

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

District: Cherwell

Application No: 20/01073/F

Proposal: Use of site for recreational caravan park to include a new amenity building containing reception, toilets, showers and washing facilities

Location: OS Parcel 0080 West Of Berryhill Road Adjoining And South Of, Milton Road, Adderbury

Response date: 19th May 2020

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.

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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 - TBC**
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

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Transport Schedule

Recommendation:

Objection for the following reasons:

- The transport impacts of the proposed development have not been considered

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

Key points

- A Transport Statement is required for a development of this size
- The access appears to be suitable but a S278 Agreement will be necessary
- Pedestrian connectivity could be improved by linking to the adjacent PRoW
- A second, exit only access should be considered

Comments:

Due to the Coronavirus situation, a site visit as part of this assessment has not been possible. Therefore, this application has been assessed on its merits from the information provided for consideration and a desk top analysis.

Site access

The site is located on the western fringes of Adderbury. There is not a footway along Milton Road so there is no route for pedestrians into the village without walking along the grassed highway verge. It is strongly recommended that a pedestrian access point is included in the south-east corner of the site so that a route is created via a short length of the track (which is within the blue line area) to the Public Right of Way 101/25 which runs north-eastwards towards Adderbury.

Vehicular access will be taken from an enlarged junction at the existing farm access. It is written in the Planning Statement that the entrance will enable two cars with caravans to pass, but this must be demonstrated by a swept path analysis. The entrance is located on a straight stretch of road with what appears to be good visibility in both directions. Visibility splays of 2.4m x 215m, as defined in the Design Manual

for Road and Bridges, must be demonstrated as being achievable over land which is either in the applicants' control or within the public highway.

Site layout

As vehicles enter the site through the gates and reach the parking laybys, they will be into a one-way system that will take them around the whole site, past every pitch. I expect that the Refuse Collection Vehicle (RCV) and other service vehicles may be tempted to make a three-point turn within the internal junction, which would have safety implications. I would rather see a second, exit-only, vehicle access in the north-west corner so that a true one-way system can be implemented, and service vehicles can leave the site without completing a circuit of the campground.

It is not known whether refuse and recycling are to be collected by Cherwell District Council (CDC) or by a private contractor. However, a swept path analysis for the appropriate RCV (11.6m long if CDC) will be required, showing the complete path between entering and exiting the site.

Transport implications

Section 5 of the Planning Statement says that the site will be used for camping and caravanning, although it would appear that all pitches are set up for caravans and there is no space allocated for tents. The vehicle movements associated with 73 occupied pitches will be of the same order as 73 dwellings, so a Transport Statement is required in accordance with the OCC document "Transport for New Developments: Transport Assessments and Travel Plans" <https://www2.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/newdevelopments/TravelAssessmentsandTravelPlans.pdf>

As the application documents do not contain any assessment of the traffic impacts resulting from the proposed development it is considered to be a reason for objection.

Travel Plans

The observations of the OCC Travel Plans Team are as follows:

There is an absence of footpath provision along Milton Road. This could be problematic for those arriving or leaving the site on foot. The nearest bus stop is on an adjacent road which would mean a walk along Milton Road to access it.

Please could cycle parking be provided on site for use by staff and visitors.

The production of a travel plan statement would help the applicant to consider how to encourage sustainable, active travel habits to the site whilst at the same time collating the information necessary to help visitors make informed choices about how they travel around the local area. Further information as to the relevant template and criteria can be found within appendix 4 of the OCC guidance document 'Transport for New Developments – Transport Assessments and Travel Plans, March 2014' [please see the link above].

S278 Highway Works:

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

- Creation of a kerbed bellmouth access to Milton Road

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:

Access: Full Details

Prior to the commencement of the development hereby approved, full details of the means of access between the land and the highway, including, position, layout, construction, drainage and vision splays shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, 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

Vision Splay Details

Prior to the commencement of the development hereby approved, full details of the access vision splays, including layout and construction shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the first occupation of the caravan park the vision splays shall be constructed in accordance with the approved details and the land and vegetation within the vision splays shall not be raised or allowed to grow above a maximum height of 0.6m above carriageway level.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

Details of Turning for Service Vehicles

Prior to the commencement of the development hereby approved, and notwithstanding the application details, full details of refuse collection vehicle turning within the site shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be carried out 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

Cycle Parking Provision

Prior to the first use or occupation of the development hereby permitted, covered cycle parking facilities shall be provided on the site in accordance with details which shall be firstly submitted to and approved in writing by the Local Planning Authority. Thereafter, the covered cycle parking facilities shall be permanently retained and maintained for the parking of cycles in connection with the development.

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

Travel Plan Statement

Prior to first occupation a Travel Plan Statement shall be submitted to and approved by the Local Planning Authority.

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

Officer's Name: Roger Plater

Officer's Title: Transport Planner

Date: 18 May 2020

Application no: 20/01073/F

Location: OS Parcel 0080 West Of Berryhill Road Adjoining And South Of, Milton Road, Adderbury

Lead Local Flood Authority

Recommendation:

Objection

Key issues:

Insufficient drainage, flood risk, SuDS usage information provided to enable a technical assessment of the proposal.

Detailed comments:

The [Sustainable Drainage Systems \(SuDS\) Policy](#), which came into force on the 6th April 2015 requires the use of sustainable drainage systems to manage runoff on all applications relating to major development. As well as dealing with surface water runoff, they are required to provide water quality, biodiversity and amenity benefits in line with National Guidance. The [Sustainable Drainage Systems \(SuDS\) Policy](#) also implemented changes to the [Town and Country Planning \(Development Management Procedure\) \(England\) Order 2010](#) to make the Lead Local Flood Authority (LLFA) a statutory Consultee for Major Applications in relation to surface water drainage. This was implemented in place of the SuDS Approval Bodies (SAB's) proposed in Schedule 3 of the Flood and Water Management Act 2010.

All full and outline planning applications for Major Development must be submitted with a Surface Water Management Strategy. A site-specific Flood Risk Assessment (FRA) is also required for developments of 1 hectare or greater in Flood Zone 1; all developments in Flood Zones 2 and 3 or in an area within Flood Zone 1 notified as having critical drainage problems; and where development or a change of use to a more vulnerable class may be subject to other sources of flooding.

Further information on flood risk in Oxfordshire, which includes access to view the existing fluvial and surface water flood maps, can be found on the [Oxfordshire flood tool kit](#) website. The site also includes specific flood risk information for developers and Planners.

The [National Planning Policy Framework](#) (NPPF), which was updated in February 2019 provides specific principles on flood risk (Section 14, from page 45). [National Planning Practice Guidance](#) (NPPG) provides further advice to ensure new development will come forward in line with the NPPF.

Paragraph 155 states; *"Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing*

or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.”

As stated in Paragraph 158 of the NPPF, we will expect a sequential approach to be used in areas known to be at risk now or in the future from any form of flooding.

The [Non-statutory technical Standards for sustainable drainage systems](#) were produced to provide initial principles to ensure developments provide SuDS in line with the NPPF and NPPG. Oxfordshire County Council have published the “[Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire](#)” to assist developers in the design of all surface water drainage systems, and to support Local Planning Authorities in considering drainage proposals for new development in Oxfordshire. The guide sets out the standards that we apply in assessing all surface water drainage proposals to ensure they are in line with National legislation and guidance, as well as local requirements.

The SuDS philosophy and concepts within the Oxfordshire guidance are based upon and derived from the CIRIA [SuDS Manual \(C753\)](#), and we expect all development to come forward in line with these principles.

In line with the above guidance, surface water management must be considered from the beginning of the development planning process and throughout – influencing site layout and design. The proposed drainage solution should not be limited by the proposed site layout and design.

Wherever possible, runoff must be managed at source (i.e. close to where it falls) with residual flows then conveyed downstream to further storage or treatment components, where required. The proposed drainage should mimic the existing drainage regime of the site. Therefore, we will expect existing drainage features on the site to be retained and they should be utilised and enhanced wherever possible.

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: Adam Littler
Officer's Title: Drainage Engineer
Date: 19 May 2020
