sports centres to deliver better future services in Banbury, Bicester and Kidlington	Target achieved – with the construction work completed in 2008/09 leading to the opening of fully-modernised Bicester and Kidlington leisure centres in June 2009 and of Woodgreen Pool in Banbury in August 2009
Contribute to the creation of 200 new jobs in the district	Target exceeded – 817 new jobs created (although more were lost as a result of the economic downturn)
Achieve 400 new homes including a minimum of 100 affordable homes	Target exceeded – 428 new homes completed including 122 affordable homes
Enhance Kidlington village centre by replacing the street furniture	Good progress made – completed in May 2009
Ensure that at least 90 per cent of our customers, when asked, are satisfied with our service when contacting the council	Target exceeded – in March 2009, 99 per cent of the council’s face-to-face and telephone customers were satisfied with the customer service they received
Keep our council tax increase to below inflation	Target achieved – the council tax increase for 2009/10 was below the rate of inflation (for the third year in a row)
Provide rural customers with more ways to access our services, including ten new access points in local communities	Target exceeded – Customers can pay Council bills at 26 PayPoints throughout the District, including 9 in village locations, and access council information and services at three LinkPoint kiosks located in villages.
Ensure that 70 per cent of our customers when asked feel well-informed about the council	Target not achieved – The 2008 annual customer satisfaction survey showed 64 per cent of residents feel well informed. We are taking action to improve on this performance

Chief Executive’s look forward



As I write this we are halfway through 2009/10. We are making very good progress towards our 16 promises for this year, including the promise to reduce our costs by a further £1 million by the beginning of 2010/11.

We continue to manage the impact of the economic recession on the council itself -- it’s reducing our income from some services such as planning applications and significantly increasing our workload in others, such as housing benefits. It looks as if we’ll have to manage these challenges for some time. We may well face substantial cuts to our funding from central

government over the next few years and we are doing all we can now to be best-placed to protect services when this happens.

We have worked hard this year to support residents who have been made redundant or face the threat of redundancy. Our Job Clubs in Banbury and Bicester have been an important part of this and we’ll continue to focus our efforts on supporting people who find themselves in this situation.

Mary Harpley
Chief Executive

2008/09 – Headlines

- We were awarded 'excellent' status under the comprehensive performance assessment (previously 'good') and became the joint fifth best-performing district council in the country out of 238.



- We improved our score (the scale is one to four) under the national use of resources inspection regime for financial reporting' and for value for money (from two to three).

- All of this was achieved at the same time as reducing overall operating costs.

excellent

Recognised as an **excellent council** by the Audit Commission

Cherwell: A district of opportunity

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- We led and funded the successful launch of a job club in Banbury and started planning for a job club in Bicester.



- The number of households living in temporary accommodation fell to under 100 for the first time. This has now improved further to 63 families against a target of 96.

- Adopted the new rural strategy.



A cleaner, greener Cherwell

- Our street cleansing service now operates additional hours in urban areas.

- We met our targets for dealing with litter, graffiti, and fly posting, reducing the low level of environmental crime even further.

- We processed 86per cent of 'major' planning applications within the Government target of 13 weeks, against a target of 80 per cent.

- We invested in additional waste bins and new street cleansing vehicles which will improve cleansing standards and operational efficiency.



A safe and healthy Cherwell

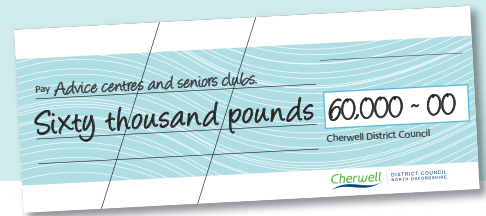
- We met targets for reducing serious violent crime and serious acquisitive crime.



- We established six neighbourhood action groups with community representation.

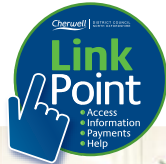
- Grants allocated to improve 17 village halls.

- An additional £60,000 of grant funding given to support advice centres and seniors clubs.



An accessible council

- We opened one-stop shops in Banbury, Bicester and Kidlington.
- We installed three Link Point kiosks at Cropredy Bridge Stores, Sibford Gower and Deddington Library. Customer access is now available 8.45am to 5pm, five days a week.
- We resolved all complaints within the published time.



A value for money council:

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- We delivered over £1 million of efficiency savings.
- We completed the refurbishment of Bodicote House to plan and budget, helping reduce our costs and improve our environmental performance.



- We will receive income from letting the town centre offices in Banbury to the primary care trust for a new GP led health centre and dentist and are exploring options to let Old Bodicote House.

Summary of accounts 2008/2009

Head of finance's statement

The council's statement of accounts has been prepared in accordance with the Code of Practice on Local Authority Accounting. The council's annual accounts are subject to an annual audit inspection by the Audit Commission. The purpose of the accounts is to give residents, businesses, tax payers and partners clear information about the council's finances.

A full copy of the accounts is available for examination on request. It is available at www.cherwell.gov.uk or if you prefer a printed copy can be ordered via the website.



This summary gives a brief overview of the council's expenditure and income and its financial position for the year ending 31 March, 2009.

Our income and expenditure account for the year ending 31 March, 2009 shows that we spent £30.6m on running services but after exceptional items, other costs and income, our spend for the year was £20.2m. The money that we spend comes from local and national taxes and business rates given back to us by central Government.

**Actual
2008/09
£'000**

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Expenditure	
Service expenditure	30,581
Net service expenditure	30,581
Exceptional items	2,000
Net cost of services	32,581
Town and parish precepts	3,755
Surplus from trading activities and sale of assets	-845
Investment income	-6,050
Interest cost on pension fund	1,750
Other accounting items (including pension fund and depreciation)	-7,652
Use of reserves	-3,317
Amount we spent	20,222
Funding	
Collection fund	-3,857
Cherwell District Council tax	-5,961
Government grant - general	-1,236
Government grant - NNDR from pool	-9,123
Total funding	20,177
Decrease in general fund balance in 2008/09	-45
General fund balance at 31 March, 2008	1,949
General fund balance at 31 March, 2009	1,904

Service expenditure by strategic priority



General fund balance

This balance shows how much money we had at the beginning of the year as our working balance (known as the general fund balance), the amount left over from the income and expenditure account, statutory amounts we took into account (such as depreciation) and money we have put away in our reserves for future projects. This gives us our working balance for the next financial year.

Capital expenditure and financing

Cherwell spent money on a variety of capital activities during the year to continue to provide first-class public facilities and investing in the infrastructure of the district.

The council delivered 100 per cent of its 08/09 capital budget. Capital expenditure (spending on the acquisition, creation or enhancement of fixed assets) and capital income (mainly receipts from the sale of such assets), are detailed in the notes to the financial statements and summarised in the tables below:

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2008/09 capital expenditure	£'000
Operational assets	8,562
Non-operational assets	14,551
Intangible assets	259
Revenue expenditure funded from capital under statute (REFCUS)	5,252
	28,624

Capital schemes	Budget	Actual	Variance
	£`000	£`000	£`000
Town centre redevelopments	234	154	80
Housing services	2,742	2,794	(52)
Environmental services	999	954	45
ICT projects	944	1,048	(104)
Sports centre modernisation	19,249	19,242	7
Bodicote house accomodation changes	1,034	1,070	(36)
Health and recreation	913	937	(24)
Various small value schemes	499	425	74
Flood alleviation scheme*	2,000	2,000	0
	28,614	28,624	(10)

The table below shows how we funded our capital programme:

2007/08 capital expenditure financing	£'000
Capital receipts	23,963
Government grants and other contributions - assets	1,259
Government grants and other contributions - REFCUS	733
Direct revenue financing	669
REFCUS funded from earmarked reserve through revenue	2,000
	28,624

Balance sheet - what are we worth?

Our balance sheet gives a “snapshot-in-time” picture of our financial position at the end of the financial year. It shows the value of our assets and investments, what we owe (now and in the future) funds we hold for others and amounts owed to us. As well as how much cash we hold and how our organisation is financed (reserves and balances). All as that particular “snapshot-in-time”.

We started the year with £159 million of net assets, earmarked reserves of £12.5 million and a general fund balance of £1.9 million. As at 31st March, 2009 the net asset figure had fallen by £29 million mainly due to the fall in interest rates resulting in a forecast increased pension deficit and a reduction in value (impairment) of assets, such as land and buildings as a result of the general property

market slump. At the end of the year we remain financially sound with net assets of £130 million, £9.2 million of earmarked reserves and £1.9 million of general fund reserves.

Balance sheet	£'000
Assets such as land and buildings and stock owned by the council	102,726
Money invested to generate interest to support the council tax	85,111
Cash and bank balance	-133
Money owed to us	10,433
Money we owe**	-68,316
Total assets and liabilities	129,821

* Funds allocated in 08/09 budget, for delivery in 09/10

** Including pension fund and other funds held on behalf of others

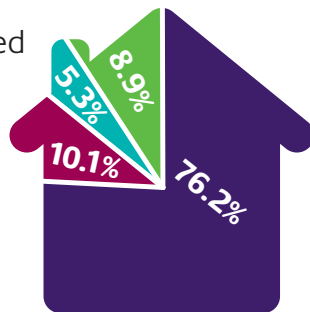
Cash flow statement

The cash flow statement summarises how much cash we paid in and how much we paid out during the year. The council's bank balance improved by £0.1m during 2008/2009.

Collecting local taxes

Council tax: Cherwell District Council, as the billing authority, collects the council tax for Oxfordshire County Council, Thames Valley Police Authority and the individual town and parish councils as well as the district's own requirements. Council tax income for 2008/2009 was £71.7m. This includes additional £0.6m collected above the 98 per cent collection rate. This amount will be distributed among all preceptors.

The council tax collected by Cherwell District Council during 2008/2009 was distributed as follows.



Cashflow	£'000
Bank balance on 1 April, 2008	-252
Cash outflow from revenue activities	12,793
Cash inflow from investments	-8,078
Net cashflow from capital activities	20,216
Net decrease in short term deposits	-25,050
Net increase in cash	-119
Bank balance on 31 March, 2009	-133

Business Rates: Business rates are set by the Government. Cherwell District Council collects the business rates due in the district and pays them directly to the government. The Government redistributes these funds to all local authorities using a method based on population. During 2008/2009 the council paid £62m to the Government and received £9m.

2008/2009 £'000

Oxfordshire County Council	54,137
Thames Valley Police	7,191
Parishes	3,755
Cherwell District Council	5,961
	71,044

Glossary

Exceptional items Exceptional items are ones that are material in terms of the authority's overall expenditure and are not expected to recur frequently or regularly.

Capital receipts These are monies received from the sale of assets e.g. council buildings and surplus land. The council is required, under current legislation, to "set aside" a proportion of the receipt to meet debt repayments where debt-free councils can spend the receipts (subject to certain restrictions).

Collection fund This account reflects the statutory requirement

to maintain a separate Fund, which shows the transactions of the billing Authority in relation to national non-domestic rates and council tax, and illustrates the way in which these have been distributed to preceptors and the council's general fund. The collection fund is consolidated with the other accounts of the council.

Business rates (or national non domestic rates - NNDR)

These are paid on commercial, business and non-residential properties. The Government determines the level, although the council is responsible for its billing

and collection. The proceeds are pooled and then redistributed among local authorities.

Revenue Expenditure Funded from Capital under Statute (REFCUS)

Capital expenditure which does not result in, or remain matched with, tangible assets. Examples of this include expenditure on items such as private sector housing grants or expenses included in the promotion of a private act of Parliament.

A full glossary of terms used in this summary of accounts can be found in the 2008/09 statement of accounts

Cherwell's Green Credentials



The District Council and its communities have been working hard to reduce the environmental effect of their activities. This work has made sure that the Council and the Cherwell district is well placed to respond to the recently introduced Government indicators and targets regarding climate change.

Before the Government set out the new protocols, Cherwell's Environmental Strategy for a Changing Climate was already being devised. It was published in May 2008 and can be found at www.cherwell.gov.uk by clicking 'climate change and sustainability' in the environment and planning section.

A leaflet entitled 'Working together on Climate Change' can be found on the same page or picked up at libraries, the Council's One Stop Shops or at roadshows.

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District Council Actions in 2008/09 included:

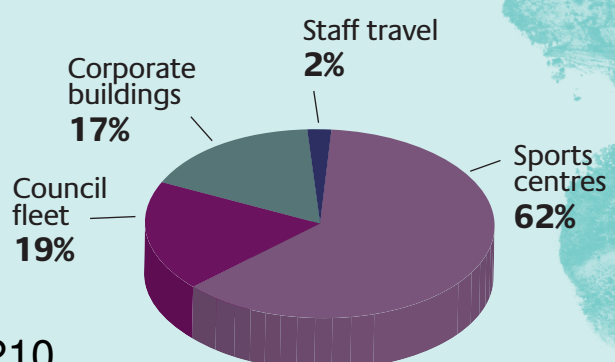
- Changed our main office accommodation to improve energy efficiency;
- Reduced by 23 per cent the amount of office accommodation we use to make available any surplus for letting to local organisations;
- Replaced 25 per cent of the refuse collection fleet with each new vehicle having reduced nitrous oxide emissions of 80 per cent and soot particles of 60 per cent less;
- Improved light fittings and controls were installed in Banbury Museum which are expected to reduce emissions each year through lower energy use by 31 tonnes and annual costs by £5,000;
- Energy consumption data analysis undertaken which allows us to target areas for future lower energy consumption and CO₂ reductions (see National Indicator 194 and our carbon footprint baselines opposite);
- Supported local business in the procurement of goods and services;
- Set up a partnership group from the Cherwell district to support others and develop actions by them to cut CO₂;
- Implemented additional internal recycling and energy reductions activities;
- Adopted a green procurement policy;
- Produced and distributed a climate change advisory advice leaflet to all households

Future Activities Include:

- Supporting local businesses, communities and residents in their efforts to reduce their carbon footprint and adapt to climate change;
- Continuing with the refuse collection fleet replacement programme where there are cost savings and reduced emissions;
- Achieving further energy efficiencies in Council buildings;
- Reducing the Council's business mileage
- Purchasing electricity using a green tariff

NI 194 showed a baseline of
Nitrous Oxides emissions 14256 kg
Soot 519 kg

Carbon Footprint Baseline 2007/08



Delivering in partnership

Communities in Cherwell face a variety of issues that the district council can't address on its own. Instead we join forces with other organisations in Oxfordshire to share expertise, objectives and success. Cherwell District Council is grateful for the help given by these organisations and recognises many of the services the community receives could not be delivered without successful partnership working.

Partnerships in action

You'll see a full list of our partnership organisations on the back cover. Here's just a selection of our achievements in 2008/9.

Oxfordshire Housing Partnership

Met our target of delivering 256 units.



Oxfordshire Economic Partnership

Launched the UK's first job clubs in Banbury and Bicester to help people get back to work.



Cherwell Safer Communities Partnership

Provide funding to offer CCTV cameras for installation in taxis.



Oxfordshire Safer Communities Partnership

County-wide campaign to raise awareness of domestic abuse launched by broadcaster and journalist Nick Ross, who pronounced it the best campaign of its kind he'd seen.



Health and Wellbeing Partnership Board

Achieved the highest participation rate of all English counties, with more than 26 per cent of adults involved in sport in Oxfordshire.



Bicester Vision

Part of Bicester Vision's work this year, as its influence continues to grow, was to organise a retail conference which attracted about 150 retailers.

Homelessness Strategy Partnership

Raided awareness of homelessness prevention among young people with the No Place Like Home campaign



Kidlington Village Centre Management Board

Completed first phase of Exeter Close conversion, providing extended playing fields pavilion and refurbishing tennis courts.

Banbury Town Centre Partnership

Gained a Silver Guild award in the Britain in Bloom competition after installing new planters and the sun motif at Banbury Cross.

pic to come of Exeter close or Sun motif

Performance indicators

All councils are required by the Government to collect information on areas such as waste, planning, benefits and housing and report on them each year.

This enables us to compare current performance against past years and see how we compare with other local authorities.

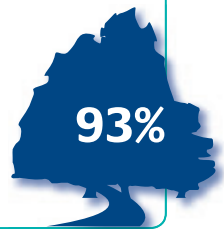
Where we are performing well

While we want to improve across all services we have prioritised those services we know are particularly important to the public. Because of this we are pleased to highlight some of our key achievements in 2008/09

Jobs 817 new jobs were created

We spent £910,000 on 140 schemes to improve the homes of people with disabilities.

93 per cent of our streets and parks are clean at any one time against a target of 90 per cent.



The waste recycling rate is 49.6 per cent, exceeding the target of 49 per cent.



The amount of waste sent to landfill was reduced by 1640 tonnes against a target of 1500 tonnes.

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428 new homes were completed against a target of 400 and 122 affordable homes completed against a target of 100.



The number of households living in temporary accommodation fell to under 100 for the first time. This has now been reduced to 63 families against a target of 96.

We reduced theft from vehicles, robbery and household burglaries by 9 per cent against a target of 5 per cent and met targets for reducing serious violent crime and serious acquisitive crime.



Delivering our targets

- Our corporate plan sets out our ambitions for delivering services to the community. In 2008/09 the council has met or made satisfactory progress on 96 per cent of the performance targets in the corporate plan. This is despite having considerably more difficult performance targets and surpasses the figure of 91 per cent reported last year.
- In order to ensure the council is making best use of all its resources each year we have an internal corporate improvement plan. The council met 89 per cent of the

targets in the corporate improvement plan, compared with 79 per cent in 2007/08, and made satisfactory progress on another 9 per cent.

- During the year, the Audit Commission released national comparative figures for performance against best value performance indicators (BVPI) for 2007/08. This shows we achieved 74 per cent of BVPIs in the top half of performance nationally, compared with 68 per cent in 2006/07.

What we said we'd improve

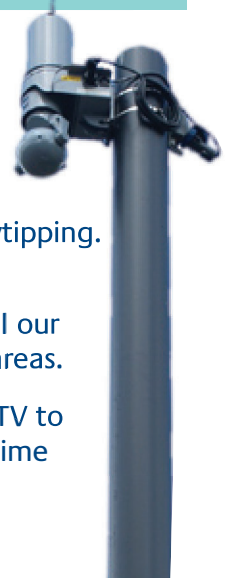
In our last annual report we set out a number of areas where we wanted to improve our performance. This is how we did:

	Removing dog mess	▶ We surpassed our targets for keeping streets free from litter including dog mess.
	Removing abandoned vehicles	▶ We surpassed our targets for both investigating and removing abandoned vehicles.
	Providing guidance to preserve the character of all our conservation areas	▶ 64per cent of our conservation areas have detailed character appraisals against our target of 75 per cent. These appraisals are of the highest possible quality and we will continue to make progress towards our target in 2009/10.
	Increase waste recycling by introducing a kitchen waste recycling service.	▶ This cannot be achieved until the county council delivers the local food waste processing facility. We hope to commence the collection of kitchen waste for recycling in Autumn 2009.
	Ensure our workforce reflects the make up of the local community.	▶ Our approach to recruitment aims to make the council attractive to everyone, regardless of ethnic background, religion or disability.
	Work with other agencies to reduce anti-social behaviour	▶ The council, working with the police, the courts and youth services, have engaged with hundreds of young people and their parents to deal with incidents of anti-social behaviour. We have also pioneered new initiatives to support young people who could drift into crime.

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For 2009/10 we have identified a number of key areas where public concern is high or performance does not meet the high standards we expect and these have been prioritised for action. They include:

- The impact of the economic recession on jobs and services.
- Encouraging visits from schools to Banbury Museum.
- The progress of major regeneration and development schemes.
- The time taken to process the smaller planning applications.
- The time taken to deal with the increasing numbers of claims for benefits.
- Reducing the incidents of flytipping.
- Preserving the character of all our conservation areas.
- Upgrading CCTV to help reduce crime and anti-social behaviour.



Glossary

Performance indicator, Information that measures the extent to which a policy, programme or initiative is achieving its outcomes. The Government sets performance indicators for local government. Until the end of 2007/08 these were known as best value performance indicators. These have now been abolished and from 2008/09 have been replaced with national indicators.

What we promise to deliver in 2009/10:

In the council tax leaflet we sent to every household we set out our 16 promises for 2009/10.

Reduce the council's vehicle emissions by 10 per cent

Increase resident satisfaction with street and environmental cleanliness from 66per cent to 70per cent by improving the removal of dog mess and abandoned vehicles

Increase the household recycling rate to 50 per cent

Remove 90 per cent of fly tipping within 48 hours of reporting

Work with partners to reduce crime and anti-social behaviour by 200 offences or incidents compared with 2008/09

Continue to support the provision of the best possible services at the Horton General Hospital

Continue to support new and improved health care services for Bicester and surrounding areas

Open our new Spiceball leisure centre and improved Bicester and Kidlington leisure centres, and re-open the Woodgreen open-air pool

Help and support Cherwell's residents and businesses through uncertain times

Contribute to the creation of 200 new jobs

Deliver 100 affordable homes

Work with partners to start the Bicester town-centre development

Make major improvements to Parsons Street, Banbury

Make it easier for local businesses to trade with us

Place ten new Link-Points in our rural areas to provide residents and businesses with a greater choice of access to our service

Take the steps required to reduce our costs by a further £1million by the beginning of 2010/11

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We're listening...

Whether you have suggestions about how we can improve this publication, a comment about our services or would like to tell us your views, we're keen to hear from you.

Take part

You can take part in our latest consultations by visiting our consultation portal <http://consult.cherwell.gov.uk/portal>

Talk to us

You can find out more by contacting the community planning team, exploring our website or using our comments, complaints and compliments system:



01295 221575



consultation@cherwell-dc.gov.uk



www.cherwell.gov.uk



Follow us on twitter.
www.twitter.com/cherwellcouncil



Cllr Barry Wood,
Leader of the Council
FRINGFORD

Your Cherwell District Councillors

Portfolio holders
Vice Chairman
Chairman
Deputy Leader



Cllr G A Reynolds
SIBFORD



Cllr Norman Bolster
BICESTER: WEST



Cllr Michael Gibbard
YARNTON, GOSFORD & WATER EATON



Cllr James Macnamara
THE ASTONS & HEYFORDS



Cllr Kieron Mallon
BANBURY: EASINGTON



Cllr Nigel Morris
BANBURY: EASINGTON



Cllr Debbie Pickford
BICESTER: TOWN



Cllr Nicholas Turner
BANBURY: HARDWICK



Cllr Ken Attack
CROPREDY



Cllr Diana Edwards
BICESTER: TOWN



Cllr George Parish
BANBURY: RUSCOTE



Cllr Colin Clarke
BANBURY: CALTHORPE



Cllr Mr Alastair Milne Home
BANBURY: CALTHORPE



Cllr Fred Blackwell
BANBURY: EASINGTON



Cllr Ann Bonner
BANBURY: GRIMSBURY & CASTLE



Cllr Margaret Cullip
BANBURY: GRIMSBURY & CASTLE



Cllr Christopher Smithson
BANBURY: GRIMSBURY & CASTLE



Cllr John Donaldson
BANBURY: HARDWICK



Cllr Tony Ilott
BANBURY: HARDWICK



Cllr Alyas Ahmed
BANBURY: NEITHROP



Cllr Martin Weir
BANBURY: NEITHROP



Cllr Patricia Tompson
BANBURY: RUSCOTE



Cllr Andrew Fulljames
AMBROSDEN & CHESTERTON



Cllr Keith Strangwood
BANBURY: RUSCOTE



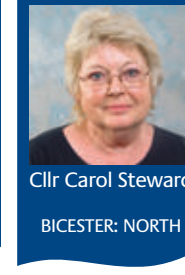
Cllr Lawrie Stratford
BICESTER: EAST



Cllr Rose Stratford
BICESTER: EAST



Cllr Nicholas Mawer
BICESTER: NORTH



Cllr Carol Steward
BICESTER: NORTH



Cllr Nick Cotter
BICESTER: SOUTH



Cllr Daniel Sames
BICESTER: SOUTH



Cllr Russell Hurl
BICESTER: WEST



Cllr Leslie F Sibley
BICESTER: WEST



Cllr Eric Heath
BLOXHAM & BODICOTE



Cllr Lynda Thirzie Smart
BLOXHAM & BODICOTE



Cllr Mrs Catherine Fulljames
CAVERSFIELD



Cllr Rick Atkinson
ADDERBURY



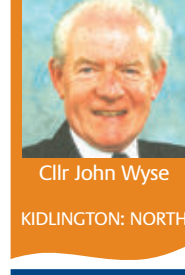
Cllr P A O'Sullivan
DEDDINGTON



Cllr Victoria Irvine
HOOK NORTON



Cllr Douglas Williamson
KIDLINGTON: NORTH



Cllr John Wyse
KIDLINGTON: NORTH



Cllr Maurice Billington
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Cllr Neil Prestidge
KIDLINGTON: SOUTH



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KIDLINGTON: SOUTH



Cllr Simon Holland
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Cllr David Hughes
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Cllr Timothy Harcourt
OTMOOR



Cllr Luke Annaly
THE ASTONS & HEYFORDS



Cllr Douglas Webb
WROXTON



Cllr Trevor Stevens
YARNTON, GOSFORD & WATER EATON

Cherwell District Council

Bodicote House
Bodicote
Banbury
Oxfordshire
OX15 4AA

Main telephone number for general enquiries: 01295 227001

Local offices currently deal with council tax and Housing matters for personal callers – the range of services available will be developed during 2008/09:

Banbury

Castle Quay
Banbury
OX16 9PQ

Bicester

38 Market Square
Bicester
OX6 7YD

Kidlington

Exeter Hall
Oxford Road
Kidlington
OX5 1AB

The information in this document can be made available in other languages, large print braille, audio tape or electronic format on request. Please contact 01295 227001

Jeżeli chcieliby Państwo uzyskać informacje w innym języku lub w innym formacie, prosimy dać nam znać. 01295 227001

ਜੇ ਇਹ ਜਾਣਕਾਰੀ ਤੁਹਾਨੂੰ ਕਿਸੇ ਹੋਰ ਭਾਸ਼ਾ ਵਿਚ ਜਾਂ ਕਿਸੇ ਹੋਰ ਰੂਪ ਵਿਚ ਚਾਹੀਦੀ, ਤਾਂ ਇਹ ਸਾਥੋਂ ਮੰਗ ਲਓ। 01295 227001

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。01295 227001

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www.cherwellcsi.org

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Cherwell M40 Investment Partnership

www.cherwell-m40.co.uk

Kidlington Village Centre Management Board

www.kidlington-pc.gov.uk

Banbury Town Centre Partnership

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