

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

District: Cherwell

Application No: 19/01705/OUT

Proposal: Outline planning application for the erection of up to 95 dwellings with public open space, landscaping and sustainable drainage system (SuDS) and vehicular access point from South Newington Road. All matters reserved except for means of access.

Location: Land Adjoining W Of Bloxham Recreation Ground South Newington Road Bloxham

Response date: 7th October 2019

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 based on a SHMA mix.

Residential	No.
1-bed dwellings	12
2-bed dwellings	24
3-bed dwellings	41
4-bed & larger dwellings	18

Based on the completion and occupation of the development as stated above it is estimated that the proposal will generate the population stated below:

Average Population	249.12
Primary pupils	29.25
Secondary pupils	17.89
Sixth Form pupils	2.73
SEN pupils	0.60
Nursery children (number of 2 and 3 year olds entitled to funded places)	7.38
20 - 64 year olds	171.93
65+ year olds	18.50
0 – 4 year olds	26.34

Application No: 19/01705/OUT

Location: Land Adjoining W Of Bloxham Recreation Ground South Newington Road Bloxham

General Information and Advice

Recommendations for approval contrary to OCC objection:

IF within this response an OCC officer has raised an objection but the Local Planning Authority are still minded to recommend approval, OCC would be grateful for notification (via planningconsultations@oxfordshire.gov.uk) as to why material consideration outweighs OCC's objections, and given an opportunity to make further representations.

Outline applications and contributions

The number and type of dwellings and/or the floor space may be set by the developer at the time of application, or if not stated in the application, a policy compliant mix will be used for assessment of the impact and mitigation in the form of s106 contributions. These are set out on the first page of this response.

In the case of outline applications, once the unit mix/floor space is confirmed by the developer a matrix (if appropriate) will be applied to assess any increase in contributions payable. The matrix will be based on an assumed policy compliant mix as if not agreed during the s106 negotiations.

Where unit mix is established prior to commencement of development, the matrix sum can be fixed based on the supplied mix (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 payments where the payment of S106 contributions (in aggregate) have been agreed to be deferred to post implementation and the total County contributions for the development exceed £1m (after indexation).
- **Administration and Monitoring Fee - £8,445**
This is an estimate of the amount required to cover the extra monitoring and administration associated with the S106 agreement. The final amount will be based on the OCC's scale of fees and will be 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. Please note the fees apply whether an s106 agreement is completed or not.

Application No: 19/01705/OUT

Location: Land Adjoining W of Bloxham Recreation Ground South Newington Road Bloxham

Transport Schedule

Recommendation:

Objection for the following reasons:

- The development fails to provide safe and suitable access for all users as required under the NPPF. The visibility splays are inadequate for the speeds in this location and it does not appear that adequate visibility splays are achievable at the site access. Vehicle tracking is required, and a Road Safety Audit would be also required to demonstrate that all required infrastructure, including traffic calming, footways, a crossing facility and bus stops can be safely accommodated in this location without detriment to highway safety.
- Further information is required to provide confidence in the traffic impact assessment which has been undertaken, given known capacity issues within the village.

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

S106 Contributions

Contribution	Amount £	Price base	Index	Towards (details)
Public transport services	£95,000	October 2019	RPI-x	Increasing the frequency and hours of operation of the bus service through Bloxham
Public transport infrastructure (<i>if not dealt with under S278/S38 agreement</i>)	£34,694	June 2017	Baxter	2 x Bus stop flag and timetable case unit (£1,090), 2x 3-bay cantilever bus shelter (£8,230) and 2 x real-time information shelter display (£8,027). All inclusive of commuted maintenance sum.
Traffic Reg Order (<i>if not dealt with under S278/S38 agreement</i>)	£3,120	October 2019	RPI-x	An amendment to the Traffic Regulation Order to extend the 30mph speed restriction on A361 by c.90m to the west.

Travel Plan Monitoring	£1,240	October 2019	RPI-x	To enable the Residential Travel Plan to be monitored for a period of 5 years following occupation.
Public Rights of Way	£20,000	October 2019	Baxter	Contribution towards feasibility survey, assessment and development of a greenway to be developed between Bloxham and Hook Norton.

Key Points:

- The visibility splays shown at the site access are inadequate, being based on the standard set out in the Manual for Streets for urban areas where speeds do not exceed 30mph. Visibility splays in accordance with DMRB standards for the actual 85th percentile speeds are required. A speed survey is required to inform this.
- It does not appear adequate visibility splays could be provided at the site access junction due to the alignment of the A361 in that location.
- While the application does propose extending the 30mph restriction to the west of the site access, the traffic calming that is proposed is unlikely to significantly reduce speeds and OCC will not permit the red road surface markings.
- More significant traffic calming would be required in order to significantly reduce speeds to the required amount. However, this would not be desirable due to the need to continue to enable the amount and type of traffic which uses this road to pass comfortably and may not be permissible.
- A pair of bus stops, with connecting footways and a suitable crossing facility, would be required in the vicinity of the site access. A Road Safety Audit will be required to demonstrate that the required infrastructure (and any required road widening) could be safely accommodated in this location given the alignment of the A361 and likely vehicle speeds.
- Further information and assessment are required to provide assurance over the robustness of the traffic impact assessment that has been undertaken, given known capacity issues at the mini roundabout junction at Barford Road / South Newington Road / Church Street.
- A contribution towards the enhancement of the local Bloxham – Banbury bus route would be required.
- A residential travel plan, which meets OCC's requirements, would be required in order to promote sustainable travel from the site and reduce the development's traffic impact. A travel plan monitoring fee will be required to enable the county council to monitor the travel plan.
- A Construction Traffic Management Plan would be required.
- A contribution would be required towards the development of a public greenway between Bloxham and Hook Norton, which would be of direct benefit to future residents.

Comments:

Traffic Impact Assessment

The application includes a transport assessment, which concludes that the development will not have a detrimental effect on the operational performance of the junctions studied. However, I do not consider that a full assessment has been made, for the following reasons.

Cumulative Impact

The traffic counts used to establish the baseline scenario for assessment were carried out on one day only in January 2017 and have not been validated against any automated counts over a longer period. The county council requests that further traffic counts are undertaken over a longer period to ensure that the baseline scenario is robust and reflects a typical average.

In terms of consideration of other developments within the assessment, the TA sets out that trips from the Bovis development on Barford Road have not been added as committed development as that site is largely built out and occupied. However, as noted above, the traffic count was undertaken in January 2017 and so occupations of that development would have been considerably lower at that time. The county council therefore considers that development trips from that site should have been included added to the baseline flows.

Junction Capacity Assessment

The baseline data outlined above has been used to assess the operation of the mini-roundabout junction at Barford Road / South Newington Road / Church Street. The TA suggests that the junction is operating roughly at capacity on the Church Street arm of the junction during the AM peak hour and concludes that the proposed development would not significantly impact upon the operation of the junction.

Previous assessments of this junction have however concluded that the junction is operating over capacity (e.g. the Transport Assessment for application reference 17/02502/OUT).

Due to known capacity issues at this junction, the county council has also previously undertaken an assessment of the A361 / Barford Road / South Newington Road mini-roundabout junction which confirmed that no further capacity or pedestrian access improvements were feasible.

Therefore, given the sensitivity of this junction the county council requests further information on the data and inputs used for the capacity assessment to ensure that the capacity assessment is robust. This must include a further assessment of the baseline scenario (as above) being based on up to date survey data over a longer period of time and including all agreed committed development.

A plan of the junction demonstrating the geometric inputs used for the ARCADY assessment (to include the inscribed circle diameter, entry angles, entry widths, entry radii etc.) is also required. It is noted from on-site observations and from comparison with other ARCADY assessments that the geometric inputs used in the various assessments are not entirely consistent.

Without this further information and given the known significant capacity issues at this junction, the county council must object to the application.

Notwithstanding this, the junction analysis that has been undertaken shows most arms of the Church Street / Barford Road / South Newington Road roundabout (especially in the AM) close to capacity with the committed development and proposal in place. This goes against the Neighbourhood Plan Objective 1B (minimise additional traffic congestion), and the LTP4 objective of mitigating the impacts of transport on the local built, historic and natural environment.

Access

Visibility Splays

The visibility splays shown in the access plan (4995-00-02 A) are insufficient for the access in this location. These visibility splays measure 2.4m x 43m which meets the standards set out in Manual for Streets for urban environments where speeds do not exceed 30mph. This standard is not applicable in this more rural location with access taken from what is currently an unrestricted section of a classified 'A' road.

The required visibility splay must be based on standards set out in the Design Manual for Roads and Bridges (DMRB) and must be based on 85th percentile speeds at the location of the site access. The TA does not indicate that a speed survey has been undertaken and this is required to determine the required visibility splay dimensions. It must also be demonstrated that the required visibility splay can be achieved taking account of any variation in the vertical alignment of the road.

I note that the application proposes extending the current 30mph speed restriction from the village to a point just west of the site access. However, as set out in Annex A of "Setting Local Speed Limits", Department for Transport Circular 01/2013, without significant traffic calming, the extension of the speed restriction is only likely to result in a minimal reduction in actual speeds. This is particularly the case given that the access junction would be only a short distance within the proposed extension of the speed restriction and that the stretch of road will likely continue to appear rural in nature.

An amendment to the Traffic Regulation Order would be required to extend the speed restriction and this, along with the traffic calming, would be subject to public consultation and cannot be predetermined.

The visibility splays set out in the application are inadequate and the county council is concerned that, due to the alignment of the road in this location, visibility splays that meet the standards set out in the DMRB do not appear to be achievable. This is an absolute requirement and therefore the county council must object to the application due to the significant impact that access in this location could have on highway safety.

Traffic Calming

As noted above, the application proposes extending the 30mph speed restriction to a point just west of the site access on the A361. The applicant proposes some minor traffic calming features including a gateway feature, 'dragon's teeth' road markings

and a 30mph speed limit roundel marking with red coloured road surfacing just west of the site access. Further red surfacing and roundel markings are proposed to the east of the site access. This is unlikely to significantly alter speeds of vehicles approaching from the west as they pass the site access. Furthermore, the red coloured road surface markings are not permitted by OCC.

In order to significantly reduce vehicle speeds in this location by the required amount, a more significant traffic calming scheme, such as a traffic buildout or chicane, would be required. However, given that this is a classified 'A' road and must continue to enable same the level and mix of traffic (including HGVs) to pass comfortably, any such traffic calming scheme would certainly not be desirable and may not be permissible.

Layout, Bus Stops and Footway Connection

Vehicle tracking is required at the site access junction to demonstrate that the largest vehicles expected to require access to the site can safely and easily access and egress the site from all directions whilst passing another vehicle at the access junction. This must include tracking for a fire tender and refuse vehicle with the dimensions outlined below:

- Phoenix 2 – 23W with elite 2 6x4 chassis Dimensions;
- Overall length – 11.6m (including bin lift)
- Overall Width – 2.530m
- Overall body height – 3.205m
- Min body ground clearance – 0.410m
- Track width – 2.5m
- Lock to lock time – 4.00s

As outlined in the 'Public Transport' section below, dwellings within the site would be located beyond what is considered an acceptable and convenient walking distance from the closest bus stops and therefore a pair of bus stops will be required in a suitable location in the vicinity of the site access.

The basic infrastructure for these stops (hardstandings, connecting footways, 'cage' markings in the highway and electrical supply for shelters / electronic information signs) would need to be provided through A section 278 Agreement. Given traffic volumes on the A361, it is probable that some widening of the carriageway will be required – possibly in the form of 2 metre half-laybys so that smaller vehicles can pass a bus which has paused at the stop. The exact location of the stops would need to take account of the road alignment, such that drivers must be able to see vehicles approaching the bus from the rear. A Road Safety Audit will be required to demonstrate that bus stops and infrastructure could be safely accommodated within the highway in a location that is appropriate for residents of the development. Without this it is not considered that the development provides suitable access to public transport services.

Accessibility

We welcome the proposed provision of a footway connection between the site access junction and the existing provision running north of the recreation ground access. This is in line with Bloxham's Neighbourhood Plan Objective 4D (encourage walking and

cycling), Policy BL3 (All new development shall be required, wherever appropriate, to promote and improve low-carbon connectivity via new or existing networks of pedestrian paths and cycle routes such that new residents, including those of school age and the mobility impaired, have safe pedestrian, cycle or wheelchair/ mobility scooter access to village services), and the County's objectives for encouraging sustainable modes of transport.

The site access and footway connection will require streetlighting and a lighting scheme must be agreed with the county council's engineers.

I note that a variety of local services and facilities would be within convenient cycle distance of the site. However, cyclists would be required to cycle on-road and this may not be desirable for less confident cyclists, particularly along the stretch of the A361 near to the site access due to the likely vehicle traffic speeds.

Public Transport

The developer will be required to provide £1,000 per dwelling towards the cost of improving the 488 / 489 Chipping Norton – Bloxham – Banbury bus service, towards the delivery of a more frequent service, also with some evening and Sunday services.

The Design and Access statement suggests the nearest bus stops are located on the Cumberford Hill – Courtington Lane loop. However, bus services no longer operate along these streets (and in any case were extremely infrequent). Instead, the developer will be required to provide a pair of new bus stops on Newington Road, adjacent to the site. These must be located so they are adjacent to a good walking route into the site, and adjacent to a pedestrian crossing facility.

These new bus stops should provide a maximum walking distance of 400 metres to all dwellings on-site. It is extremely important that the footway network within the site links all the dwelling units to the bus stops in a reasonably direct manner. As noted above, a Road Safety Audit would be required to demonstrate that bus stops and associated infrastructure can be safely accommodated in this location.

These stops would require the following infrastructure to be procured by the Council through section 106 arrangements. Contributions would be required towards the cost of procurement and installation of 'Premium Routes' pole / flag / information case units (2 x £1,090), shelters (2 x £8,230) and real time information units (2 x £8,027), all inclusive of ongoing maintenance costs (at June 2017 prices). Bloxham Parish Council should be consulted on the design of shelter to be procured, and they need to be made aware of the transfer of these shelters to their ownership for maintenance purposes.

Public Rights of Way

Please see comments from OCC Public Rights of Way Access Strategy below:

As part of the outline planning permission the proposed development should provide for offsite and onsite mitigation to make use of the footpath for car-free access choices – and at this outline or at reserved matters stage to provide offsite financial contribution towards greenway route development.

Summary s106/278 request

Onsite/access – The construction of 95 dwellings is proposed on land carrying Bloxham footpath 136/5. This footpath is identified as providing a link to the recreation ground and the connecting part of Bloxham. As the key footpath into the rest of the village, it will have much greater levels of use and therefore should be improved to provide year-round access footway with appropriate surfacing and possibly other works including lighting and access slopes. With additional width surfacing and legal provision, the footpath might also provide for cycling connection avoiding part of the A361. Access rights would have to be negotiated with the recreation ground's owner and the access from the recreation ground to the A361 would have to be improved with a section of the A361 footway converted to a shared cycleway and footway. If the footway alongside the A361 was then widened to facilitate cycling this would give more sustainable travel choices for residents commuting and social journeys. At the moment the path does not offer a cycling option to avoid part of the A361 so cannot form part of the site's transport offer.

Offsite – the disused railway line offers a potential shared-use greenway and nature reserve (for walkers and possibly cyclists and horseriders) to be developed between Bloxham and Hook Norton. Such greenways are an aspiration of the Rights of Way Improvement Plan and OCC PRow would seek a contribution to a section of its development from this application. Given the size and location of the development directly adjacent to the start of the route, a contribution of **£20,000** is requested towards feasibility survey, assessment and development on the section between Bloxham and Milcombe on the old railway line and Bloxham bridleway 138/9. Part of the contribution would also be used for measures on the continuation of footpath 136/5 towards Milcombe as this route could be improved to provide for multi-user access.

Standard measures for applications affecting public rights of way

- **Correct route of public rights of way:** Note that it is the responsibility of the developer to ensure that their application takes account of the legally recorded route and width of any public rights of way as recorded in the definitive map and statement. This may differ from the line walked on the ground. The Definitive Map and Statement is available online at www.oxfordshire.gov.uk/definitivemap.
- **Temporary obstructions.** No materials, plant, temporary structures or excavations of any kind should be deposited / undertaken on or adjacent to the Public Right of Way that obstructs the public right of way whilst development takes place.
- **Route alterations.** The development should be designed and implemented to fit in with the existing public rights of way network. No changes to the public right of way's legally recorded direction or width must be made without first securing appropriate temporary or permanent diversion through separate legal process. Alterations to surface, signing or structures shall not be made without prior written permission by Oxfordshire County Council. Note that there are legal mechanisms to change PRow when it is essential to enable a development to take place. But these mechanisms have their own process and

timescales and should be initiated as early as possible – usually through the local planning authority.

- **Improvements to routes:** Public rights of way through the site should be integrated with the development and improved to meet the pressures caused by the development whilst retaining their character where appropriate. This may include upgrades to some footpaths to enable cycling or horse riding and better access for commuters or people with lower agility. Proposed improvements should be discussed and agreed with Oxfordshire County Council.

Travel Plan

The submitted travel plan has been checked against our approved guidance. Our general comments on the submitted travel plan are included below.

The submitted travel plan lacks the level of detail required, this is mainly because it has been written with a view to the production of a more detailed travel plan at a later date. It will need to be revised with more detail of targets for the site which will initially use the 2011 travel to work census data until enough homes have been occupied for a baseline service to take place. Additionally, it will also need to include details of monitoring, the identification and recruitment of a travel plan coordinator for the site and a detailed set of short, medium- and longer-term actions that will help the travel plan to achieve its aims.

We have provided some general comments on the framework plan that has been submitted although it is uncertain how much use these will be because any subsequent travel plans which are developed using our guidance will be more detailed than the submitted plan.

- Para 1.0 As is outlined in our guidance this is a residential travel plan and not a framework travel plan. This should be changed.
- One of the overriding aims of the travel plan is the reduction of Single Occupancy Vehicle (SOV) trips made to and from the development. It is also possible that car share may be one way of working towards this. Please change the principle travel plan objectives to reflect this.
- Para 2.2 Gives no real information about cycling to and from the site or the general provision for cyclists in the local area. Please include more detail. The footpath appears to have no street lighting and looks like its width at certain times of year will be restricted by vegetation. How will these issues be addressed? Putting walking and cycling together is not recommended, they are quite different activities which need infrastructure. The general comments that have been made about the two- and five-kilometres distances for walking and cycling are dependent on there being appropriate infrastructure to make walking and cycling attractive travel options for residents. Please consider if the necessary infrastructure is in place for this development. Please also include details of what provision will be made on the site for walkers and cyclists.
- Para 2.3 Please provide a summary of the bus services that are available for residents to use, this should include bus frequency, first and last bus times, and approximate journey times to key destinations. Some of this information has

been included please also give consideration of whether the services available will offer residents a suitable service to make journeys to and from work.

- Para 2.4 The travel plan should be able to be read as a stand-alone document and as such please include more detailed information on the site access particularly thinking about how it supports and encourages walking and cycling and will help the development to connect and become part of the local community.
- Do residents have access to rail services? Please include details.
- Para 2.5 Please provide details of the housing mix planned for the site, the build rate and an estimate of the number of future residents. Details of car parking and cycle parking provision will need to be added once they have been finalised.
- Section 3 should include details of our approved guidance which should have been used while developing this travel plan. A link to our guidance is included below.
- Section 4 This travel plan states that 'These objectives will be set out in more detail in the Travel Plan developed for the site with local partners. Methods for monitoring and the establishment of targets can also be agreed in the detailed plan. This information should all be included in this plan.

A link to our guidance is included below.

<https://www2.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/newdevelopments/TravelAssessmentsandTravelPlans.pdf>

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

£95,000 Public Transport Service Contribution indexed from October 2019 using RPI-x

Towards:

Increasing the frequency and hours of operation of the bus service through Bloxham.

Justification:

An improved level of bus service is required, to provide a more credible option for journeys to work and college and also providing evening and Sunday services to provide travel options for other journey purposes.

Calculation:

A strategy exists for improving the 488 Bloxham-Banbury bus service to operate on a more frequent basis during the week and hourly on evenings and Sundays. The amount is based on the cost of using additional vehicles and drivers on the route necessary to provide that additional level of service and amounts to a reasonable level of £1,000 per dwelling, which is equivalent to amounts secured on developments along the bus route.

£34,694 Public Transport Infrastructure Contribution indexed from June 2017
using Baxter Index

Towards:

2 x Bus stop flag and timetable case units (£1,090), 2x 3-bay cantilever bus shelter (£8,230) and 2 x real-time information shelter display (£8,027). All inclusive of commuted maintenance sum.

Justification:

The county council has policies which support the provision of Public Transport to provide new residents with a realistic choice of transport, especially for journeys to work and education at peak travel times.

The NPPF states that developments should be located and designed where practical to give priority to pedestrian and cycle movements and have access to high quality public transport facilities.

Connecting Oxfordshire: Oxfordshire County Council's Fourth Local Transport Plan 2015-2031 (LTP4) [adopted in September 2015] includes the following policies:

Policy 3

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.

Policy 34

Oxfordshire County Council requires the layout and design of new developments to proactively encourage walking and cycling, especially for local trips, and allow developments to be served by frequent, reliable and efficient public transport. To do this, we will:

- secure transport improvements to mitigate the cumulative adverse transport impacts from new developments in the locality and/or wider area, through effective travel plans, financial contributions from developers or direct works carried out by developers;*
- identify the requirement for passenger transport services to serve the development, seek developer funding for these to be provided until they become commercially viable and provide standing advice for developers on the level of Section 106 contributions towards public transport expected for different locations and scales of development.*

Calculation:

2 x Bus stop flag and timetable case units (£1,090), 2x 3-bay cantilever bus shelter (£8,230) and 2 x real-time information shelter display (£8,027). All inclusive of commuted maintenance sum.

£3,120 Traffic Regulation Order Contribution indexed from October 2019 using RPI-x

Towards:

An amendment to the Traffic Regulation Order to extend the 30mph speed restriction to a point west of the proposed site access junction.

Justification:

The extension of the speed restriction on Warwick Road is directly related to the development of the site access.

Calculation:

The contribution is calculated on a standard charge which applies for administrative costs for TROs throughout Oxfordshire. This charge also includes the costs for public consultation required for the proposed TRO.

The County Council's costs for new or amended TROs is £3,120 for each instance.

The County Council considers that its TRO fee is fairly and reasonably related in scale and kind to the development.

£20,000 Public Rights of Way Contribution indexed from XX using Baxter Index

Towards:

Offsite contribution to part of Bloxham / Hook Norton Greenway and Bloxham bridleway 136/9 and / or Bloxham footpath 136/5 towards Milcombe.

Justification:

The development's location immediately adjacent to the start point of the old railway line means that additional pressure of use will be made onto the Slade Nature Reserve and footpath 136/5 as these are the key 'countryside' access for the development site and to give more options for avoiding traffic including works to Bloxham bridleway 136/9. OCC is proposing a range of mitigation measures that to address pressures and to give car-free options through the improvement of traffic-free routes.

The site has had a desk assessment to both assess the current situation and look at how public use could be protected and enhanced. With the development site at the centre, the logical and realistic public rights of way network likely to be affected is considered along with the range of measures needed to provide mitigation against the impacts of the development. In this case it is access to the surrounding countryside and key access roads serving the development that are the key drivers. The rights of way and countryside access resources in the vicinity of the site considered to be affected by the development are: Bloxham Footpath 136/5, Bridleway 136/9 and the Slade Nature Reserve/old railway line.

Calculation:

The proposed measures are based on the desk assessment of likely costs for the measures. They are not based on a standard formula or any other kind of per-dwelling or per-m² tariff system. The proposed off-site measures are in the form of a reasonable financial contribution to allow the Countryside Access Team to plan and deliver improvements with third party landowners in a reasonable time period and under the Rights of Way Management Plan aims.

Contribution breakdown

The contribution would be spent on improvements to the public rights of way in the vicinity of the development . Primarily this is to improve the surfaces of all routes to take account of the likely increase in use by residents of the development as well as new or replacement structures like gates, bridges and seating, sub- surfacing and drainage to enable easier access, improved signing and protection measures such as anti-motorcycle barriers. Negotiations to secure public access to the old railway line would be initiated and works undertaken as a first step in the greenway opening would focus on the section between Bloxham and Milcombe using bridleway 136/9 to create a connected route. Additional feasibility works would be undertaken to assess the potential for the continuation of the old line to Hook Norton.

By activity

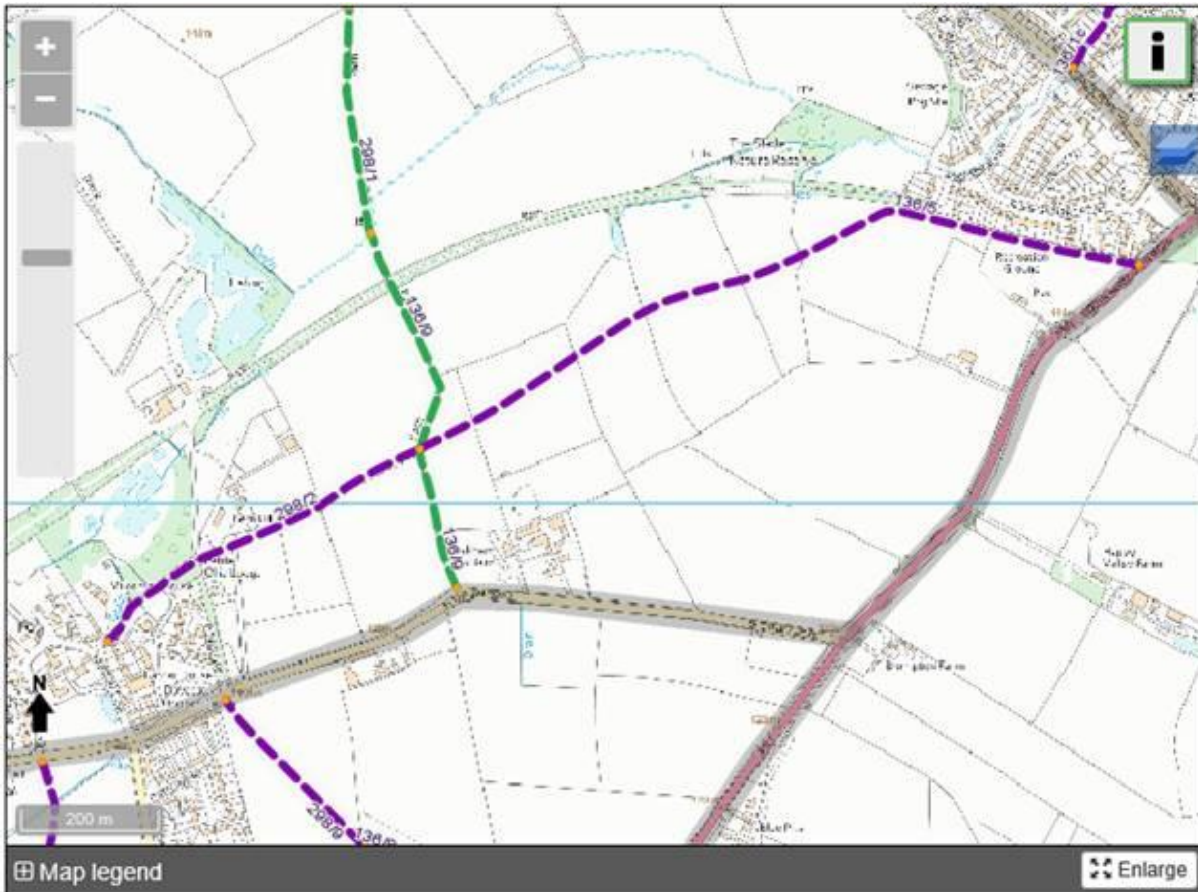
1st section Bloxham to Milcombe on old railway line and Bloxham bridleway 136/9 or upgrading Bloxham footpath 136/5.

- site surveys & assessments 5%
- habitat survey & mitigation 5%
- landowner negotiations 5%
- Materials, plant & equipment 60%
- Legal processes e.g. temporary works closures, agreement payments 5%
- Contract preparation & supervision 5%
- Contingency/Follow-up repair works 5%

2nd section Milcombe to Hook Norton

- site surveys & assessments 5%
- landowner negotiations 5%

N.B. cost allocations are approximate, and contributions should be aggregated across activity and routes with 10-year longstop



£1,240 Travel Plan Monitoring Fee indexed from October 2019 using RPI-x

Justification:

Travel plans aim to encourage and promote more sustainable modes of transport with the objective of reducing dependence upon private motor car travel and so reducing the environmental impact and traffic congestion. A framework travel plan, residential travel plan and school travel plan is required to make this development acceptable in planning terms.

A travel plan is a 'dynamic' document tailored to the needs of businesses and requires an iterative method of re-evaluation and amendment. The county council needs to carry out biennial monitoring over five years of the life of a Travel Plan which includes the following activities:

- review survey data produced by the developer
- compare it to the progress against the targets in the approved travel plan and census or national travel survey data sets
- agree any changes in an updated actions or future targets in an updated travel plan.

Government guidance, 'Good Practice Guidance: Delivering Travel Plans through the Planning Process' states that: 'Monitoring and review are essential to ensure travel plan objectives are being achieved. Monitoring for individual sites should ensure that there is compliance with the plan, assess the effectiveness of the measures and

provide opportunity for review. Monitoring must be done over time – it requires action and resources.’

In accordance with this Guidance, it is the view of the county council that without monitoring travel plans they are likely to be ineffective. Therefore, monitoring of the travel plans is required to make the development acceptable in planning terms.

Calculation:

The figure for travel plan monitoring is based on three monitoring and feedback stages (to be undertaken at years 1, 3 & 5 following first occupation), and assumes officer time at an hourly rate of £40. Please note that this is considered a fair rate, set to include staff salary and overheads alone.

S278 Highway Works:

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

- Site access junction with all associated infrastructure, signage and road markings and min 2m wide footway connection between this site access and the existing footway provision to the north. Design to be agreed with OCC.
- Pair of bus stops in a location adjacent to the access junction with hardstanding sufficient for 3-bay bus shelters, electric supply for RTI displays, bus stop cage markings, connecting footways and a suitable pedestrian crossing. Location and layout to be agreed with OCC and subject to Road Safety Audit.
- Streetlighting for access junction and footway connection.
- TRO for extension of 30mph speed restriction. All necessary signage and road markings associated with the extension of the speed restriction.
- Scheme of traffic calming to be agreed with OCC.
- Improvement to PROW access adjacent to the recreation ground. Upgrading of section of footway to shared use footway / cycleway to enable cycle access to PROW. Design to be agreed with OCC.
- Surface improvements to PROW 136/5 to be agreed with OCC.

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 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 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:

Construction Traffic Management Plan

Prior to the commencement of the development, a Construction Traffic Management Plan (CTMP) must be submitted to and approved in writing by the Local Planning Authority. Thereafter, construction shall only commence in accordance with the approved details. This should include the following where applicable:

- 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.
- 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.

Reason: In the interests of road safety in accordance with the National Planning Policy Framework.

Site access, footways and bus stop layout

Prior to the submission of the first Reserved Matters application, full details of the means of access between the land and the highway, including, position, layout, construction, drainage, vision splays and a completed Stage 1 Road Safety Audit shall be submitted to and approved in writing by the Local Planning Authority. This shall

include the location and layout of the bus stop hardstanding areas, bus stop shelters, bus stop layby (if required), bus stop clearway markings, footways and a suitable pedestrian crossing.

Reason: In the interest of highway safety

Travel Plan

Prior to the first occupation of the development hereby approved, a Residential Travel Plan, prepared in accordance with Oxfordshire County Council's approved Travel Plan guidance shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved Travel Plan shall be implemented and operated in accordance with the approved details.

Reason: In the interests of sustainability and to ensure a satisfactory form of development, in accordance with the Government guidance contained within the National Planning Policy Framework.

Officer's Name: Tim Peart

Officer's Title: Senior Transport Planner

Date: 01 October 2019

Application No: 19/01705/OUT

Location: Land Adjoining W Of Bloxham Recreation Ground South Newington Road
Bloxham

Local Lead Flood Authority

Recommendation:

Objection

Key issues:

- Site partially in Flood Zones 2 and 3. Evidence required from Environment Agency that they have no objection to the proposed development.
- Lack of outline/concept drainage strategy plans to enable technical assessment and audit of the proposal.

Detailed comments:

Site is partially in Flood Zone 2 and 3 as noted in FRA. Evidence required from Environment Agency that they are happy to permit development.

Discharge to existing culvert/watercourse. Evidence required as to condition of culvert, capacity or culvert/watercourse and consent to discharge has been obtained. Flows to be at Greenfield rate for all relevant Return periods including 40% Climate Change.

Evidence required of buffer zone between development and watercourse.

Overland surface water post development flow path to be provided.

FRA notes significant area to the North of the site which is prone to flooding. Evidence/justification required as to how this will be mitigated, i.e. shallow basins for temporary shallow sacrificial storage.

Infiltration test results required.

Table 5.3 refers to the old CIRIA SuDS Manual, not latest industry best practice.

Calculation files do not appear to indicate a Cv value that has been applied.

Calculations for a site of this scale should use FEH methodology.

Freeboard for attenuation basin needs demonstrating.

Draft Management and Maintenance Plan needs to be submitted.

Written and plan demonstration of Treatment and Management train needs to be demonstrated.

Plan required detailing final discharge points, flow rate and flow control method to be submitted.

Proposed Greenfield discharge rate appears high.

Design notes:

Consider splitting site into sub-catchments that manage their own surface water, in turn providing redundancy. Site should look to having a dispersed site storage regime.

Design out combined kerb drains as these pose a long term maintenance burden

Permeable paving should be used for all hardstanding areas.

Green space should be better used for SuDS techniques to be employed.

At present, from the data submitted, site appears to be pipe to pond, this is not considered best practice.

Although we acknowledge it will be hard to determine all the detail of source control attenuation and conveyance features at concept stage, we will expect the Surface Water Management Strategy to set parameters for each parcel/phase to ensure these are included when these parcels/phases come forward. Space must be made for shallow conveyance features throughout the site and by also retaining existing drainage features and flood flow routes, this will ensure that the existing drainage regime is maintained, and flood risk can be managed appropriately.

By the end of the Concept Stage evaluation and initial design/investigations Flows and Volumes should be known. Therefore, we ask that the following Pro-Forma is completed and returned as soon as possible:

Officer's Name: Richard Bennett

Officer's Title: Flood Risk Engineer

Date: 01 October 2019

Application no: 19/01705/OUT

Location: Land Adjoining W Of Bloxham Recreation Ground South Newington Road Bloxham

Education Schedule

Recommendation:

Objection for the following reasons:

- Lack of primary school capacity, without a feasible solution to mitigate the impact of this proposed development.

If despite OCC's objection permission is proposed to be granted then OCC requires prior to the issuing of planning permission a S106 agreement to mitigate the impact of the development as detailed below.

- **S106 Contributions** as summarised in the tables below and justified in this Schedule.

Contribution	Amount £	Price base	Index	Towards (details)
Primary and nursery	£788,717	2Q2017	PUBSEC	Expansion of primary and nursery provision at Christopher Rawlins CE (VA) School, Adderbury
Primary school transport	£266,000	May 2019	RPIX	Transport for the nearest available school places
Secondary (including sixth form)	£480,309	2Q2017	PUBSEC	Expansion of secondary and sixth form provision at The Warriner School, Bloxham
Total	£1,535,026			

Detailed comments

1. Reason for objection: primary school place sufficiency within Bloxham, and the impact of this proposed development

Bloxham CE Primary School has in recent years expanded to 2-form entry, providing 60 places per year group with a total of 420 places for Reception–Year 6. As of May 2019, Bloxham CE Primary School had 425 children on roll, so is currently oversubscribed, with 5 of the 7 Year Groups full or above capacity. The September 2019 Reception intake is also full. This proposed development would be expected to

generate 29.25 additional primary pupils, for which there are currently no spare places available. The school therefore does not have sufficient capacity to meet the needs expected to be generated by the proposed development.

It is not considered feasible or viable to further expand Bloxham CE Primary School, as its current site area is only sufficient for a 2-form entry school. To expand to a 3-form entry primary school would require additional site area being provided for the school, adjacent to its current site. Moreover, to enable the school to grow in an increment that is supportive of effective and efficient provision of education, significant additional accommodation for the school would be required, and to fund this would require a much larger scale of housing growth than proposed in this application or which would be compatible with the Cherwell Local Plan or Bloxham Neighbourhood Plan.

On these grounds, the county council's Education Sufficiency & Access team considers that development of the scale proposed would not meet the definition of sustainable development, and objects to the proposal.

2. Provision of sufficient primary school places should this application be permitted

As Bloxham CE Primary School is not currently in a situation to expand in an acceptable manner, recent expansion of primary school capacity in the area has been focused on the surrounding schools at Hook Norton and Adderbury. As a direct result of these expansions, forward funded by the county council, across this wider area there would be sufficient capacity to meet the needs of the proposed development. However, creating a situation where Bloxham residents cannot attend the village primary school would be detrimental to community cohesion and sustainability. It would also impose additional costs to the county council in providing school transport. Therefore, should this development be approved despite the county council's objection, a s106 contribution, as detailed below, would be required towards the capital investment the county council has forward funded to create sufficient capacity to meet the needs of housing development, and towards school transport costs.

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

£788,717 Primary and Nursery School Contribution indexed from 2Q2017 using PUBSEC Index

Towards:

The expansion of primary and nursery provision at Christopher Rawlins CE (VA) Primary School, Adderbury

Justification:

As discussed above, Bloxham CE Primary School is above capacity, and it is not feasible or viable to expand it in current circumstances. The expected pupil generation

from this proposed development can only be accommodated as a direct result of expansions of Hook Norton CE Primary School and Christopher Rawlins CE (VA) Primary School. These expansions were forward funded by the county council to ensure sufficient school places for local housing growth. As Christopher Rawlins is located closer to the proposed development, proportionate developer contributions would be required towards the cost of this expansion if the development is permitted.

There is a deficit of early years places in the Adderbury Medium Super Output Area (MSOA) and Bloxham Lower Super Output Area (LSOA), so without the additional capacity provided by the expanded nursery at Christopher Rawlins there would be insufficient early years places in Bloxham and the surrounding area to accommodate the expected increase in demand from this application. It is therefore likely that parents would have to travel to access early years provision, increasing car usage.

The total cost of the expansion of Christopher Rawlins is £2.390m, and provided an additional 105 primary places and 12 pte (6 fte) nursery places, giving a per pupil cost of £21,352.

Calculation:

Number of primary and nursery pupils expected to be generated	36.63
Estimated cost per pupil of expanding a primary school, based on the cost of expanding Christopher Rawlins Primary School (£2,390,000 / 111)	£21,532
36.63 * £21,532	£788,717

£266,000 Primary School Transport contribution indexed from May 2019 using RPIX Index

Towards:

Transporting primary school pupils to the nearest available spare primary school places.

Justification:

As discussed above, Bloxham CE Primary School is above capacity, and it is not feasible or viable to expand it in current circumstances. Primary pupils will need to be transported to the nearest available school places, which will be an additional cost to the county council as the travel distance will be greater than 3 miles.

Travel costs are sought for 7 years (the duration of a child's primary school education).

Calculation:

Number of years transport is sought for	7
Number of pupil days per year	190
Cost of coach per day	£200
$7*190*200 =$	£266,000

£480,309 Secondary School (including Sixth Form) Contribution indexed from 2Q2017 using PUBSEC Index

Towards:

The expansion of secondary and sixth form provision at The Warriner School, Bloxham

Justification:

The proposed development is in the designated area for The Warriner School in Bloxham, which is regularly oversubscribed, and an expansion programme is now underway. Prior to its expansion, its capacity was 1300, and as of May 2019 there were 1306 pupils on roll. The school has already increased its intake by one form of entry ahead of completion of building works, and is increasing by another form of entry from September 2019, bringing the total capacity to approximately 1600 places. Pupil numbers are forecast to increase further as a result of planned housing development in the area.

Paragraph 94 of the National Planning Policy Framework (NPPF), updated in February 2019, emphasises the importance that a sufficiency of choice of school places is available to meet the needs of existing and new communities, and that this should include giving great weight to the need to create, expand or alter schools. Without expansion of the Warriner School, housing development would adversely impact on parental preference, as pupils already living in the area would be less likely to secure a place at their first preference school as a direct result. As such it would go against the intention of Paragraph 94 of the NPPF by reducing the choice of school places available in the area.

If additional places were not provided at The Warriner School, pupils living in the area would otherwise be displaced to other schools in nearby Banbury. Spare capacity in Banbury secondary schools is quickly being eroded as a result of local population growth, and expansion of capacity is planned; additional expansion of these schools would be needed if they were also required to accommodate increased demand from housing developments in the Bloxham planning area.

Therefore, without the expansion of The Warriner School there would be insufficient secondary school capacity in the area to accommodate the expected pupil generation from this application, so, if permitted, the proposed development would be required to contribute in a proportionate manner towards the cost of the expansion.

Calculation:

Number of secondary pupils expected to be generated	17.89
Estimated cost per pupil	£23,086
$17.89 * £23,086$	£413,009

+

Number of sixth form pupils expected to be generated	2.73
Estimated cost per pupil	£24,652
$2.73 * £24,652$	£67,300

=

Secondary contribution + sixth form contribution	Total
$£413,009 + £67,300$	£480,309

Officer's Name: Joanne Booker

Officer's Title: School Organisation Officer

Date: 04 October 2019

Application No: 19/01705/OUT

Location: Land Adjoining W Of Bloxham Recreation Ground South Newington Road Bloxham

Archaeology Schedule

Recommendation:

No Objection subject to the planning conditions below.

Comments:

The site is located in an area of archaeological interest with a number of Roman settlement sites located in the vicinity. Roman settlement and a cemetery was recorded in the 1960s approximately 500m north of the site. This was never fully reported and the exact location is not well known. A further Roman stone building was however recorded during a recent evaluation in the area of the 1960s excavations along with a number of Roman features 350m north west of this proposed development.

A number of Roman coins were recorded in the C19th 350m south of the proposed site. These were recorded as being found along with a possible corn drier consisting of an arched flue.

No archaeological investigation has been undertaken on the site itself which contain the earthwork remains of ridge and furrow. This would have prevented any archaeological features being observed from cropmarks. As such the site has the potential to contain previously unrecorded archaeological remains dating to the Roman period.

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 below.

Planning Conditions:

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

1. Prior to any demolition and the commencement of the development a professional archaeological organisation acceptable to the Local Planning Authority shall prepare an Archaeological Written Scheme of Investigation, relating to the application site area, which shall be submitted to and approved in writing by the Local Planning Authority.

Reason - To safeguard the recording of archaeological matters within the site in accordance with the NPPF (2019).

2. Following the approval of the Written Scheme of Investigation referred to in condition 1, and prior to any demolition on the site and the commencement of the development (other than in accordance with the agreed Written Scheme of Investigation), a staged programme of archaeological evaluation and mitigation shall be carried out by the commissioned archaeological organisation in accordance with the approved Written Scheme of Investigation. The programme of work shall include all processing, research and analysis necessary to produce an accessible and useable archive and a full report for publication which shall be submitted to the Local Planning Authority.

Reason – To safeguard the identification, recording, analysis and archiving of heritage assets before they are lost and to advance understanding of the heritage assets in their wider context through publication and dissemination of the evidence in accordance with the NPPF (2019).

Officer's Name: Richard Oram

Officer's Title: Planning Archaeologist

Date: 27 September 2019
