

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

District: Cherwell

Application No: 17/02190/F-2

Proposal: Proposed pilot training school comprising a 4 storey accommodation block, 2 storey teaching and training block, parking for cars, cycles and motorcycles, access road and landscaping

Location: Land West Of The Junction With The Boulevard, Oxford Airport, Langford Lane, Kidlington.

Response date: 28th November 2017

This report sets out the officer views of Oxfordshire County Council (OCC) on the above proposal. These are set out by individual service area/technical discipline and include details of any planning conditions or informatives that should be attached in the event that permission is granted and any obligations to be secured by way of a S106 agreement. Where considered appropriate, an overarching strategic commentary is also included. If the local County Council member has provided comments on the application these are provided as a separate attachment.

Assessment Criteria Proposal overview and mix /population generation

OCC's response is based on a development as set out in the table below. The development is taken from the application form

Commercial – use class	m²
A1	
B1	1,110
C1	2,172

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Information

Recommendation of approval contrary to OCC objection:

If you are minded to recommend approval of the application contrary to an objection made by OCC in this response, OCC should be grateful if you would re-notify OCC (via MPAT) to explain why material considerations outweigh OCC's objections and also give OCC the opportunity to make further representations.

Outline applications – The impact of a proposal upon infrastructure and services is assessed based on the number and type of dwellings and/or the floor space. If mitigation of such impacts is required the S106 contributions/measures set out in the Schedules to this response are based on the unit mix / floor space stated in the Assessment Criteria set out on the first page of this response. Where mitigation measures/contributions are appropriate and once the unit mix/floor space is confirmed a matrix (if appropriate) will be applied to assess any increase in contributions payable. For smaller/medium size developments where unit mix is established prior to commencement of development the matrix sum can be fixed prior to commencement of development (with scope for higher contribution if there is a revised reserved matters approval).

Where a S106/Planning Obligation is required:

- **Index Linked** – in order to maintain the real value of s106 contributions, contributions will be index linked. Base values and the index to be applied are set out in the Schedules to this response.
- **Security of payment for deferred contributions** – An approved **bond** will be required to secure payment where in a S106 agreement the triggers for payment of S106 contributions (in aggregate) deferred to post implementation of the development exceed £1m.

Administration and Monitoring Fee - £100 is an estimate of the amount required to be secured to address the corresponding extra monitoring and administration associated with the S106 agreement. The final amount will be determined prior to the completion of the S106 agreement in accordance with OCC's scale of fees adjusted to take account of the number of obligations and the complexity of the S106 agreement.

- **OCC Legal Fees** The applicant will be required to pay OCC's legal fees in relation to legal agreements whether an agreement is completed or not.

CIL Regulation 123

OCC may conclude not to seek contributions to mitigate the impact of this development on certain infrastructure referred to in the Schedules to this response because of the constraints of pooling, (Regulation 123 of the Community Infrastructure Levy Regulations 2010 (as amended)). That decision is taken either because:

- OCC considers that to do so it would breach the limit of 5 obligations to that infrastructure type or that infrastructure project or
- OCC considers that it is appropriate to reserve the ability to seek contributions to that infrastructure type or that infrastructure project in relation to the impacts of another proposal.

The district planning authority should however, take into account the impact of the proposed development on the infrastructure, and the lack of mitigation in making its decision.

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Transport Schedule

Recommendation:

Objection for the following reasons:

- The Transport statement does not give a robust estimate of vehicular trip generation of the development for both students and staff – it is therefore not possible to understand the likely impact of the development on the local transport network and also whether the access arrangements are safe and suitable
- There is no robust justification of the number of car parking spaces which is acknowledged in the application as exceeding standards
- There is insufficient detail about how vehicles will access the site – off the Boulevard and from the existing site roads. No detailed site access drawings have been submitted with visibility splays and tracking drawings.
- There is insufficient detail about how pedestrians will get from the Boulevard to the site. Safe and suitable access for pedestrians/bus users has not been demonstrated
- There is no detail of how cyclists can reach the site safely. As a minimum the application needs to demonstrate how people cycling to/from the site will connect to the S278 proposals for the consented technology park on the south side of Langford Lane. Cycling access to the east along Langford Lane also needs to be proposed
- No detail appears to have been submitted about how surface water on the site will be drained in such a way as to avoid the likelihood of flooding

If, despite OCC's objection, permission is proposed to be granted, then prior to the issuing of planning permission a S106 agreement including an obligation to enter into a S278 agreement is needed to mitigate the impact of the development plus planning conditions as detailed below.

- **An obligation to enter into a S278** agreement as detailed below to provide site access improvements at the junction with The Boulevard if necessary (including removal of parking to the south of the entrance) a refuge crossing of The Boulevard immediately north of the roundabout and a refuge island crossing of Langford Lane to give access to the bus stop to the west of

Langford Locks if not provided by the consented development to the east of Evenlode Close.

- **Planning Conditions** as detailed below.
- Note should be taken of the **informatives** stated below.

S106 Contributions

Contribution	Amount £	Price base	Index	Towards (details)
Travel Plan Monitoring	1,240	November 2017	RPI-x	Travel Plan monitoring
Total	1,240			

Comments:

Trip/traffic generation

It is very difficult to understand from the Transport Statement (TS) how many traffic movements this proposed development will generate. An attempt has been made in Table 5.1 but these numbers are not sufficiently well justified – *“These rates are based on the experiences of the Head of Business Development at the London Oxford Airport”*.

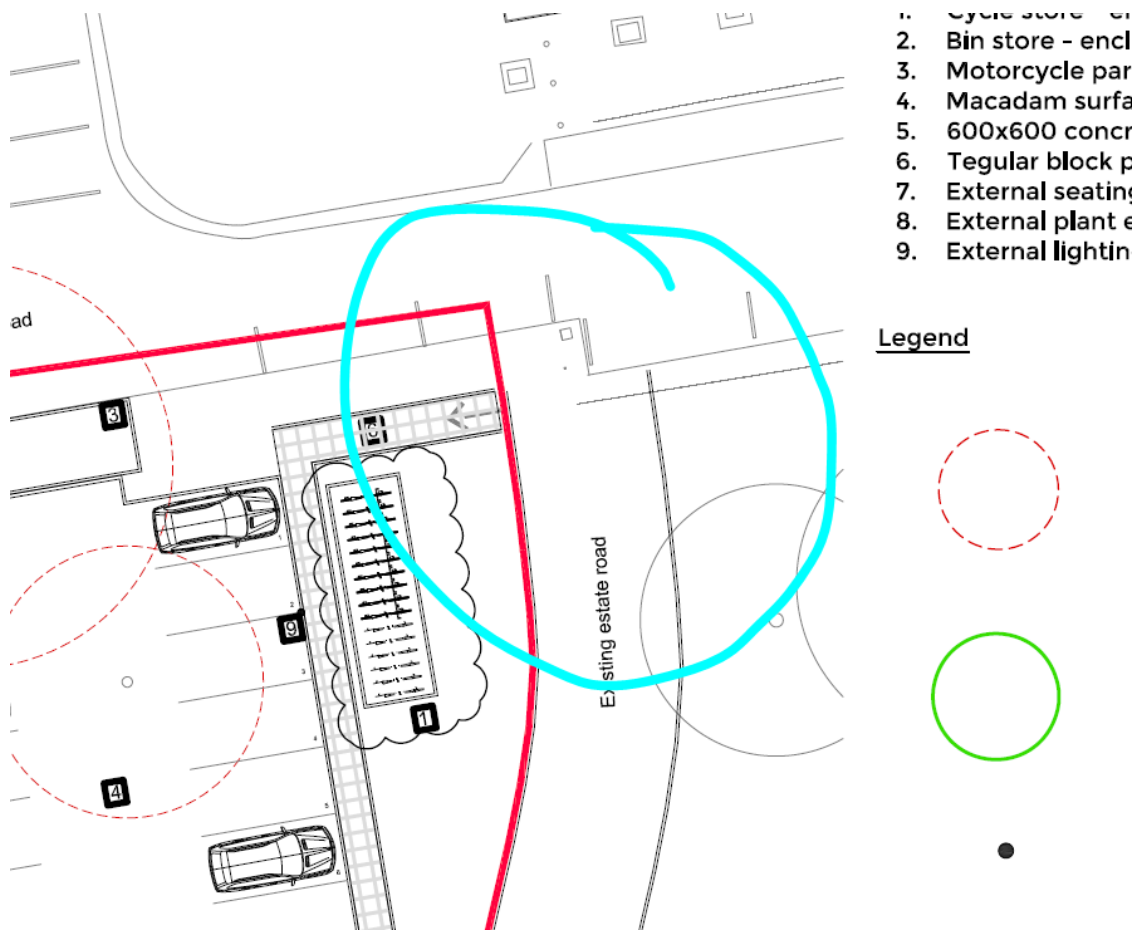
The experience of the head of business is not sufficiently robust justification. Especially given that 16 and 20 two way trips in the morning and evening peaks respectively does not seem very realistic even if 78 of the total 120 students attending the training live on site in the accommodation.

There are also 50 members of staff associated with this development to be taken into account. A much clearer and robust explanation is needed of how and when students and staff will move to and from the facility. Are there really no surveys of existing activity for pilot training at the airport that can be used to base an estimate on for this new site?

Site access

Access for the development is initially to be taken off the existing access from the Boulevard but it is not possible to tell if this is acceptable because satisfactory traffic generation estimates have not been submitted (see above). Details will need to be submitted setting out how the visibility splay to the south is achievable for the level of intensification of the access that is agreed. It is noted that there are marked car parking spaces on The Boulevard immediately to the south of the site access on The Boulevard. These are proposed to be removed as part of the S278 works for the consented development east of Evenlode Close but if that doesn't go ahead, the site access for this development off The Boulevard must include the removal of the parking to enable clear sightlines to be provided.

The next site access after the access from the Boulevard is not adequately designed and assessed in the TS. All that is submitted is as follows:

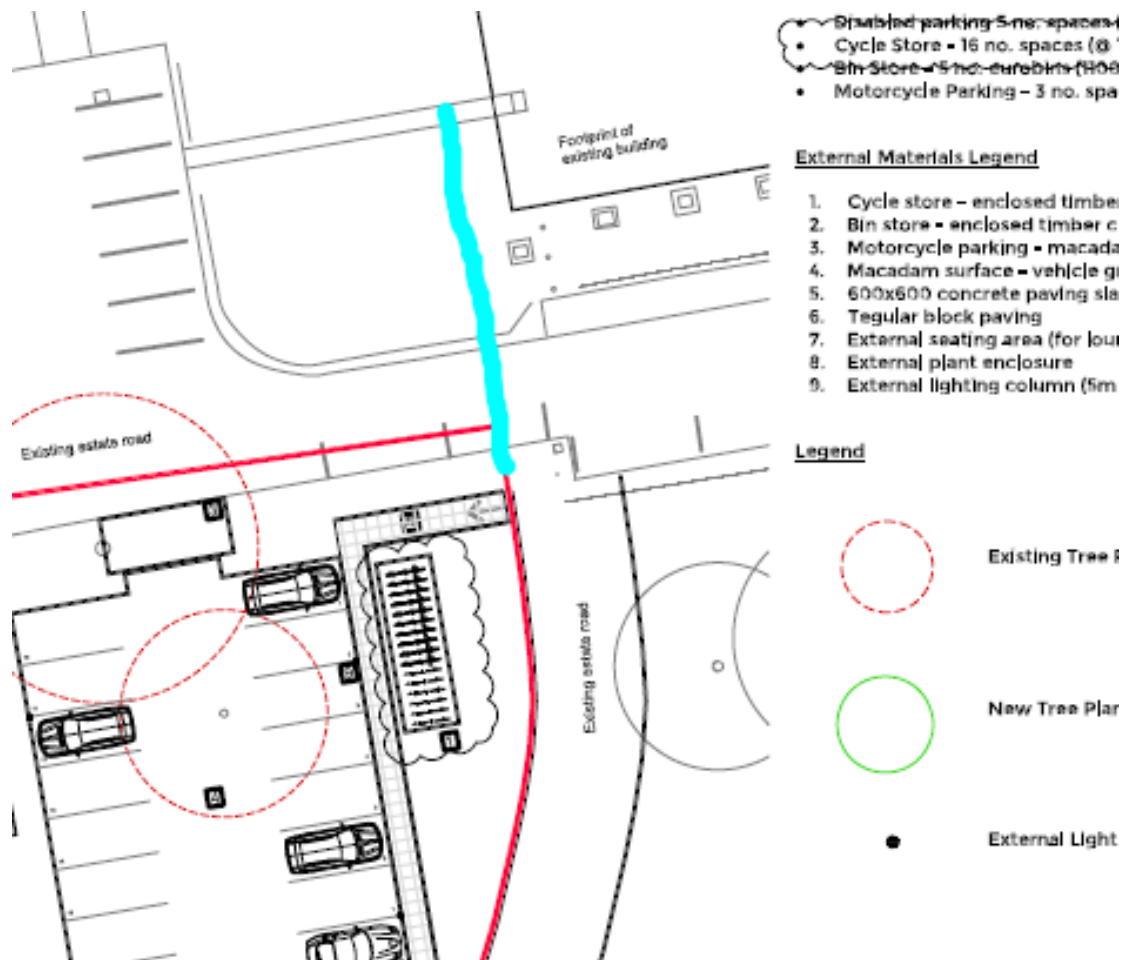


The layout of the existing estate road does not appear to accurately represent what is on site – particularly the bell mouth on the east side of the access:



The junction of this existing estate road also doesn't seem to be in the correct position on the plan – on the ground, the western edge of the road is approximately in line with the edge of the building opposite – on the plan it is not (compare the following two screen shots). This must be clarified.





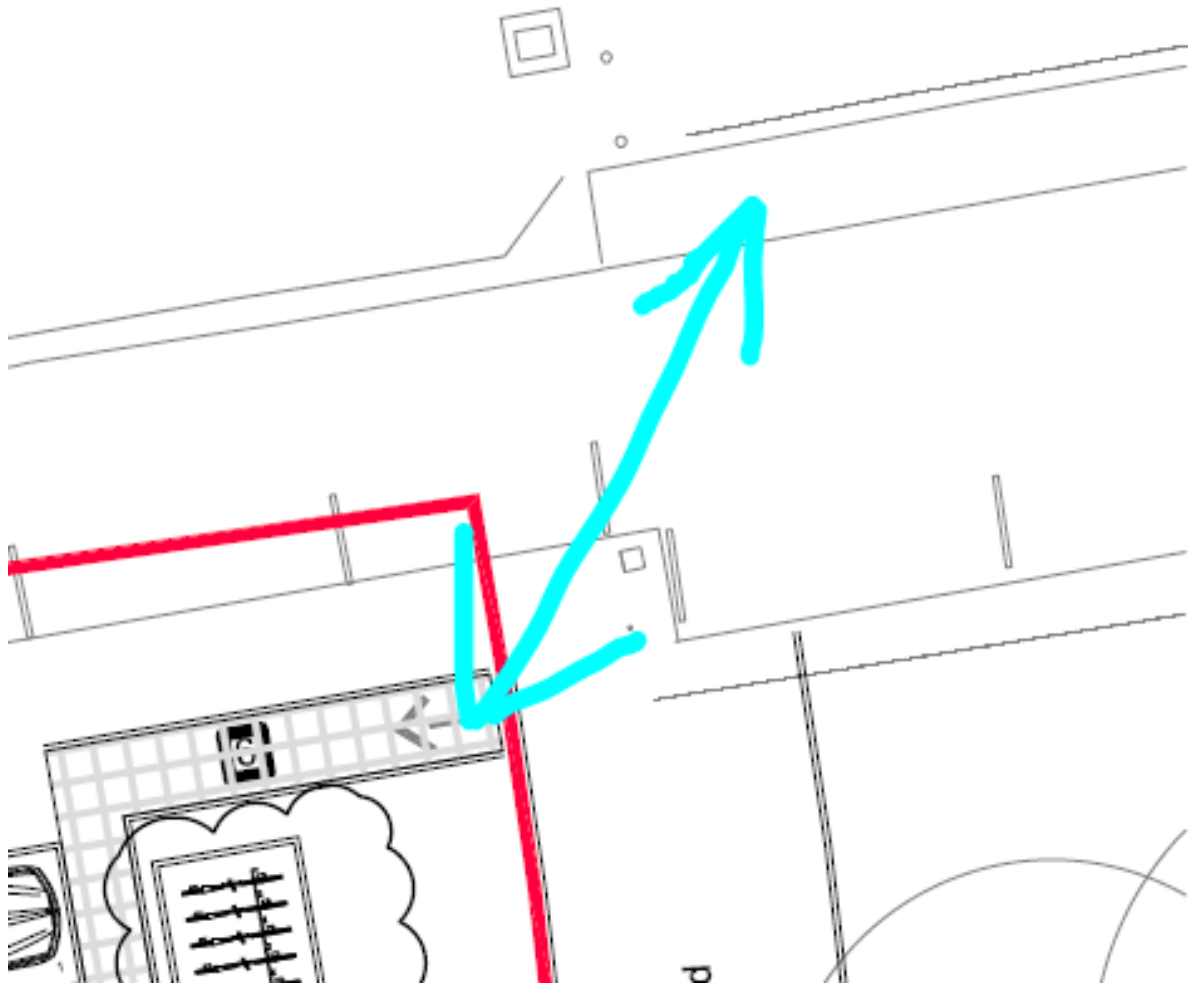
It is not clear how this access is to be designed and built and there is no tracking showing how large vehicles will enter and leave the site. I would expect a full bellmouth to be needed here to accommodate the possible range of vehicle movements.

There is a vehicle access barrier on the existing estate road that was up when I visited the site but clarification is needed whether this barrier is to remain and if so how it is to be managed.

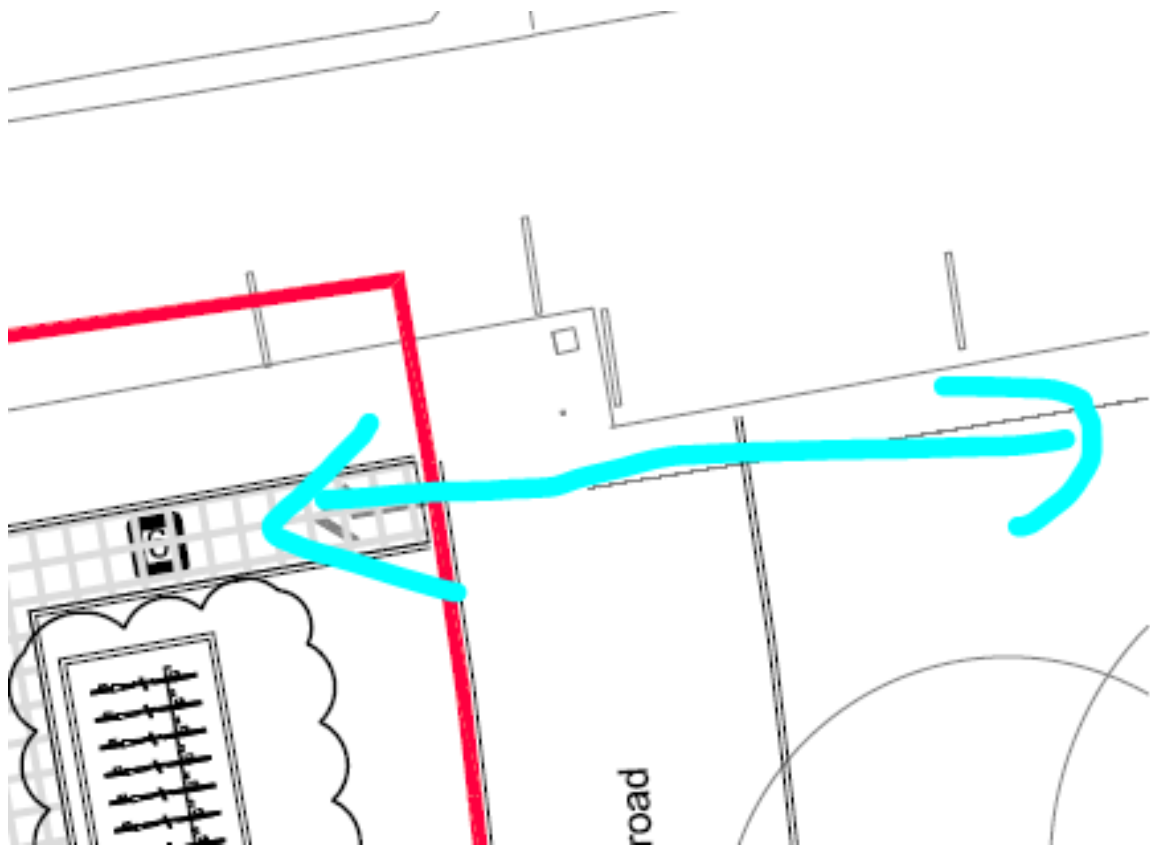
Some tracking manoeuvres have been shown on the proposed site plan for the entrance off the existing site road but they are very feint and it is not possible to work out the type and size of vehicle that has been tracked. Clarification is needed on tracking including for the exit (which has had no tracking submitted at all).

Pedestrian access

It is also not clear how pedestrians would get to and from the existing footway provision to the north side of the first stretch of estate road after the junction with The Boulevard:



The onward pedestrian route from that point to the nearest bus stops on Langford Lane (buses do not run throughout the day from the stops on The Boulevard contrary to what the TS suggests). A much better solution would be for a new footway to be provided on the south side of the access road, west of the Boulevard:

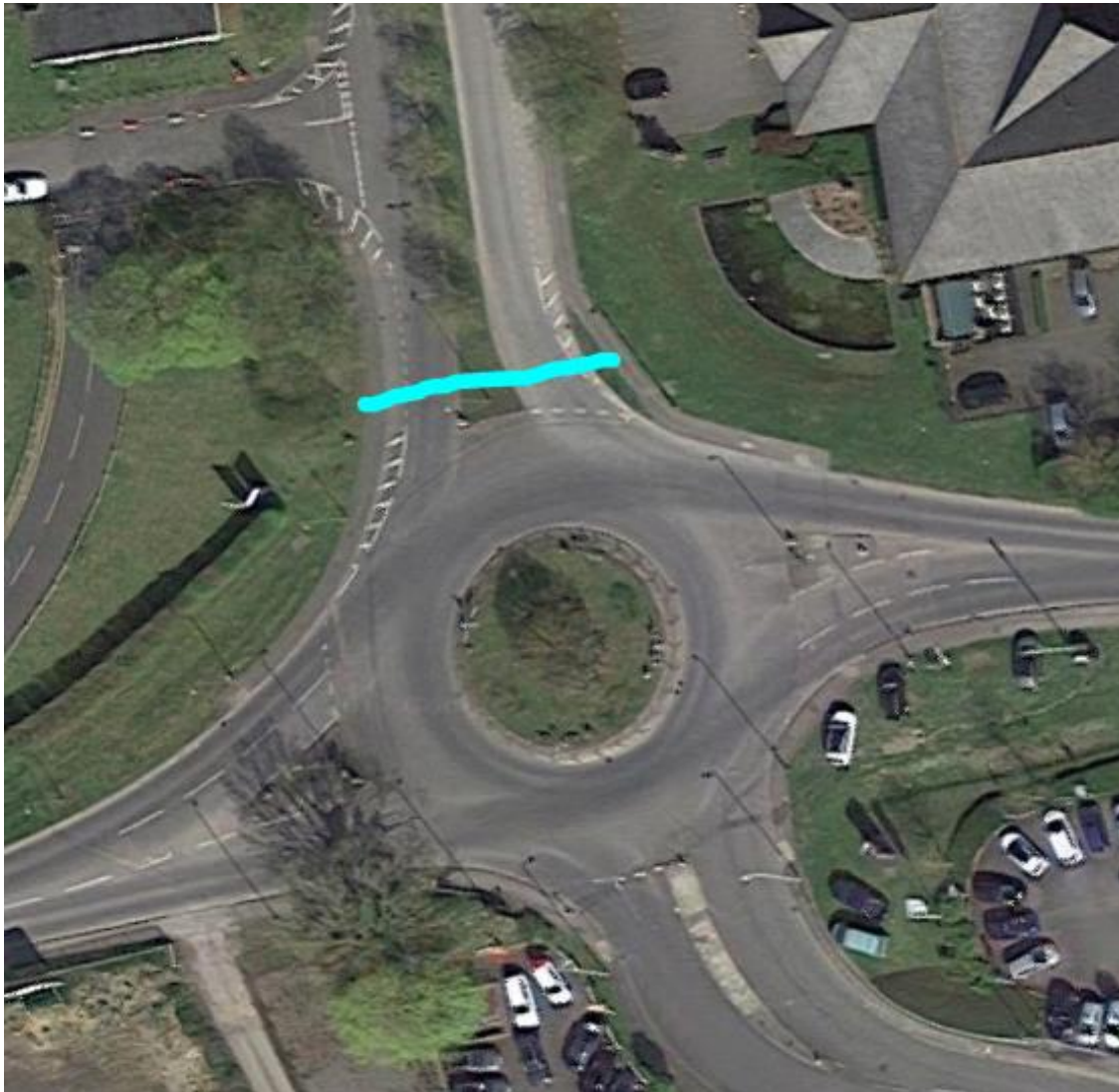


This would then provide a more convenient route to the existing footway on The Boulevard. However, there is currently a run of red and white plastic barriers along the first stretch of site access road which I understand to be preventing car parking. This prevents safe and suitable access to the footway on The Boulevard and as such is blocking the public highway:



It is clear that the barriers need to be removed and in any case surely are a temporary measure. But how is the parking going to be prevented in the future without them? Double yellow lines (even though it is not a public highway) would be a good start.

Once onto the footway on the west side of The Boulevard, a route exists to and across Langford Lane (but for a distance this is in the opposite direction to the eastbound bus stop on Langford Lane) and then eastwards along Langford Lane crossing the Motor Park side road at a refuge island. Pedestrians can then continue eastwards to the point where a refuge island crossing will be provided to get to the eastbound bus stop. A more attractive and direct route would be across The Boulevard by the roundabout and then crossing Langford Lane to the east of the roundabout – it would be approximately 50m shorter to the position of the new Langford Lane refuge crossing. And it would not involve a walk in the wrong direction. The applicant should therefore provide a new refuge crossing of The Boulevard north of the roundabout by means of a S278 agreement:



The site plan does not give clear enough indication of safe and convenient pedestrian routes to the entrances of the buildings – it is just too difficult to work out what is going on on the plan. Clarity is needed here.

Overall, it seems that much more coherent thinking is needed to ensure that safe and convenient access is provided for this new development is provided if it is to go ahead.

Cycling access

The TS makes no mention of the S278 improvements to Langford Lane that have been negotiated as part of the planning permission for the technology park to the east of Evenlode Close. These S278 works will improve access to the pilot school site for journeys to/from the west along Langford Lane. The TS needs to set out how people cycling to/from this site will conveniently access these cycle infrastructure improvements.

The TS also needs to set out how safe and suitable access for cyclists to the site can be provided for journeys to/from the east along Langford Lane. This is the main and most direct route to/from Kidlington, the nearest centre of population and presumably one of the most popular places for students to live who are attending the pilot school. The A44/A4260 corridor study (<https://www.oxfordshire.gov.uk/cms/content/a44-and-a4260-corridor-study>) identifies one option for cycle improvements (amongst others) for Langford Lane connecting A44 with A4260, and so the applicant should bear this in mind in considering proposals for cycling to/from the site along Langford Lane to the east.

Car parking

The TS sets out how there is proposed to be 60 car parking spaces even though it is estimated that 34 spaces are ordinarily needed. The reasoning for exceeding the standards is stated as being because it is the requirement of the Business Director of the London Oxford Airport for the business to comply with the operational needs of the airport. However, this significant exceedance of standards requires a much more careful justification. In order to maximise use of sustainable transport modes to/from the pilot school, details of how the parking would be managed to minimise car use is expected. A parking permit procedure should be considered e.g. only students or staff who live beyond a reasonable cycling distance and not living within a comfortable walk of a usable bus service should be allowed to park on site.

Cycle parking

I would expect the cycle parking to be much closer to the entrance of the buildings. More detail is needed of how the cycle parking is to be provided – it is just possible to make out what is proposed on the site plan but the bicycles appear to be shown very close together to the point where it would not be at all attractive (or even possible) to use. The entrance to the store is not shown.

Public Transport

The site is within a reasonable distance of an attractive bus service to/from Kidlington and Oxford (including Oxford Parkway rail station). Buses serve The Boulevard i.e. very close to the site in the morning peak and from mid afternoon. The TS states that there is a 15 minute frequency service on The Boulevard throughout the day (para 3.4). This is not correct. Para 3.4 also states that the other bus stop on Langford Lane which has a more comprehensive service pattern throughout the day is 240m from the site – again this is not correct. The westbound stop is 350m away and the eastbound stop is 450m away.

In any case, the further stop is still within a reasonable walking distance but the crossing of Langford Lane to access the eastbound stop is difficult – only dropped kerbs and tactile paving is provided. A refuge island crossing has been negotiated as part of the planning permission for the technology park to the east of Evenlode Close. However, this permission has not been implemented yet. If the pilot school is to be granted permission it must not be occupied until the refuge crossing is in place. If that is before the technology park planning permission is implemented, the pilot school applicant will need to enter into a S278 agreement to deliver the refuge island.

Drainage

It appears that there are no accompanying drainage details, plans, calculations or soakage tests to BRE 365 to demonstrate how surface water will be managed at the site. Therefore the county council as Lead Local Flood Authority must object to the granting of planning permission on these grounds.

Travel Plan

A Travel Plan is needed for this site. This can be secured by the use of a planning condition. The Travel Plan will need to meet the guidance of the county council's document "Transport for New Developments: Transport Assessments and Travel Plans".

The Travel Plan will be produced and agreed prior to occupation and updated within 3 months of full occupation of the site.

A travel plan monitoring fee of £1,240 will be required.

Additionally, prior to first occupation, a Travel Information Pack shall be submitted to and approved by the Local Planning Authority. Residents of each room shall be provided with a copy of the approved Travel Information Pack.

Construction Travel Management Plan

A Construction Travel Management Plan (CTMP) will be needed for this development, given the traffic sensitive nature of the approach routes on the wider strategic road network in and around Kidlington. We would expect the CTMP to incorporate the following in detail:

- The CTMP must be appropriately titled, include the site and planning permission number.
- Routing of construction traffic and delivery vehicles is required to be shown and signed appropriately to the necessary standards/requirements. This includes means of access into the site. Large construction vehicles shall not travel through Kidlington to reach the site.
- Details of and approval of any road closures needed during construction.
- Details of and approval of any traffic management needed during construction.
- Details of wheel cleaning/wash facilities – to prevent mud etc, in vehicle tyres/wheels, from migrating onto adjacent highway.
- Details of appropriate signing, to accord with the necessary standards/requirements, for pedestrians during construction works, including any footpath diversions.
- The erection and maintenance of security hoarding / scaffolding if required.
- A regime to inspect and maintain all signing, barriers etc.
- Contact details of the Project Manager and Site Supervisor responsible for on-site works to be provided.
- The use of appropriately trained, qualified and certificated banksmen for guiding vehicles/unloading etc.
- No unnecessary parking of site related vehicles (worker transport etc) in the vicinity – details of where these will be parked and occupiers transported

to/from site to be submitted for consideration and approval. Areas to be shown on a plan not less than 1:500.

- Layout plan of the site that shows structures, roads, site storage, compound, pedestrian routes etc.
- A before-work commencement highway condition survey and agreement with a representative of the Highways Depot – contact 0845 310 1111. Final correspondence is required to be submitted.
- Local residents to be kept informed of significant deliveries and liaised with through the project. Contact details for person to whom issues should be raised with in first instance to be provided and a record kept of these and subsequent resolution.
- Any temporary access arrangements to be agreed with and approved by Highways Depot.
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours – construction and delivery vehicles must only arrive or leave between 9.30am and 4.30pm.

S106 obligations and their compliance with Regulation 122(2) Community Infrastructure Levy Regulations 2010 (as amended):

£1,240 Travel Plan Monitoring Fee indexed from November 2017 using RPI-x

Justification: The travel plan monitoring fee is required to make the development acceptable in planning terms, because it enables the monitoring to take place which is necessary to deliver an effective travel plan.

S278 Highway Works:

An obligation to enter into a S278 Agreement will be required to secure mitigation/improvement works, including:

- Improvements to the site access with The Boulevard (including the removal of car parking to the south of the access junction) will need to be delivered by means of a S278. As yet it is not possible to tell from the submitted information what scale of improvements are needed. As a minimum, the on street parking to the south on The Boulevard will need to be removed
- As part of the implementation of planning permission for the nearby site on the opposite side of Langford Lane (14/02067/OUT), a pedestrian refuge crossing is to be provided to give access to the bus stop on the north side of Langford Lane to the west of Langford Locks. However, this development has not started yet and if it does not go ahead this refuge will still be needed to allow safe access for people travelling to/from the pilot school. It would be provided by means of a S278 secured through a S106 but should also be conditioned. Neither development can be occupied before the refuge is built.
- A refuge island crossing of The Boulevard immediately north of the Langford Lane roundabout needs to be provided

Notes:

This is secured by means of S106 restriction not to implement development (or occasionally other trigger point) until S278 agreement has been entered into.

The trigger by which time S278 works are to be completed shall also be included in the S106 agreement.

Identification of areas required to be dedicated as public highway (as necessary) and agreement of all relevant landowners will be necessary in order to enter into the S278 agreements.

S278 agreements include certain payments that apply to all S278 agreements (e.g. commuted sums towards maintenance) however the S278 agreement may also include an additional payment(s) relating to specific works.

Planning Conditions:

In the event that permission is to be given, the following planning conditions should be attached:

Site Access: Full Details

Prior to the commencement of the development hereby approved, full details of the means of access between the land and the existing estate roads and then the highway on The Boulevard including position, layout, and vision splays shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the first occupation of any of the development, the means of access shall be constructed and retained in accordance with the approved details. *Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework*

Pedestrian access to bus stop

The development hereby permitted shall not be occupied until a pedestrian refuge island crossing of Langford Lane, west of Langford Locks, to serve the eastbound bus stop is built. *Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework*

Car Parking

The development hereby permitted shall not be occupied until car parking space(s) to serve the development have been provided according to details that have been submitted to and agreed in writing by the Local Planning Authority. All car parking shall be retained unobstructed except for the parking and manoeuvring of vehicles at all times thereafter, unless otherwise agreed in writing beforehand by the local planning authority. *Reason: To ensure appropriate levels of car parking are available at all times to serve the development, and to comply with Government guidance contained within the National Planning Policy Framework.*

Cycle Parking

The development hereby permitted shall not be occupied until covered and secure cycle parking spaces to serve the development have been provided according to details that have been previously submitted to and agreed in writing by the Local Planning Authority. All cycle parking shall be retained unobstructed except for the parking of cycles at all times thereafter, unless otherwise agreed in writing

beforehand by the local planning authority. *Reason: To ensure appropriate levels of cycle parking are available at all times to serve the development, and to comply with Government guidance contained within the National Planning Policy Framework.*

Travel Plan

Prior to occupation, a Travel Plan meeting the requirements set out in the Oxfordshire County Council guidance document, "Transport for New Developments; Transport Assessments and Travel Plans" shall be submitted to and approved in writing by the Local Planning Authority. *Reason – to encourage occupiers to use sustainable modes of transport as much as possible in line with the NPPF*

Travel Information Packs

Travel Information Packs, the details of which are to be submitted to and approved in writing by the Local Planning Authority prior to first occupation, shall be provided to every resident on first occupation. *Reason - In the interests of sustainability and to comply with Government guidance contained within the National Planning Policy Framework.*

Construction Traffic Management Plan

Prior to commencement of the development hereby approved, a Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the Local Planning Authority. The CTMP will include a commitment that construction traffic will not arrive or leave the site through Kidlington and that delivery or construction vehicles will only arrive or leave between 09.30 and 16.30. Thereafter, the approved CTMP shall be implemented and operated in accordance with the approved details. *Reason - In the interests of highway safety and the residential amenities of neighbouring occupiers.*

Drainage

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 with pipe numbers
- SUDS – (in a treatment train approach to improve water quality)
- Network drainage calculations
- Phasing
- Flood routes in exceedance

Reason - To ensure satisfactory drainage of the site in the interests of public health, to avoid flooding of adjacent land and property and to comply with Government guidance contained within the National Planning Policy Framework.

Officer's Name: Craig Rossington

Officer's Title: Senior Transport Planner

Date: 27 November 2017
