

OXFORDSHIRE COUNTY COUNCIL'S RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: Cherwell

Application no: 15/01953/OUT

Proposal: Erection of up to 26 dwellings including creation of a new access, associated landscaping, open space and drainage infrastructure

Location: Land North Of Southfield Farm North Lane Weston On The Green

Purpose of document

This report sets out Oxfordshire County Council's view on the proposal.

This report contains officer advice in the form of a strategic localities response and technical team response(s). Where local member have responded these have been attached by OCCs Major Planning Applications Team (planningconsultations@oxfordshire.gov.uk).

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Transport

Recommendation

Objection

Key issues

- The site is not in a transport sustainable location, and this situation will deteriorate with the impending loss of the only bus service operating through Weston-on-the-Green.
- Access proposals are unclear, and would need to be better demonstrated.
- Maintenance of the required visibility splays needs to be demonstrated.
- A travel information pack would be required.
- A drainage scheme would be required.

Conditions

Should the local planning authority decide to grant planning permission, then the following conditions would apply.

D3 Access: position to be agreed.

D4 Access: Full details.

D5 Vision splay details.

D7 Vision splay protection.

D9 New estate roads.

D10 Estate accesses, driveways and turning areas.

D15 Parking and manoeuvring areas retained.

D16 Details of turning for service vehicles.

D18 Plan of car parking provision.

D19 Cycle parking provision.

Prior to first occupation a Travel Information Pack shall be submitted to and approved by the Local Planning Authority. The first residents of each dwelling shall be provided with a copy of the approved Travel Information Pack.

Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Discharge Rates
- Discharge Volumes
- Maintenance and management of SUDS features
- Sizing of features – attenuation volume
- Infiltration in accordance with BRE365
- Detailed drainage layout
- SUDS
- Network drainage calculations

Informatives

The Advance Payments Code (APC), Sections 219 -225 of the Highways Act, is in force in the county to ensure financial security from the developer to off-set the frontage owners' liability for private street works, typically in the form of a cash deposit or bond. Should a developer wish for a street or estate to remain private then to secure exemption from the APC procedure a 'Private Road Agreement' must be entered into with the County Council to protect the interests of prospective frontage owners. Alternatively the developer may wish to consider adoption of the estate road under Section 38 of the Highways Act.

Prior to commencement of development, a separate consent must be obtained from OCC Road Agreements Team for a new or improved highway vehicular access under S278 of the Highway Act. Contact: 01865 815700; RoadAgreements@oxfordshire.gov.uk.

Detailed comments

Transport Strategy

As previously stated by the Transport Strategy team for application number 13/01796/OUT, this development site is not in a sustainable location.

The development proposal is contrary to National Planning Policy Framework standards in that it fails to reduce the need to travel and maximise trips by sustainable modes. Weston-on-the-Green has a very limited range of local amenities and facilities that are within reasonable walking distance of the proposed development site. Schools and GP surgeries/health centres are situated over two miles away from the proposed development site in larger settlements such as Kirtlington. The distances involved to access such facilities will mean that private car will be the dominant mode of transport to and from the site.

The low level of transport sustainability of this location is likely to be further reduced by the imminent withdrawal of county council funding for the No.25 bus service. This is set out in detail below under Public Transport.

The expected level trip generation from the development is unlikely to have a detrimental impact on the surrounding highway network. The impact on highway capacity is therefore considered acceptable given that it is unlikely to have a "severe impact" on the local highway network, as set out in the National Planning Policy Framework.

Further to national policy, the development proposal is also required to adhere to the policies in Connecting Oxfordshire: Local Transport Plan 2015-2031. Two key policies that are applicable in this instance are:

Policy 03 Oxfordshire County Council will support measures and innovation that make more efficient use of transport network capacity by reducing the proportion of single occupancy car journeys and encouraging a greater proportion of journeys to be made on foot, by bicycle, and/or by public transport.

Policy 17 Oxfordshire County Council will seek to ensure through cooperation with the districts and city councils, that the location of development makes the best use of existing and planned infrastructure, provides new or improved infrastructure and reduces the need to travel and supports walking, cycling and public transport.

Transport Development Control

The planning application is accompanied by a Transport Statement (TS). Section 1.4 of the TS describes a report scoping exercise undertaken by the consultants, Section 1.4.3 states:

“At present, a formal response to the Scoping of Transport Statement has yet to be received from OCC”

It is noted here that OCC provided pre-application advice regarding this proposed development to Cherwell District Council on 7 August 2015. This pre-dates the September 2015 date of the TS. This pre-application advice highlighted the unsustainable location of the site in terms of transport provisions. This feature of the application site is addressed in other parts of this response.

The TS presents trip generation estimates for both the development site and the approved adjacent site. The rates used to determine these estimates are taken from the TRICS database and are consistent with what could be expected at a site like this. The trip generation estimates appear reasonable and will create no significant adverse impact on the capacity of the highway network in this vicinity.

TS is not clear as to how this site will be accessed, stating *“It is proposed to either reuse or improve the existing Phase 1 access or construct a new highway access to replace the existing”*. Some details of layout and design for both alternatives are provided in the text of the TS and in Appendix I of the TS. However, understanding of these details is hampered by poor reproduction of drawings and notes in Appendix I which are very difficult to read. These proposals would benefit from being presented more legibly. The TS also makes reference to BCAL Report 5070R001A

In relation to the Phase 1 access, but this report does not appear to be included with this application, so cannot be reviewed.

Both access alternatives would need to demonstrate that a suitable visibility splay could be maintained as free from vegetation and other obstructions. The land within the visibility envelope would therefore need to be demonstrated as either highway land or within the control of the developer.

The TS proposes the construction of a footway to adoptable standards on the western side of the B430 connecting the development site with North Lane. This is regarded by OCC as an essential part of the development proposals.

Public Transport

The bus service to and from Weston-on-the-Green is not only very infrequent, but it is probable that this service could be withdrawn in its entirety in 2016.

Bus service 25 currently operates five times on weekdays to Bicester and four times per day to Kirtlington, extending three times a day to Kidlington and just once a day to Oxford. Whilst this level of service does provide some off-peak accessibility to Bicester and Kidlington for retail and other facilities, the lack of peak hour services means this route cannot be used for work or education purposes.

However, following the Council's review of supported bus services, cabinet took the decision on 10th November 2015 to withdraw all subsidies paid to all supported bus routes. This decision is subject to approval at the full budget meeting to be attended by all County Councillors in February 2016. If the decision is upheld all subsidy will be withdrawn in October 2016.

Whilst the exact economics of the 25 bus service is unknown, it is considered highly probable that the section of route through Weston-on-the-Green is highly unprofitable and therefore could suffer from either a significant reduction in the level of service, or from complete withdrawal. All scenarios currently under review for supported bus services provide for the complete withdrawal of the No.25 service.

The scale of development proposed could not provide the amount of funding or number of users required to create a self-sustaining commercial bus service through Weston-on-the-Green.

A reduction or complete withdrawal of bus service 25 would leave new residents without any meaningful alternative to the car. Apart from the additional pressure on the A34 and Oxford's northern approaches, many children and elderly people in particular would have no independent means of travel to other places for their work, education retail, leisure and other activities.

Weston-on-the-Green is a small village with very few facilities. Cherwell's designation of this village as a Category A village would appear to ignore the almost complete absence of services and facilities in Weston-on-the-Green and the very poor availability of sustainable transport. There is no school and only one shop in Weston-on-the-Green. Almost all journeys for work, education, retail or social purposes would therefore be made by car.

There is very little opportunity to walk or cycle. Other settlements and schools are too far away for use of these sustainable forms of transport and there are almost no footpaths along the highway network.

Travel Plans

From a transport perspective the proposed development is not situated in a sustainable location. The information presented within the Transport Statement suggests that there will be a reliance on the private car for most journeys. Some examples are set out here.

Paragraph 4.4.1 of the Transport Statement states that there is a bus stop a short distance from the site. However accessing this bus stop means walking along a grass verge. The statement also says (paragraph 6.8.7) that buses do not depart early enough to be of use for the journey to school or for commuters. In addition, there are no Sunday or evening services.

Paragraph 6.8.6 states that there are five primary schools within 'close proximity' of the site. However, because of the distance and the age of the children these trips would be too challenging to walk or cycle and so are likely to be made by car.

However, if the development is granted planning permission then a Residential Travel Information Pack should be produced and distributed to residents at the point of occupation so that all residents are aware of the travel choices available to them from the outset. The developer should also provide cycle parking within each residential boundary either with a garage or a garden shed.

Road Safety

Providing DMRB visibility standards are met and the footway is of adequate width, ideally 1.8 - 2m, there is no objection to this application on safety grounds. The longer term accident history back to 1991, when this changed from being the A43 to the B430 following the opening of the M40 extension, reveals no accidents at the existing access in the vicinity in this period.

Drainage

The outline proposal is acceptable. However, the applicant will need to provide more information at the next stage of application. This will need to comprise a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme should all also include:

- Discharge Rates
- Discharge Volumes
- Maintenance and management of SUDS features
- Sizing of features – attenuation volume
- Infiltration in accordance with BRE365
- Detailed drainage layout
- SUDS
- Network drainage calculations

Officer's Name: Chris Nichols

Officer's Title: Transport Development Control

Date: 17 December 2015

District: Cherwell

Application no: 15/01953/OUT

Proposal: Erection of up to 26 dwellings including creation of a new access, associated landscaping, open space and drainage infrastructure

Location: Land North Of Southfield Farm North Lane Weston On The Green

Archaeology

Recommendation:

No objection subject to conditions

Key issues:

The site is located in an area of archaeological potential and a condition requiring that a staged programme of archaeological investigation be undertaken ahead of any development on the site will be required.

Legal agreement required to secure:

None

Conditions:

- F6** Prior to any demolition on the site, the commencement of the development and any archaeological investigation, a professional archaeological organisation acceptable to the Local Planning Authority shall prepare a first stage archaeological Written Scheme of Investigation, relating to the application area, which shall be submitted to and approved in writing by the Local Planning Authority.

Reason - To safeguard the recording and inspection of matters of archaeological importance on the site in accordance with Policy BE6 of the South East Plan 2009 and Government guidance contained within the National Planning Policy Framework.

- F11** Prior to any demolition on the site (other than in accordance with the agreed Written Scheme of Investigation) and prior to the commencement of the development and following the approval of the first stage Written Scheme of Investigation referred to in condition **[F6]**, a programme of archaeological evaluation, investigation and recording of the application area shall be carried out by the commissioned archaeological organisation in accordance with the approved first stage Written Scheme of Investigation.

Reason - In order to determine the extent, character and significance of the surviving remains of archaeological interest and to safeguard the recording and inspection of matters of archaeological importance on the site in accordance with Policy BE6 of the South East Plan 2009 and Government guidance contained within the National Planning Policy Framework.

Informatives:

None

Detailed comments:

The site is located in an area of archaeological potential on the northern edge of the historic settlement. The site is located immediately north of a number of C17th listed buildings and it is possible that archaeological deposits related to these buildings could survive on the site. A ring ditch has also been identified 440m north of the site from aerial photographs which is likely to be the remains of a Bronze Age barrow (PRN 13900). A second probable barrow is located to the west of this feature (PRN 27173) and it is likely that further barrows could be present in the area.

This development could therefore impact upon archaeological features related to these sites.

We would, therefore, recommend that, should planning permission be granted, the applicant should be responsible for ensuring the implementation of a staged programme of archaeological investigation to be maintained during the period of construction. This can be ensured through the attachment of a suitable negative condition as suggested above.

Officer's Name: Richard Oram

Officer's Title: Planning Archaeologist

Date: 03 December 2015

District: Cherwell

Application no: 15/01953/OUT

Proposal: Erection of up to 26 dwellings including creation of a new access, associated landscaping, open space and drainage infrastructure

Location: Land North Of Southfield Farm North Lane Weston On The Green

Education

Recommendation:

Approval subject to the conditions

Key issues:

Based on the information currently available, this proposed development has been estimated to generate 10.20 primary pupils, 8.04 secondary pupils (including 1.28 sixth formers) and 0.21 pupils requiring education at an SEN school.

Primary education

- £118,116 Section 106 required for the necessary expansion of permanent primary school capacity serving the area, at Chesterton CE (VA) Primary School.

Secondary education

- OCC is not seeking Education contributions to mitigate the impact of this development on secondary school infrastructure. This is solely due to Regulation 123 of the Community Infrastructure Regulations 2010 (as amended), and the need to reserve our ability to seek contributions from larger developments than this in the area in future.

Special Educational Needs (SEN) education

- OCC is not seeking Education contributions to mitigate the impact of this development on SEN school infrastructure. This is solely due to Regulation 123 of the Community Infrastructure Regulations 2010 (as amended), and the need to reserve our ability to seek contributions from larger developments than this in the area in future.

Legal Agreement required to secure:

£118,116 Section 106 developer contributions towards the expansion of Chesterton CE (VA) Primary School, by a total of 10.20 pupil places. This is based on Department for Education (DfE) advice weighted for Oxfordshire, including an allowance for ICT and sprinklers at £11,582 per pupil place. This is index linked from 1st Quarter 2012 using PUBSEC Tender Price Index.

Conditions:

Planning permission to be dependent on a satisfactory agreement to secure the resources required for the necessary expansion of education provision. This is in order for Oxfordshire

County Council to meet its statutory duty to ensure sufficient pupil places for all children of statutory school age.

Informatives:

- Contribution calculations are based on the notified numbers and mix of dwellings.

Pupil generation, and consequently developer contributions amounts required towards education, will need to be revised when there is a confirmed mix of dwellings.

Detailed Comments:

Primary:

Chesterton CE (VA) Primary School could be affected by housing development both within the village and in Bicester. It currently has a PAN of 20 and has no spare places in most year groups. Expansion of the school would be an appropriate response to any increase in local population, and is expected to be possible, but the feasibility of such an expansion has not yet been formally assessed. Housing developers would be expected to contribute towards such expansion.

Secondary:

Bicester secondary schools currently have spare capacity, but this will be filled as the higher numbers now in primary school feed through. The large scale housing development planned for the town will require new secondary school establishments, which are planned for SW Bicester and NW Bicester. All housing developments in the area would be expected to contribute towards the cost of the new secondary school planned for NW Bicester.

Special:

Across Oxfordshire 1.11% of pupils are taught in special schools and all housing developments are expected to contribute proportionately toward expansion of this provision.

Education contributions required to mitigate the impact of the development on infrastructure but for which Regulation 123 of the Community Infrastructure Regulations 2010 (as amended) prevents OCC seeking a s106 obligation

- £190,307 Section 106 contribution for necessary construction of a new secondary school in NW Bicester by a total of 8.04 pupil places.
- £6,207 Section 106 as a proportionate contribution to expansion of Special Educational Needs provision in the area by a total of 0.21 pupil places. This site is served by Bardwell School, which is a special school in Bicester.

Officer's Name: Diane Cameron

Officer's Title: School Organisation Officer

Date: 30 November 2015

District: Cherwell

Application no: 15/01953/OUT

Proposal: Erection of up to 26 dwellings including creation of a new access, associated landscaping, open space and drainage infrastructure

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Property

Recommendation

No objection subject to conditions

Key issues:

- The County Council considers that the impacts of the development proposal (if permitted) will place additional strain on its existing community infrastructure.
- The following housing development mix has been used:

0 x One Bed Dwellings
9 x Two Bed Dwellings
0 x Three Bed Dwellings
17 x Four Bed Dwellings

- It is calculated that this development would generate a net increase of: **83.97 additional residents including:**

4.93 resident/s aged 65+
54.73 residents aged 20+
9.55 resident/s ages 13-19
8.41 resident/s ages 0-4

Legal Agreement required to secure:

•Library book stock	£1,679
Total	<u>£1,679</u>

*Total to be Index-linked from 1st Quarter 2012 Using PUBSEC Tender Price Index

•Administration & Monitoring	£1,500.00
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The County Councils legal fees in drawing up and/or completing a legal agreement will need to be secured.

Admin and monitoring fee - Oxfordshire County Council requires an administrative payment of £3,750 for the purposes of administration and monitoring of the proposed S106 agreement, including elements relating to Education. The admin fee may increase depending on the value of any Transport related contributions.

OCC is not seeking property contributions to mitigate the impact of this development for all infrastructure. This is solely due to Regulation 123 of the Community Infrastructure Regulations 2010 (as amended).

Conditions:

- The County Council as Fire Authority has a duty to ensure that an adequate supply of water is available for fire-fighting purposes. There will probably be a requirement to affix fire hydrants within the development site. Exact numbers and locations cannot be given until detailed consultation plans are provided showing highway, water main layout and size. We would therefore ask you to add the requirement for provision of hydrants in accordance with the requirements of the Fire & Rescue Service as a condition to the grant of any planning permission.

Informatives:

- Fire & Rescue Service recommends that all new building including all new dwellings are constructed with fire suppression systems.

Detailed comments

Local Library

This development is served by Kidlington Library.

The development proposal would also generate the need to increase the core book stock held by 2 volumes per additional resident. The price per volume is £10.00 at 1st Quarter 2012 price base; this equates to £20 per resident.

- The contribution for the provision of library supplementary core book stock in respect of this application would therefore be based on the following formula:

$$\mathbf{£20 \times 83.97 \text{ (the forecast number of new residents)} = \mathbf{£1,679}}$$

Indexation

Financial contributions have to be indexed-linked to maintain the real values of the contributions (so that they can in future years deliver the same level of infrastructure provision currently envisaged). The price bases of the various contributions are covered in the relevant sections above.

General

The contributions outlined towards sustainable community infrastructure and its capital development have been calculated where possible using details of the development mix from the application submitted or if no details are available then the County Council has used the best information available. Should the application be amended or the development mix

changed at a later date, the Council reserves the right to seek a higher contribution according to the nature of the amendment.

The contributions which are being sought are necessary to protect the existing levels of infrastructure for local residents. They are relevant to planning the incorporation of this major development within the local community, if it is implemented. They are directly related to this proposed development and to the scale and kind of the proposal.

Oxfordshire County Council is **not** seeking a contribution towards library infrastructure, central library, waste management, museum resource centre or adult day care infrastructure from this application due to the pooling restrictions contained within Regulation 123 of the Community Infrastructure Regulations 2010 (as amended) which took effect from the 6th April 2015. The property response '*No objection subject to conditions*' relies upon funding for infrastructure as critical mitigation being delivered through CIL where there is no opportunity to gain contributions through Section 106 due to current legislation. OCC hold a statutory obligation to deliver services such as education through schools. Details of these contribution rates for sustainable capital development are set out below.

Contributions required to mitigate the impact of the development on infrastructure but which due to Regulation 123 of the Community Infrastructure Regulations 2010 (as amended) OCC cannot require a s106 obligation in respect of:

• Library	£5,458.45
• Central Library	£1,440.09
• Waste Management	£5,374.08
• Museum Resource Centre	£419.85
• Adult Day Care	£5,423.00
Total*	<u>£18,115.47</u>

Detailed comments for contributions not sought solely due to S106 pooling restrictions

Local Library

This development is served by Kidlington Library.

This provision is significantly under-size in relation to its catchment population and this development will therefore place additional pressures on the library service.

Costs for improvements are based upon the costs of extending a library.

The costs of extending a library is £2,370 per m² at 1st Quarter 2012 price base; this equates to £65 (£2,370 x 27.5 / 1,000) per resident.

This calculation is based on Oxfordshire County Council adopted standard for publicly available library floor space of 23 m² per 1,000 head of population, and a further 19.5% space is required for support areas (staff workroom, etc.), totalling 27.5 m² per 1,000 head of population.

- The contribution for the provision of library infrastructure in respect of this application would therefore be based on the following formula:

$$\mathbf{\pounds 65 \times 83.97 \text{ (the forecast number of new residents)} = \pounds 5,458.45}$$

Central Library

Central Library in Oxford serves the whole county and requires remodelling to support service delivery that includes provision of library resources across the county.

Remodelling of the library at 3rd Quarter 2013 base prices leaves a funding requirement still to be secured is £4,100,000. 60% of this funding is collected from development in the Oxford area. The remainder 40% is spread across the four other Districts. 40% of 4.1M = £1,604,000.

Population across Oxfordshire outside of Oxford City District is forecast to grow by 93,529 to year 2026. £1,604,000 ÷ 93,529 people = £17.15 per person

- The contribution for the provision of central library infrastructure in respect of this application would therefore be based on the following formula:

$$\mathbf{£17.15 \times 83.97 \text{ (the forecast number of new residents)} = \mathbf{£1,440.09}}$$

Strategic Waste Management

Under Section 51 of the Environmental Protection Act 1990, County Councils, as waste disposal authorities, have a duty to arrange for places to be provided at which persons resident in its area may deposit their household waste and for the disposal of that waste.

To meet the additional pressures on the various Household Waste and Recycling Centre provision in Oxfordshire enhancements to these centres are either already taking place or are planned, and, to this end, contributions are now required from developers towards their redesign and redevelopment.

A new site serving 20,000 households costs in the region of £3,000,000 at 1st Quarter 2012 price base; this equates to £64 per resident.

- The contribution for the provision of strategic waste management infrastructure in respect of this application would therefore be based on the following formula:

$$\mathbf{£64 \times 83.97 \text{ (the forecast number of new residents)} = \mathbf{£5,374.08}}$$

County Museum Resource Centre

Oxfordshire County Council's museum service provides a central Museum Resource Centre (MRC). The MRC is the principal store for the Oxfordshire Museum, Cogges Manor Farm Museum, Abingdon Museum, Banbury Museum, the Museum of Oxford and the Vale and Downland Museum. It provides support to these museums and schools throughout the county for educational, research and leisure activities.

The MRC is operating at capacity and needs an extension to meet the demands arising from further development throughout the county. An extended facility will provide additional storage space and allow for increased public access to the facility.

An extension to the MRC to mitigate the impact of new development up to 2026 has been costed at £460,000 at 1st Quarter 2012 price base; this equates to £5 per person

- The contribution for the extension of the Museum Resource Centre in respect of this application would therefore be based on the following formula:

$$\mathbf{£5 \times 83.97 \text{ (the forecast number of new residents)} = \mathbf{£419.85}}$$

Social & Health Care - Day Care Facilities

This development is served by Oxford Options and this development will place additional pressures on this adult day care facility. To meet the additional pressures on day care provision the County Council is looking to expand and improve the adult day care facility in Oxford Options

Contributions are based upon a new Day Care centre offering 40 places per day (optimum) and open 5 days per week; leading to an equivalent costing of £11,000 per place at 1st Quarter 2012 price base (this in non-revenue). Based on current and predicted usage figures we estimate that 10% of the over 65 population use day care facilities. Therefore the cost per person aged 65 years or older is £1,100.

- The contribution for the provision of adult day care infrastructure in respect of this application would therefore be based on the following formula:

$$\text{£1,100} \times 4.93 \text{ (the forecast number of new residents aged 65+)} = \text{£5,423.00}$$

Officer's Name: Oliver Spratley

Officer's Title: Corporate landlord Officer

Date: 03 December 2015

District: Cherwell

Application no: 15/01953/OUT

Proposal: Erection of up to 26 dwellings including creation of a new access, associated landscaping, open space and drainage infrastructure

Location: Land North Of Southfield Farm North Lane Weston On The Green

Ecology

Recommendation:

No comment

Key issues:

The District Council should be seeking the advice of their in-house ecologist who can advise them on this application.

In addition, the following guidance document on Biodiversity & Planning in Oxfordshire combines planning policy with information about wildlife sites, habitats and species to help identify where biodiversity should be protected. The guidance also gives advice on opportunities for enhancing biodiversity:

<https://www.oxfordshire.gov.uk/cms/content/planning-and-biodiversity>

Legal agreement required to secure:

N/A - For the District Council to comment

Conditions:

N/A - For the District Council to comment

Informatives:

N/A - For the District Council to comment

Detailed comments:

N/A - For the District Council to comment

Officer's Name: Tamsin Atley

Officer's Title: Ecologist Planner

Date: 17 December 2015
