

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

District: Cherwell

Application no: 14/01737/OUT

Proposal: OUTLINE - With means of access for consideration (layout, scale, appearance and landscaping reserved for subsequent approval) for the erection of up to 45 dwellings served via a new vehicular and pedestrian access; public open space and associated earthworks to facilitate surface water drainage; and all other ancillary and enabling works

Location: The Paddocks, Chesterton

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

Annexes to the report contain officer advice and the comments of local members.

Officer's Name: Lisa Michelson

Officer's Title: Locality Manager

Date: 07 November 2014

ANNEX 1
OFFICER ADVICE

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

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Location: The Paddocks, Chesterton

Transport

Recommendation

No objection subject to conditions

Key issues

- Traffic impact and access arrangements are acceptable.
- A Travel Information Pack will be required.
- Public transport through the village is poor and access to core public transport is also poor.
- The site is not in a sustainable location, and the developer should pursue opportunities to improve this.
- Drainage design is conceptual at the present time.

Legal Agreement required to secure

S106 contribution will be sought for the improvement of pedestrian and cycle connectivity in the village.

Conditions

D4 – Access

D9 – New Estate Roads

D10 – Estate Accesses, Driveways and Turning Areas

D15 – Parking and Manoeuvring Areas Returned

A final drainage design plan and full drainage calculation need to be submitted and approved by Oxfordshire County Council prior to the development commencing on site.

A Travel Information Pack should be developed in accordance with OCC guidelines and submitted to the OCC Travel Plans team for approval prior to first occupation of the site.

Informatives

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

Detailed Comments

Transport Statement

The Transport Statement demonstrates that the traffic impact of the development will be within acceptable limits, and presents vehicle and pedestrian access arrangements that are acceptable.

The Transport Statement does not offer any travel planning initiatives, and OCC requires that the development be the subject of a Travel Information Pack.

Public Transport

Chesterton does not possess a good bus service that would be attractive for journeys to work. However, there is a frequent inter-urban bus service between Bicester and Oxford operating along the A41/A34 at frequent intervals, but the nearest stop is some 1.7 km from the development site.

The current Chesterton bus service is supported financially by the County Council, and reduced future funding levels will result in a review and possible reduction of frequency. Although currently there are a few direct buses to Oxford in the peak hours, this situation cannot be relied upon to continue. This development is insufficiently large to fund additional bus services to and from Chesterton village, up to the level of a meaningful and attractive bus service for journeys to work.

Bus service 25 currently links Chesterton village with Bicester Town Centre six times per day. In the other direction, buses serve various other villages before extending to Kidlington or Oxford. The combination of reduced funding by the Council and the probable effect of an expanded Upper Heyford requiring direct links with Bicester and with Oxford will almost certainly result in a reduction in current peak services at Chesterton. Future direct links from Chesterton village to Oxford by bus cannot be assumed.

Bus service s5 operates at least every 15 minutes between Bicester Town Centre and Oxford along the A41 and A34. Peak services are more frequent than this, and a supplementary S5 service also operates directly to Headington. It is probable that the effect of additional residential development in and around Bicester will result in even more bus services along this route.

Making this development accessible to the core public transport network is a huge challenge, but this could be achieved by creating a link suitable for cycling from the residential units to a bus stop on the Bicester-Oxford bus route.

A Park and Ride site is planned adjacent to the Vendee Drive roundabout, where buses on the Bicester-Oxford inter-urban service will call en route in both directions. The existing right of way between the Chesterton to Alchester road and Vendee Drive could be upgraded to be suitable for cyclists with cycle storage facilities at the park and ride site.

Should the Park and Ride site not proceed for any reason, then this developer should provide a cycle track from the Chesterton to Alchester Road to alternative bus stops located at Chesterton Turn, adjacent to the over-bridge. The southbound stop exists currently, but the developer would be required to re-create a northbound bus stop, as well as providing safe cycle storage facilities.

Sustainability

The location of the site is not considered particularly sustainable in strategic transport terms. The proposed footway connecting the site to the village is therefore considered a minimum essential provision.

The County Council expects that the developer will take further initiatives to improve the sustainability of this site. In this respect there are two specific possibilities that could be exploited. These are:

- Improvements to the informal footpath between the eastern corner of the site and Fortescue Drive enhancing pedestrian access to the village centre;
- Upgrading of the existing right of way between the Chesterton to Alchester road and Vendee Drive enhancing pedestrian and cycle access to the proposed new park and ride site.

Regarding the first of these possibilities, this path is not currently recorded on the Definitive Map as a public right of way. However, it appears to be used as a footpath and it is likely that it should be recorded as such. This would need to be surfaced and lit, and the existing path surface improved to provide all-weather pedestrian access into the heart of the village. If this link is not established the development will feel cut off from the rest of the village and its residents are more likely to use cars to access the village. Ideally a financial contribution towards formalising this link should be obtained.

Regarding the second possibility, this currently a grass strip alongside an arable field and would benefit from being upgraded to an all-weather surface. Landowner agreement would be required to widen the path and allow cyclists to use it.

Officer's Name: Chris Nichols

Officer's Title: Transport Development Control

Date: 06 November 2014

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Location: The Paddocks, Chesterton

Archaeology

Recommendation:

No objection subject to conditions

Key issues:

The site is located in an area of archaeological interest as identified by the submitted Desk Based Assessment and geophysical survey. A condition requiring that a staged programme of archaeological investigation be undertaken ahead of any development will need to be attached to any planning permission for this site.

Legal Agreement required to secure:

None

Conditions:

- a** 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.

- b** Prior to any demolition on the site and the commencement of the development and following the approval of the first stage Written Scheme of Investigation referred to in condition [a], 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 to the North of Akeman Street, the Roman Road from Alchester to Cirencester (PRN 8921). The Roman town of Alchester, a Scheduled Ancient Monument is located 1.5km to the SW of the site (SAM OX18) and archaeological deposits related to the extra-mural settlement of Alchester have been recorded to the North of the Roman Town, along the line of Akeman Street, (PRN 14292). Further archaeological features have been identified from aerial photographs 1.4km to the south west of the proposed area which are also thought to be of Roman date (PRN 9191). These consist of a trackway and a number of probable buildings to the immediate south of the Roman road. A hoard of Roman coins was recorded 700m south west of the site (PRN 16452) which has been argued suggests the presence of a villa in the area.

A geophysical survey of the proposed site recorded a liner features and a large enclosure. These features are recorded from the geophysical survey alone and are therefore undated but it is possible that they are prehistoric or Roman in date based on their form. These features will be disturbed by this development.

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.

If the applicant makes contact with us at the above address, we shall be pleased to outline the procedures involved, provide a brief upon which a costed specification can be based, and provide a list of archaeological contractors working in the area.

Officer's Name: Richard Oram
Officer's Title: Planning Archaeologist
Date: 03 November 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

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Location: The Paddocks, Chesterton

Education

Recommendation:

Approval subject to the conditions

Key issues:

£179,868 Section 106 required for necessary expansion of permanent primary school capacity in the area. Chesterton CE (VA) Primary School is the catchment school for this development.

£254,216 Section 106 required for necessary construction of new secondary school facilities in Bicester.

£8,939 Section 106 required as a proportionate contribution to expansion of Special Educational Needs provision in the area.

Legal Agreement required to secure:

£179,868 Section 106 developer contributions towards the expansion of permanent primary school capacity serving this area, by a total of 15.53 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.

If extension of an existing school is not feasible, and instead a new school is required, a contribution would be required towards the new build costs, at a rate reasonably related to the scale of this development.

£254,216 Section 106 developer contributions towards the construction of permanent new secondary school facilities in Bicester by a total of 10.74 pupil places (including 1.37 sixth form places). This is based on Department for Education (DfE) advice for secondary school construction weighted for Oxfordshire and including an allowance for ICT and sprinklers at £23,670 per pupil place. This is index linked to 4th Quarter 2012 using PUBSEC Tender Price Index.

£8,939 Section 106 developer contributions towards the expansion of permanent Special Educational Needs school capacity by a total of 0.30 pupil places. This is index linked to 1st Quarter 2012 using PUBSEC Tender Price Index. We are advised to allow £30,656 per pupil place to expand capacity in special educational needs schools.

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:

None

Detailed Comments:

Primary:

Chesterton CE (VA) Primary School could be affected by housing development both within the villages and in Bicester. The school has limited spare places, and is full in some year groups. Given that the draft Local Plan indicates likely future housing growth in Chesterton, expansion of the school would be an appropriate response to any increase in local population. The feasibility of such an expansion has not been 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, the nature of which will be determined following local consultation. All housing developments in the area would be expected to contribute towards the cost of these new establishments.

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.

Officer's Name: Diane Cameron

Officer's Title: School Organisation Officer

Date: 04 November 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

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Location: The Paddocks, Chesterton

Property

Recommendation:

No objection subject to conditions

Former OCC ownership: disposal did stipulate restricted use for agriculture and horticulture

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 in the following contribution calculations
 - 0 no. x One Bed Dwellings
 - 13 no. x Two Bed Dwellings
 - 25 no. x Three Bed Dwellings
 - 7 no. x Four Bed Dwellings

It is calculated that this development would generate a net increase of:

- **123.77 additional residents including:**
- 9.11 resident/s aged 65+

Legal Agreement required to secure:

• Bicester new Library	£ 5,452
• Waste Management	£7,921
• Museum Resource Centre	£ 619
• Adult Health & Wellbeing Day Care	£ 2,696
• Central Library	£ 2,166
• Total*	£ 18,854

Contributions are to be index-linked to the relevant price bases (detailed below).

• Administration & Monitoring	£ 3,750
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The County Councils legal fees in drawing up and/or completing a legal agreement will need to be secured.

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 new dwellings should be constructed with sprinkler systems

Local Library

Oxfordshire County Council has an 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 including staff workroom, totalling 27.5 m². The Bicester library provision is significantly under-size in relation to its catchment population and this development will therefore place additional pressures on the library. A new library is planned for Franklins Yard development and contributions are required from all development in the locality to fund this community infrastructure with £487,205 still to be secured from the total £1.2 M capital cost at 3rd Quarter 2013 price base index.

Population forecasts show a population increase of 20,257 to 2026 for the Bicester Library Service catchment area.

Current contribution requirement is £487,205 ÷ by 20,257 = £24.05 x 2169 people = £52,164

The development proposal would also generate the need to increase the core book stock held by the local library by 2 volumes per additional resident. The price per volume is £10.00 = £20 per person.

The full requirement for the provision of library infrastructure and supplementary core book stock in respect of this application is: **£ 44.05 x 123.77 (the forecast number of new residents) or £105.72 per dwelling = £5,452**

In addition a *library link* model (25 m²) fitted out, integrated as a dedicated flexible space as part of the new community centre, is required. This will function in conjunction with the Oxfordshire Central Library in Oxford utilising its resources and also work in conjunction with the new Bicester Library once delivered and implemented as part of the District Council development at Franklins Yard.

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 = £4.1 M

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

£ 17.15 x 123.77 (The forecast number of new residents) or £41.16 per dwelling = £2,166

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.

The proposed residential development will increase demand for recycling facilities in the area. The nearest household waste recycling centre (HWRC) we provide is Ardley HWRC.

The HWRC strategy, which included a proposal to close Ardley HWRC and open a new site at Kidlington, was agreed by Cabinet on 19 April 2011 following a formal consultation. However, in light of wider changes our countywide plans for the long-term future of HWRCs are currently under review while we consider a number of factors. These include significantly higher levels of planned growth in Bicester as well as the decision not to go ahead with a new recycling centre based at Kidlington. The outcome of reuse trials currently underway at Alkerton and Stanford HWRCs will also play a significant part in defining future plans for the service.

Regardless of the review of HWRC provision, in view of the additional demand that would be generated by the proposed development for reuse, recycling and composting facilities in Bicester we will seek contributions towards meeting the increased demand.

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

**£64 x 123.77 (the forecast number of new residents) or £153.60 per dwelling =
£7,921**

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; this equates to £5 per person at 1st Quarter 2012 price base.

£5 x 123.77 (the forecast number of new residents) or £12 per dwelling = £619

Integrated Youth Support Service

The Early Intervention Service offers high quality early intervention and specialist services to children, young people and families with additional complex needs, both through county council staff and across partner agencies.

All community partner agencies are actively involved in service delivery to ensure integrated and inclusive solutions to best improve outcomes for children and young people from birth to 19 years (up to 25 years where there are special educational needs).

The Bicester Early Intervention Hub is currently operating at capacity in the delivery of specialist services.

The proposed development and other planned development in and around Bicester will generate further demands on the Early Intervention Service. This proposal is forecast to generate 518 residents aged 13-19.

To adequately address the increased needs, the County Council requires 15sqm of storage for youth kit to be designed into the community hall. This storage space should be able to be accessed internally and externally.

Health & Wellbeing Resource including Day Care Facilities

To meet the additional pressures on Health & Wellbeing provision the County Council is planning to expand day care facilities at Bicester Health & Wellbeing Resource Centre. Current demand is above service provision capacity of 40 places per day at the current site accounting for ward – based catchment areas in terms of population. This proposal will increase pressures on the current service.

Contributions are based upon a 230 m² expansion providing an additional 10 places to the existing service at Launton Road. Cost of expansion at 3rd Quarter 2013 price base is £787,000. Secured contributions amount to £242K, with the remainder, £542,000 outstanding.

Population forecasting to 2026 based on build out since 2011 census and allocated housing projections including the SHMA within the catchment wards for this Health and Wellbeing Resource = 21,704 people

£542,000 divided 21,704 = £24.97 x 2.4 average house occupancy in Bicester area = £ 59.92

£59.92 x 45 (the number of new dwellings) = £2,696

Administration

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.

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.

Security/Bonds

Given the scale of the contributions, where the triggering of payment of financial contributions is deferred to post implementation of the development, it will be necessary for the S106 agreement to include provisions for appropriate security by the landowner/developer for such payments.

General

The contributions requested 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 mixed 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.

Officer's Name: Oliver Paul Spratley
Officer's Title: Asset Strategy Support Officer
Date: 03 November 2014

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Location: The Paddocks, Chesterton

Ecology

Recommendation:

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:

Officer's Name: Tamsin Atley

Officer's Title: Ecologist Planner

Date: 07 November 2014
