

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

District: Cherwell

Application no: 21/03522/OUT

Proposal: The erection of up to 540 dwellings (Class C3), up to 9,000sqm GEA of elderly/extra care residential floorspace (Class C2), a Community Home Work Hub (up to 200sqm)(Class E), alongside the creation of two locally equipped areas for play, one NEAP, up to 1.8 hectares of playing pitches and amenity space for the William Fletcher Primary School, two vehicular access points, green infrastructure, areas of public open space, two community woodland areas, a local nature reserve, footpaths, tree planting, restoration of historic hedgerow, and associated works

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Response Date: 22 February 2023

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 outweigh OCC's objections, and to be given an opportunity to make further representations.

Outline applications and contributions

The anticipated number and type of dwellings and/or the floor space may be set by the developer at the time of application which is used to assess necessary mitigation. If not stated in the application, a policy compliant mix will be used. The number and type of dwellings used when assessing S106 planning obligations is set out on the first page of this response.

In the case of outline applications, once the unit mix/floor space is confirmed by reserved matters approval/discharge of condition a matrix (if appropriate) will be applied to establish any increase in contributions payable. A further increase in contributions may result if there is a reserved matters approval changing the unit mix/floor space.

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.
- **Administration and Monitoring Fee - TBC**
This is an estimate of the amount required to cover the 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 a S106 agreement is completed or not.

Security of payment for deferred contributions - Applicants should be aware that an approved bond will be required to secure a payment where a S106 contribution is to be paid post implementation and

- the contribution amounts to 25% or more (including anticipated indexation) of the cost of the project it is towards and that project cost £7.5m or more
- the developer is direct delivering an item of infrastructure costing £7.5m or more
- where aggregate contributions towards bus services exceeds £1m (including anticipated indexation).

A bond will also be required where a developer is direct delivering an item of infrastructure.

The County Infrastructure Funding Team can provide the full policy and advice, on request.

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Strategic Planning

Response to Amended Application

The amendment to the application, dated 13 December 2022, addresses comments and objections that the County Council made in our 21 June 2022 response. This response therefore largely supersedes our earlier response.

Land Involved

This outline planning application covers part of the site allocated under Policy PR9 in the Cherwell Local Plan Partial Review. The site is on the edge of Yarnton, and also relates to Begbroke where there is land for development further to Policy PR8.

It is understood that the remainder of the PR9 allocated land is owned by the same landowner (Merton College) and is not included in this application because it is land that has been retained in the Green Belt and is not needed for green infrastructure as part of this application. That land is understood to remain in agricultural use.

Some parts of the land included in this application are in the Green Belt and shown for green infrastructure.

Development Brief

The Local Plan envisages development coming forward in accordance with the development brief for the site. The final development brief was published online in May 2022. It is dated November 2021 relating to when it was brought to the December 2021 Planning Committee.

Amount of development

The proposal involves 540 dwellings (use C3); up to 9,000 square metres floorspace for a care home (use C2); up to a 200 square metre community home work hub; and up to 1.8ha of land to expand the adjoining primary school.

Policy PR9 anticipates 540 dwellings, so the care home use is in addition to that. The County's key interest in respect of the amount of development relates to effects on the transport network.

Transport

Please see attached the County Council's Transport objection, which should be read in conjunction with the 21 June 2022 response.

Lead Local Flood Authority

The 21 June 2022 LLFA response was an objection. The amendment has addressed the objection and the attached response indicates no objection subject to conditions.

Education

The attached Education response includes updated contribution requests.

Primary School

It is part of the Local Plan strategy to provide for primary school pupils on this site to attend William Fletcher primary school. To enable that, the primary school needs to be extended. The County Council, as landowner, intends to expand the primary school buildings on its current site, and its new playing fields will be on land to the north contained in this planning application. There is a strip of land in between the school site and the applicant's site which is currently the access to the Sanctuary Care Home. The arrangements for the land and access are set out in the Property response attached.

Archaeology

The initial response, an objection, was provided in October 2021. Additional information has now been provided and there is no objection subject to conditions set out in the attached Archaeology response.

Extra Care Housing

We provided a response on 21 June 2022 indicating that the County Council will not seek an affordable extra care housing development on this site, but County officers are willing to work with the Cherwell District housing officers should they need any assistance in respect of contributions for affordable housing and specialist housing needs.

Health Impact Assessment and Innovation

The amended application addresses comments made as regards healthy place shaping and innovation and our responses are attached.

Household Waste Recycling Centres

A copy of the previous response sent requesting a contribution towards household waste recycling centres is included for completeness.

Other Issues

Healthcare, recreation, sport facilities, utilities, green infrastructure, biodiversity and building heights are matters for the District Council and therefore we have not commented on them.

We have not prepared a response on the energy statement which is a new document prepared for this amendment. County officers are willing to work with Cherwell District officers should they need any assistance in reviewing the proposals.

The County Council welcomes the provision of a community hub on the site and will liaise with Cherwell District Council as needed in future about provision for community uses.

We expect that the utility companies and the District Council will ensure that development proceeds with appropriate servicing in place, for example in respect of water supply, sewerage, electricity and broadband. All properties should be served with full fibre broadband in accordance with best practice.

The Royal Town Planning Institute and Town & Country Planning Association have published a new edition of their joint guidance 'The Climate Crisis – a guide for local authorities on planning for climate change'. The guide is accompanied by an online case study hub. We commend these to Cherwell District Council to help with consideration of these planning applications.

Please see the attached local Member's comments for other issues raised.

Other Sites

There has been progress with some of the other sites which were allocated in the Cherwell Local Plan Partial Review, including PR6a where there is a website: <https://www.water-eaton.co.uk>; PR7a: 22/00747/OUT and 22/03883/F; PR7b: 22/01611/OUT; and PR8 where there is a website: <https://oud.co.uk>.

Officer's Name: Lynette Hughes

Officer's Title: Principal Planner

Date: 21 February 2023

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Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Transport Schedule

Recommendation:

Objection for the following reasons:

- Alterations to the off-site highway works are required, including for the provision of a parallel crossing over the Rutten Lane arm of the A44 / Rutten Lane junction.
- In order to provide greater certainty over the accuracy of the forecast traffic impact, the Highway Authority requires the technical issues identified with the VISSIM model to be addressed, and for agreed scenario testing to be presented. This will demonstrate with greater certainty whether the package of mitigation highlighted in Appx 4 of the Local Plan Partial Review is sufficient, or whether additional measures, for example additional bus priority measures at certain junctions, could be required, potentially with a scheme for monitoring of the development's traffic impact once occupied.

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
Mobility Hub	£2,087,132	June 2022	Baxter	Contribution toward the delivery of a mobility hub at London Oxford Airport as indicated in Local Plan Partial Review Policy PR4a and Appendix 4
A44 Highway Works Package – Bladon to Begbroke Hill	£3,246,749	June 2022	Baxter	Contribution towards; <ul style="list-style-type: none">• bus priority measures on, and connecting with the A44 and mobility hub as indicated in Local Plan Partial Review Policy PR4a and Appendix 4

				<ul style="list-style-type: none"> A44 Segregated pedestrian and cycle facilities between Bladon Roundabout and Begbroke Hill junction.
A44 Highway Works Package – Cassington Road to Pear Tree	£2,704,134	Jan 2023	Baxter	Bus priority measures and segregated pedestrian and cycle infrastructure along the A44 between Cassington Road and Pear Tree interchange
Public Transport Services	£798,525	Dec 2021	RPI-x	New and enhanced public transport services to the site
Public Transport Infrastructure	£28,068	March 2022	Baxter	3 x RTI displays at bus stops serving the site.
Traffic Regulation Order	£6,640 (2 x £3,320)	March 2022	RPI-x	<p>1 x TRO in order to consult on and implement a speed reduction on the A44</p> <p>1 x TRO in order to consult on and implement a Controlled Parking Zone, or alternative parking restrictions, within the site</p>
Travel Plan Monitoring	£6,684	Dec 2021	RPI-x	Monitoring of the Framework Travel Plan (£2,563), Residential Travel Plan (£2,563) and Care Home Travel Plan (£1,558) for a period of 5 years.
Public Rights of Way	£250,000	March 2022	Baxter	Improvements to existing PRow in the vicinity of the site to enable improved access for future residents and to fund the negotiation and construction of new footpath and bridleway links

Other obligations:

- Off-site highway works – see below

Key Points:

- This response should be read in conjunction with the county council's original response to the application dated 21 June 2022.
- This revised consultation response is made in response to the additional information submitted by the applicant in support of the outline planning application. Further information has been submitted in order to address previous comments raised by the Highway Authority and others in relation to:
 - Vehicle access
 - Sustainable transport access
 - Parking
 - Highway / traffic impacts
 - Mitigation of both the construction and operational phases of development
- Some further amendments to the off-site highway works are required, including for a parallel crossing of the Rutten Lane arm of the A44 / Rutten Lane roundabout junction.
- Additional model scenarios and analysis on public transport services is required, along with some technical fixes in the VISSIM model.
- Further information on the calculation of S106 requests is provided in the R122 statement below.

Comments:

Access

The revised drawing for the access junction onto Rutten Lane (Drawing 162751A/PD02 Rev A) demonstrates that appropriate visibility splays on both the vertical and horizontal plane can be achieved, in line with standards set out in the Manual for Streets. A traffic calming gateway buildout to the village of Yarnton is also to be provided in order to ensure that vehicles exiting the A44 onto Rutten Lane are made to slow down to an appropriate speed. I can therefore remove the Highway Authority's previous objection on this basis.

I note that the access into the medical centre, which was previously shown as being taken from the internal access road, a short distance from the site access junction, is to be relocated but that the detailed layout of the medical centre access would be agreed at the reserved matters stage of the development. This is acceptable and I recommend that a condition is applied to any planning consent requiring that the detailed layout of that access arrangement is agreed prior to commencement of the development.

Vehicle tracking drawings have been provided which demonstrate large vehicles can safely navigate the access junctions and off-site highway improvements.

A number of discussions have taken place between OCC, Sanctuary Care Home and the PR9 site developers regarding access to the land reserved for the expansion of William Fletcher Primary School and the use of the existing access road to Sanctuary Care Home, which bisects the school expansion land from the exiting school site. The

latest position, which is reflected in the revised plans, is that Sanctuary would continue to take access from the existing care home access road but that crossing facilities would be implemented over that access road. Vehicle access for school staff car parking would also be taken via the existing access road. Under this arrangement, access to the expansion land would need to be staffed and managed by William Fletcher School. While this is not ideal as it would have resource implications for the school it is not unprecedented. Vehicle movements to the care home during the school day are likely to be low and it is not considered that this arrangement, with appropriate management, would lead to significant highway safety concerns. Therefore, I do not object to the proposed access arrangement to the school expansion land and Sanctuary Care Home.

Highway Works

On Rutten Lane, a new southbound bus stop is to be provided close to the access junction with an informal crossing arrangement. A traffic calming gateway buildout to the village of Yarnton is also to be provided in order to ensure that vehicles exiting the A44 onto Rutten Lane are made to slow down to an appropriate speed. These items had previously been requested by the Highway Authority.

At the northern site access, from the Begbroke Hill junction, the improved pedestrian and cycle crossing facilities are now direct, rather than staggered, in line with LTN 1/20 requirements.

I note and welcome the proposal for the segregated pedestrian and cycle infrastructure on the western side of the A44 between the Begbroke Hill and Cassington Road junctions to be provided for directly by the development through a S278 agreement. These works will connect the development site with the improvements currently being implemented by OCC between the Cassington Road and Pear Tree junctions, for onward journeys into Oxford.

There is a need to ensure that space is made for safe and attractive waiting areas at the A44 crossing facilities, including for parents with pushchairs etc. as well as helping to improve the placemaking aspect of the highway works. This will be key in supporting connectivity to education and other community facilities at the PR8 development site and beyond.

One item that is missing from the S278 highway works package is the provision of a parallel crossing over the Rutten Lane arm of the A44 roundabout junction. This is required in order to provide priority and a safe crossing point over that junction for pedestrians and cyclists, given the planned increase in pedestrians and cyclists using the A44's improved infrastructure. A parallel crossing is to be implemented over the Cassington Road arm of the roundabout junction to the south and a consistent approach must be taken here. I have raised this item with the applicant, and I understand that a revised plan is due to be submitted to include this.

The county council looks forward to working with the applicant as the detailed design of the highway works scheme progresses. A condition is requested to ensure that the detailed layout of all requested highway works including the pedestrian and cycle facilities down to Cassington Road, the parallel crossing over Rutten Lane and improved waiting areas at crossing points are provided and agreed prior to implementation.

Parking

The Vectos transport 'Application Comments Response Note' sets out the proposed approach to parking on site.

This will be in accordance with OCC's recently adopted Parking Standards and Street Design Guide, with car, cycle and EV charging infrastructure to be provided in line with adopted standards.

Matters such as the detailed internal street layout, location and use of street trees and on-site car parking will be considered in detail with Reserved Matters planning applications.

As noted in the County Council's initial response to the application, a Controlled Parking Zone (CPZ) is required for all Partial Review development sites in order to prevent the developments from becoming informal 'Park and Rides' as well as to enforce the lower car parking levels set out in the adopted Parking Standards document. The Highway Authority intends to implement a site-wide CPZ upon adoption of the internal streets. However, in the interim, a residents' parking scheme which mirrors the operation of a CPZ is required. A planning condition is requested to secure this.

Note should also be taken of the comments in the 'Innovation Schedule' of the county council's response with regard to parking, futureproofing and the requirement for an Innovation Framework Plan at the Reserved Matters stage.

Highway Impacts

The modelling carried out to date has been audited for OCC and this has picked up various technical issues, including:

- Bus routes and pedestrian / cycle crossings have not been programmed in correctly to account for greater use and timetabling changes
- Input trips from Salt Cross Garden Village are not agreed and need to be amended
- A number of more minor technical issues have been picked up and passed on to Vectos Microsim for review

Furthermore, OCC's adopted Decide and Provide methodology requires a range of plausible scenarios to be assessed whereas the modelling report presented in support of the application only presents the results of one scenario 'with development and with modal shift'.

Background traffic growth has been capped at 0% in the future year assessment on the basis of an analysis of historical traffic counts in the model area alongside some analysis of housing and job

growth during the same time. The analysis presented indicates that there has not been an increase in peak hour traffic within the network area between c.2000 and 2018 despite the growth in housing and jobs during that time. This could be because the network in the area of the traffic counters has reached capacity and therefore additional traffic cannot physically pass through the network during the peak hours, resulting in a longer peak period.

I consider it to be a reasonable assumption that growth in light vehicle trips into Oxford city should be capped given the Central Area Travel Plan policies and analysis of historical trends. However, there is less assurance over the growth of trips passing through the model area with origins or destinations beyond the city. Not all of the traffic count data in the model area provided to Vectos Microsim has been used in this analysis with some counters discounted for various reasons, including those that are not in the immediate area of the Pear Tree Interchange, and Cutteslowe and Wolvercote roundabout junctions. I consider that, if the county council is to accept a 0% growth scenario, all available data should be used to justify and demonstrate the suitability of that scenario. It may be that traffic growth has not occurred around those junctions for the reason suggested above, but other links within the model area could have experienced traffic growth during that timeframe.

The results from the scenario presented so far suggest that, with a fairly significant modal shift towards sustainable transport, the network in the model area is not expected, on the whole, to operate significantly worse than in the baseline scenario without development. The modelled scenario includes all of the mitigation within Appx 4 of the Local Plan Partial Review which is all geared towards enabling and encouraging the modal shift that all parties agree is required. Therefore 'modal shift' scenarios are considered reasonable and appropriate.

However, some of the assumptions around the degree of modal shift, as currently presented, can appear arbitrary and therefore I consider that a range of plausible scenarios should be considered including for a higher and lower degree of modal shift.

Given the strategy for accommodating the Partial Review developments is based upon providing for and enabling greater use of sustainable transport, and not providing greater road capacity for private cars, I consider that a supplemental analysis on the impact on bus services should be presented accounting for the bus priority measures already set out in Appx 4 of the Local Plan Partial Review and identifying whether any additional measures could be required to bypass traffic congestion in any of the agreed scenarios.

In order to provide greater certainty over the accuracy of the forecast traffic impact, the Highway Authority requires the technical issues identified above to be addressed, and for agreed scenario testing to be presented. This will demonstrate with greater certainty whether the package of mitigation highlighted in Appx 4 of the Local Plan Partial Review is sufficient, or whether additional measures, for example additional bus priority measures at certain junctions, could be required, potentially with a scheme for monitoring of the development's traffic impact once occupied.

At this point, the county council does not consider that the transport modelling presented to date provides sufficient comfort that the residual cumulative impacts of the development on the transport network would not be severe and therefore continues to object to the application.

The county council is in dialogue with the transport consultants working jointly on the PR sites VISSIM modelling and looks forward to working through these issues and agreeing the best way forward.

I note that, to date, National Highways have yet to comment on this planning application or on the use of the VISSIM model.

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

£2,087,132 Mobility Hub Contribution index linked to June 2022 using Baxter Index.

Towards:

A Mobility Hub at London Oxford Airport as identified in Local Plan Partial Review Policy PR4a and Appendix 4.

Justification:

Policy SLE4 of the existing Local Plan (2015) supports an overall strategy where growth is directed to the most sustainable locations in Cherwell, facilitates the use of sustainable modes of transport and encourages measures which help reduce greenhouse gas emissions.

The policy requires new development to provide contributions to mitigate transport impacts and favours the implementation of proposals in the Oxfordshire Local Transport Plan (LTP) which provides for the delivery of key transport infrastructure and increased use of sustainable transport.

The Partial Review locates growth close to Oxford to minimise the impact of vehicle trips on the road network. It focuses on improving non-car travel options, safety of movement and improved journey times for existing residents, key employment locations and new residents.

The road network around north Oxford suffers from high levels of traffic congestion and delay exacerbated by major road and rail intersections. Oxford is covered by a city-wide Air Quality Management Area (AQMA) supported by a Management Plan intending to improve city-wide low air quality and congestion by prioritising sustainable transport measures. Within south Cherwell, a small section of the Bicester Road at the edge of Kidlington is also designated as an AQMA.

The Oxford Transport Strategy (part of the Local Transport Plan 4) responded to these issues with proposed 'Rapid Transit' routes including improved and priority bus services (including electric vehicles) and a new Mobility Hub facility at the Woodstock / A44 roundabout. The mobility hub would act to remove traffic from the local highway

network as car drivers switch to sustainable transport modes for onward journeys. This reduction in through traffic is required in order to accommodate the Partial Review site allocations.

Policy PR4a of the Local Plan Partial Review states that:

The strategic developments provided for under Policies PR6 to PR9 will be expected to provide proportionate financial contributions directly related to the development in order to secure necessary improvements to, and mitigations for, the highway network and to deliver necessary improvements to infrastructure and services for public transport. Where necessary, the provision of land will be required to support the implementation of relevant schemes set out in the Local Transport Plan 4 (including the Oxford Transport Strategy), the A44/A4260 Corridor Study and Local Plan Partial Review Transport Mitigation Assessment.

Calculation:

The latest estimate for delivery of a Mobility Hub near Oxford Airport is £21,610,829 including land costs, design, planning and construction.

The Mobility Hub is key to delivering the Partial Review development sites as well as those sites allocated in Woodstock. It is therefore considered fair that all Partial Review allocated sites, and the two sites allocated by West Oxfordshire District Council in Woodstock contribute proportionately toward the delivery of the Airport Mobility Hub.

The total estimate has been divided by the number of dwellings proposed at each site as follows:

- PR8 – 2,730 (1,950 dwellings and the equivalent of an additional 780 dwellings based on the peak hour trip generation from the proposed expansion to Begbroke Science Park)
- PR9 – 556 (540 dwellings with the equivalent of an additional 16 dwellings based on the peak hour trip generation from the proposed care home)
- PR7a – 466
- PR7b – 120
- PR6a – 800
- PR6b – 670
- Land East of Hill Rise, Woodstock – 180
- Land North of Banbury Road, Woodstock - 235

Total = equivalent of 5,757 dwellings including additional proposed uses.

$21,610,829/5,757 = £3,753.84$ per dwelling

$3,753.94 * 556 = £2,087,132$ index linked to June 2022 using Baxter index.

£3,246,749 – A44 Highway Works Package – Bladon to Begbroke Hill index linked to June 2022 using Baxter index

Towards:

Bus priority measures on, and connecting with, the A44 and mobility hub as identified in Local Plan Partial Review Policy PR4a and Appendix 4.

Segregated pedestrian and cycle infrastructure alongside the A44 between the Bladon Roundabout junction and Begbroke Hill junction.

Justification:

As above.

Calculation:

The Highway Authority has commissioned a cost estimate for the A44 corridor works as set out in the North of Oxford Corridor Strategy. The total cost estimate to deliver the bus priority measures and pedestrian and cycle facilities between the proposed Mobility Hub at Bladon Roundabout and the Begbroke Hill signalised junction is £21,611,904.56 (at June 2022 prices), inclusive of works to the Bladon Roundabout and Langford Lane junction.

These works are required in order to accommodate the proposed developments in this area by enhancing the sustainable transport offer in the area and enabling the modal shift to sustainable transport required.

The A44 corridor works are most directly related and relevant to the PR8 (1,950 dwellings and the equivalent of an additional 780 dwellings based on the trips from the proposed expansion to Begbroke Science Park) and PR9 (540 dwellings with the equivalent of an additional 16 dwellings based on the trip generation from the proposed care home) sites as well as two WODC allocated sites in Woodstock: Land East of Hill Rise (180 dwellings) and Land North of Banbury Road (235 dwellings).

It is considered fair that the cost for delivery of this necessary infrastructure be met proportionately from these developments, the equivalent of 3,701 dwellings once additional uses is taken into account.

$\text{£}21,611,904.56 / 3701 = \text{£}5,839.48$ per dwelling. The contribution sought from the PR9 development is therefore $\text{£}5,839.48 * 556 = \text{£}3,246,749$ (index linked to June 2022 using Baxter index).

£2,704,134 A44 Highway Works Package – Cassington Road to Pear Tree Index linked to January 2023 using Baxter Index

Towards:

Bus priority measures and segregated pedestrian and cycle infrastructure along the A44 between Cassington Road and Pear Tree interchange.

Justification: As above

Calculation:

Oxfordshire County Council is currently implementing a scheme for bus priority and enhanced pedestrian and cycle facilities on the A44 between Cassington Road and Pear Tree interchange. The purpose of this scheme is to allow for the delivery of allocated housing sites along the A44 corridor. The scheme is being forward funded using Growth Deal funding. Oxfordshire County Council has a policy to claw back and recycle Growth Deal funding wherever possible.

The latest cost for the scheme, which is currently in progress, is £18,000,000.

This figure has been divided amongst the PR8, PR9 and allocated Woodstock sites as set out above (taking account of additional uses on each site).

The proportionate contribution sought from the PR9 development is therefore **£2,704,134** index linked to January 2023 using Baxter index.

£798,525 Public Transport Service Contribution indexed from October 2021 using RPI-x

Towards:

New and enhanced public transport services to the site

Justification:

Paragraph 3.18 of the Transport Assessment acknowledges that the County Council has identified potential public transport improvements on the A44 corridor, including a Mobility Hub in the vicinity of Oxford Airport and enhanced bus services. These will complement proposed bus priority measures which will promote sustainable travel on the corridor and reduce the impact of development on the road network.

The proposals consist of:

- improvement of the existing bus service between Woodstock and Oxford city centre to four buses per hour; and
- a new route between the PR8 development site, Yarnton, Oxford Parkway and Oxford city centre or the Eastern Arc operating at up to two buses per hour.

Combined, these services will provide attractive journey options to Oxford, Oxford Parkway station and Woodstock, as well as facilitating the delivery of a Mobility Hub site in the vicinity of Oxford Airport.

Policy PR4a of the Local Plan Partial Review states that:

The strategic developments provided for under Policies PR6 to PR9 will be expected to provide proportionate financial contributions directly related to the development in order to secure necessary improvements to, and mitigations for, the highway network and to deliver necessary improvements to infrastructure and services for public transport. Where necessary, the provision of land will be required to support the implementation

of relevant schemes set out in the Local Transport Plan 4 (including the Oxford Transport Strategy), the A44/A4260 Corridor Study and Local Plan Partial Review Transport Mitigation Assessment.

Paragraph 110 of 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.*

The bus service contribution is therefore essential to adhere to the principle of 'presumption in favour of sustainable development' at the heart of the National Planning Policy Framework and is a requirement under policy BIC 12 of the Cherwell Local Plan.

Calculation:

The upgrade requires an additional six vehicles to deliver. The County Council uses a declining subsidy model to calculate the costs of such services, which is equivalent to £787,500 per vehicle (£175,000 in the first year, then declining at a linear rate to zero). The total cost of providing these services is therefore £4.725 million (at October 2021 prices).

These costs are to be apportioned between development sites PR8 and PR9. In total the two developments are expected to deliver 2,490 dwellings plus a significant expansion of the Begbroke Science Park on the PR8 site, of which 540 dwellings and a care home are proposed on the PR9 site at Yarnton.

Factoring in the impact of both the Begbroke Science Park expansion (in terms of peak hour traffic generation, the equivalent of 780 additional dwellings on the PR8 site) and the Care Home (in terms of peak hour traffic generation the equivalent of 16 additional dwellings on the PR9 site), the PR9 site represents 16.9% of the total development quantum across the two sites, this is equivalent to a public transport service contribution from this application of £798,525 (16.9% of £4,725,000).

£28,068 Public Transport Infrastructure Contribution indexed from March 2022 using Baxter Index

Towards:

3 x RTI displays at bus stops serving the site.

- At a new southbound bus stop on Rutten Lane
- At the pair of new stops on the A44 at the site access.

Justification:

The provision of suitable bus stop infrastructure is required in order to meet the policy requirements set out under the justification statement for the 'Public Transport Service Contribution' set out above.

Calculation:

The figure is directly related to the infrastructure and maintenance costs for the provision of 3 x RTI displays at a cost of £9,356 per unit (inclusive of maintenance). As such it is fairly and reasonably related in scale and kind to the development.

£6,640 Traffic Regulation Order Contribution indexed from March 2022 using RPI-x

Towards:

Consultation on and the implementation of:

- A 40mph speed restriction for the A44
- A Controlled Parking Zone for the development site, once the on-site streets are adopted

Justification:

The TRO fees are directly related to the implementation of the development.

The new site access arrangements incorporate pedestrian and cycle crossings over the A44, while there is a need to encourage the use of more sustainable modes of transport. In the interest of both highway safety and of providing a more attractive walking and cycling environment, it is considered necessary to reduce the current

speed restriction on the A44 to 40mph. This requirement is set out in Appendix 4 of the Cherwell Local Plan Partial Review.

The county council's strategy for managing car parking across all of the PR sites is for the sites to implement Controlled Parking Zones from the start. This is required in order to both manage on-street parking demand, avoid inappropriate parking, and also to ensure that the development site does not become an informal 'park and ride' given the site's proximity to what will become a direct and frequent bus service into the city. A Traffic Regulation Order is required in order to implement a Controlled Parking Zone, once the on-site roads and streets are adopted by the Highway Authority.

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 £3,320 for each instance.

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

£250,000 Public Rights of Way Contribution indexed from March 2022 using Baxter Index

Towards:

Improvements to existing PRoW in the vicinity of the site to enable improved access for future residents and to fund the negotiation and construction of new footpath and bridleway links

1. Introduction

This note has been produced in order to aid any consideration of the s106 Planning Obligation in relation to public rights of way in light of the requirements of Community Infrastructure Levy Regulation 122. It should be considered alongside the OCC Countryside Access Strategy response to the application.

2. Background

Oxfordshire County Council (OCC) manages the legal record and access functions on the public rights of way and access land network. In addition to the statutory functions of recording, protecting and maintaining public rights of way, part of the authority's role includes securing mitigation measures from residential and commercial developments that will have an impact on the public rights of way and access land network in order to make those developments acceptable. The proposed measures also meet the aims

and outcomes of the adopted Oxfordshire Rights of Way Management Plan 2015-2025

(www.oxfordshire.gov.uk/rowip). This note applies to the £250,000 index-linked s106 contribution requested in relation to the application for Rutten Lane, Yarnton, ref 21-03522-OUT

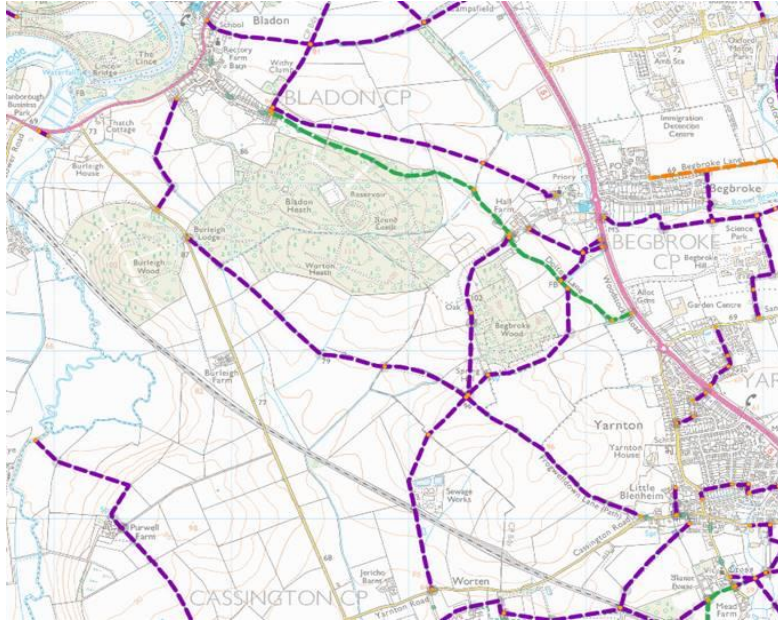
3. Meeting the statutory tests in Community Infrastructure Levy Regulation 122:

(a) necessary to make the proposed development acceptable in planning terms;

There is expected to be an increase in numbers of residents and visitors using the rights of way network around the site – simply due to the size of the development in a rural environment. These uses will create more use pressures on the rights of way network. In addition the roads network is expected to see a significant increase in traffic volumes and speed for service traffic as well as residential, commercial and visitors-especially during special events. OCC is proposing a range of mitigation measures that will help address the impact of this traffic on users through the improvement of traffic-free routes and safer road crossings and facilities. It is acknowledged that the development at Rutten Lane makes some provision for onsite and offsite greenspace and active travel - and this is welcomed. It is however, considered necessary to extend mitigation measures outside of the site to provide better connectivity and useability for more people, especially equestrians

(b) directly related to the development;

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 the size and location of the development, access to the surrounding countryside and key access roads serving the development that are the key drivers. The rights of way in the vicinity of the site considered to be affected by the development are shown on the attached map extract. :



c) fairly and reasonably related in scale and kind to the development

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 Strategy to plan and deliver improvements with third party landowners in a reasonable time period and under the Rights of Way Management Plan aims. The contribution would be index-linked and subject to a 10-year longstop.

The contribution would be spent on improvements to the public rights of way in the vicinity of the development – in the ‘impact’ area up to 3km from the site. 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. New short links between existing rights of way would also be included. This request assumes the public footpath will be made cyclable up to Burleigh Road and that all onsite PRoW will have proposed spec for upgrade submitted as part of Reserved Matters.

The key works anticipated are*

- Improvement on the continuation of Dolton lane bridleway to the north west 50%
- Negotiation and construction of a bridleway link between the two bridleways to the west side of Bladon Heath 30%
- Priory path to Bladon 10%
- Paths to the west and south of the site as covered by above map 10%

Estimated contribution breakdown*

Site and habitat surveys & assessments 5%
Landowner negotiations and agreement payments 5-10%
Outline/high-level design allowance 5%
Admin processes e.g. consultation, project management <5%
Legal processes e.g. temporary works closures, creation agreements and contracts 5%
Detailed design/ Walk&Talk/ Early Contractor Involvement 5%
Materials, plant & equipment, works to provide 2.5m/3m wide 'Flexipave' shared use route 60%+
Contingency/Risk and Ongoing cycle route quality standard retention 10-20%

*All allocations are estimates. Any contribution would be aggregated across routes and activities and a longstop of 10 years will be requested.

£6,684 Travel Plan Monitoring Fee indexed from December 2021 using RPI-x

Justification:

The travel plan aims 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 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 the travel plan is likely to be ineffective. Therefore, monitoring of the travel plan is required to make the development acceptable in planning terms.

The government's Good Practice Guidance has been archived but has not been superseded with any other guidance on the practicalities of implementing travel plans.

The county council's own published guidance: Transport for new developments; Transport Assessments and Travel Plans, also includes the requirement for monitoring.

Further, the Good Practice Guidance states that 'local authorities should consider charging for the monitoring process and publish any agreed fee scales'.

Section 93 of the Local Government Act 2003 gives the power to local authorities to charge for discretionary services. These are services that an authority has the power, but not a duty, to provide. The Travel Plan Monitoring fee is set to cover the estimated cost of carrying out the above activities and is published in the county council's guidance: 'Transport for new developments; Transport Assessments and Travel Plans'.

As with most non-statutory activities, councils seek to cover their costs as far as possible by way of fees. This is particularly required in the current climate of restricted budgets. Without the fees the council could not provide the resource to carry out the activity, as it is not possible to absorb the work into the general statutory workload. In the case of travel plan monitoring, the work is carried out by a small, dedicated Travel Plans team.

The travel plan monitoring fee is therefore 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.

Calculation:

The fee charged is for the work required by Oxfordshire County Council to monitor a travel plan related solely to this development site. They are based on an estimate of the officer time required to carry out the following activities:

- review the 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.

Oxfordshire County Council guidance – ***Transport for new developments: Transport Assessments and Travel Plans*** sets out two levels of fees according to the size of the development. This development falls into the smaller category.

The figure for each travel plan 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. Please note that this is considered a fair rate, set to include staff salary and overheads alone.

The fee is required to cover the monitoring requirements of the Framework Travel Plan (£2,563), Residential Travel Plan (£2,563) and Care Home Travel Plan (£1,558).

S278 Highway Works:

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

- Signalised site access junction incorporating pedestrian and cycle crossing facilities onto A44 at Begbroke Hill, as indicated in Drawing No: 162751-B01 Rev E
- Site access junction onto Rutten Lane, incorporating relocated medical centre access junction, details to be agreed with Highway Authority
- Segregated pedestrian and cycle infrastructure along A44, including crossings over the A44 at agreed locations, safe and attractive pedestrian waiting areas at crossing locations, and a parallel crossing over the Rutten Lane arm of the A44 / Rutten Lane roundabout junction, between the site access junction with Begbroke Hill and the A44 / Cassington Road roundabout junction, detailed layout plan required.
- A traffic calming / gateway feature on Rutten Lane, to the north of the Rutten Lane site access junction, as indicated in Drawing No: 162751A/PD01 Rev B
- A southbound bus stop on Rutten Lane near to the site access junction including:
 - an RTPI compatible 3-bay shelter with power for RTPI display and suitable in-shelter lighting
 - a pole/flag/timetable case to OCC Premium Route specification, and
 - appropriate crossing facilities.

As indicated in Drawing No: 162751-C01-AT01

- A pair of bus stops just north of the Begbroke Hill / northern site access junction on the A44, including:
 - 2 x RTPI compatible 3-bay shelters with power for RTPI displays and suitable in-shelter lighting
 - a pole/flag/timetable case to OCC Premium Route specification, and
 - secure cycle parking stands,As indicated in Drawing No: 162751-B01 Rev E
- Speed restriction to 40mph on A44 from Spring Hill Road to Cassington Road
- Signalised pedestrian and cycle crossing of Godstow Road near to the Wolvercote roundabout, details and location to be agreed with Highway Authority.

Notes:

This is to be 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, including commuted sums, 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

A Construction Traffic Management Plan shall be submitted to the Local Planning Authority and agreed prior to commencement of works. This shall identify;

- The routing of construction vehicles and management of their movement into and out of the site by a qualified and certificated banksman,
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours,
- Access arrangements and times of movement of construction vehicles (to minimise the impact on the surrounding highway network),
- Details of wheel cleaning / wash facilities to prevent mud, etc from migrating on to the adjacent highway,
- Contact details for the Site Supervisor responsible for on-site works,
- Parking and Travel initiatives for site related worker vehicles,
- Engagement with local residents and neighbours.

Framework Travel Plan

Prior to first occupation an updated Framework Travel Plan shall be submitted to and approved by the Local Planning Authority.

Residential Travel Plan

Within three months of first occupation a Travel Plan for the residential dwellings shall be submitted to and approved by the Local Planning Authority.

Care Home Travel Plan

Within three months of first occupation of the care home a Travel Plan for the care home shall be submitted to and approved by the Local Planning Authority.

On-street Parking

Prior to use or occupation, the developer shall submit details of the implementation of a Residents Parking Zone to the Local Planning Authority for agreement and thereafter implement, maintain and enforce the parking controls until such time as the roads are adopted by the local highway authority.

Highway works

Prior to implementation of the development, detailed layout plans for the off-site highway works to be provided for by the applicant shall be submitted to and approved in writing by the Local Planning Authority. This shall include;

- segregated pedestrian and cycle facilities along the western side of the A44 between the Begbroke Hill and Cassington Road junction,

- safe and attractive crossing facilities of the A44 including waiting areas at agreed locations,
- a parallel crossing of the Rutten Lane arm of the A44 / Rutten Lane roundabout junction,
- a pair of bus stops just north of the A44 / Begbroke Hill junction including agreed bus stop infrastructure and cycle parking,
- site access junction works,
- a traffic calming buildout gateway feature on Rutten Lane from the A44 approach,
- a pair of bus stops on Rutten Lane in proximity to the Rutten Lane site access junction, including informal crossing.
- A phasing plan for the delivery of the off-site highway works which shall be agreed with the Local Planning Authority

The approved scheme of highway works shall then be implemented in accordance with the approved plans and phasing strategy.

Officer's Name: Tim Peart

Officer's Title: Senior Transport Planner

Date: 20 February 2023

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Lead Local Flood Authority

Recommendation:

No objection subject to conditions

Detailed comments:

Conditions for Surface Water Drainage:

The following information is required by the LLFA to enable a full technical assessment of the sustainable surface water drainage strategy:

1. The SuDS hierarchy for discharging surface water drainage should be followed and demonstrated with design plans, details and calculations, all to be cross-referenced;
2. Design calculations for the proposed SuDS features, for all relevant return periods (1 in 1 year, 1 in 30 year and 1 in 100 year + 40% climate change) demonstrating the critical duration used for design;
3. The undertaking of permeability tests to BRE 365 to determine the soakage potential for SuDS of the proposed development;
4. Should infiltration be found unfeasible for SuDS purposes, surface water from the site should be attenuated and discharged to Greenfield run-off rates (Qbar);
5. For open SuDS features a freeboard or 300mm should be provided above the maximum water level for the critical storm event of 1 in 100 year + 40%cc;
6. A 10% allowance for Urban Creep for all residential developments should be provided;
7. Details of the future maintenance and management of all SuDS features;
8. Information on overland flood flow paths and their maintenance should be demonstrated. An exceedance flow route plan for the entire site should be provided with levels to indicate that all surface water falls away from buildings and that exceedance flows are contained within the site boundary.
9. Measures to mitigate the risk of surface water run-off polluting waters.

Condition for Surface Water Management Scheme (Phases):

Prior to the approval of any related reserved matters, a detailed Surface Water Management Scheme for each phase or sub-phase of development, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be in accordance with the details approved as part of the strategic scheme (Strategic Surface Water Management Scheme) and include all supporting information as listed in the

Condition. The scheme shall be implemented in accordance with the approved details and timetable.

Reason:

To ensure development does not increase the risk of flooding elsewhere; in accordance with Paragraph 155 of the National Planning Policy Framework (NPPF) and Local and National Standards.

Conditions for SuDS As Built and Maintenance Details:

Prior to first occupation, a record of the installed SuDS and site wide drainage scheme shall be submitted to and approved in writing by the Local Planning Authority for deposit with the Lead Local Flood Authority Asset Register. The details shall include:

1. As built plans in both .pdf and .shp file format;
2. Photographs to document each key stage of the drainage system when installed on site;
3. Photographs to document the completed installation of the drainage structures on site;
4. The name and contact details of any appointed management company information.

Officer's Name: Nagina Bawar

Officer's Title: Senior LLFA Engineer

Date: 31/01/2023

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Education Schedule

No objection subject to:

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

Contribution	Amount £	Price base	Index	Towards (details)
Primary education	£3,662,000	327	BCIS All-In TPI	Primary education capacity serving the development
Secondary education	£3,773,812	327	BCIS All-In TPI	Secondary education capacity serving the development
Secondary land contribution	£332,890	Nov-20	RPIX	Contribution towards secondary land purchase
Special education	£367,938	327	BCIS All-In TPI	Special school education capacity serving the development
Total	£8,136,640	327	BCIS All-In TPI	

Contribution	Amount ha	Towards (details)
Land for primary school expansion, contiguous with the existing school site	1.8ha	Expansion of William Fletcher Primary School.

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

£3,662,000 Primary School Contribution indexed from TPI = 327

Justification:

The proposed development is estimated to generate 159 primary school pupils.

William Fletcher Primary School serves this area, and has a current capacity of 315 primary school places, and in the 2022/23 school year has 261 pupils on roll, leaving 54 spare places. It therefore cannot accommodate the growth in the local pupil population that would be generated by this development.

An options appraisal has been undertaken into expanding the school from a capacity of 315 to a capacity of 420 places, an increase of 105 places. This, in addition to the 54 currently spare places, would accommodate generation of an additional 159 pupils, in line with the expected pupil generation from this development.

This development is therefore required to fully fund the expansion of William Fletcher Primary School, which is currently estimated to cost £3,564,000, plus £98,000 for providing a hard-surfaced playground, which in earlier discussions had been planned to be directly delivered by the developer within the detached playing field area being provided (as below). The total cost of expansion is therefore now estimated at £3,662,000.

In addition, the development is required to provide sufficient land area for the school to expand. The additional school accommodation would be built on the current school site, and new playing fields would need to be provided by the applicant. These fields need to be suitable for use both for sports lessons and also informal playtime use, and therefore need to be secure and capable of being supervised during playtimes. The proposed land is on the other side of the access road to the car home, and therefore a safe crossing point will also need to be provided.

Further details of the land and access requirements are provided in the Property section of this response.

£3,773,812 Secondary School Contribution indexed from TPI = 327

Justification:

All the CDC Local Plan Partial Review (PR) sites are required to contribute in a proportionate manner towards the additional secondary education capacity required.

To address the complexity of planning secondary school provision equitably across all the PR sites, the approach taken is that credit for any existing surplus places in the

Woodstock-Begbroke-Kidlington area should be distributed across the PR sites in proportion to the number of dwellings allocated in the Local Plan. When the individual planning applications are assessed, the site's share of the surplus places will not be subject to secondary education contributions. A per-pupil cost rate will be applied to the remaining pupil generation. This cost will be based on the cost of building a new school in Begbroke of the scale needed to meet expected population growth, currently calculated to be 900-places.

The scale of surplus capacity has been assessed as a total of 200 places.

The 540 dwellings proposed at this site represent 12% of the total Local Plan PR sites. This site therefore benefits from 12% of the surplus places, i.e. 24 places.

The estimated gross secondary pupil generation from the current application is 130. Deducting the 24 surplus places, the estimated net secondary pupil generation from the current application is 106.

The net pupil generation is charged at the per pupil cost of building a 900-place school on the Begbroke site, which is £35,602 excluding land (at BCIS TPI=327).

Calculation:

Number of secondary pupils expected to be generated net of share of surplus places	106
Estimated per pupil cost of building a new 900 place secondary school	£35,602
Pupils * cost =	£ 3,773,812

£332,890 Secondary School Land Contribution (RPIX Nov-20)

Justification:

A contribution is also required towards secondary school site acquisition land costs, proportionate to Local Plan allocated dwelling numbers.

Calculation:

The required site area for a 900-place secondary school is 6.77ha. Based on an educational land value of £409,761/ha @ TPI=327 this gives a total cost of £2,774,082.

This application accounts for 12% of the total PR allocation of 4,400 dwellings

It should therefore contribute 12% of the land value, which is £332,890.

£367,938 Special School Contribution indexed from TPI = 327

Justification:

Government guidance is that local authorities should secure developer contributions for expansion to special education provision commensurate with the need arising from the development.

Approximately half of pupils with Education Needs & Disabilities (SEND) are educated in mainstream schools, in some cases supported by specialist resource bases, and approximately half attend special schools, some of which are run by the local authority and some of which are independent. Based on current pupil data, approximately 0.9% of primary pupils attend special school, 2.1% of secondary pupils and 1.5% of sixth form pupils. These percentages are deducted from the mainstream pupil contributions referred to above and generate the number of pupils expected to require education at a special school.

The county council's Special Educational Needs & Disability Sufficiency of Places Strategy is available at <https://www.oxfordshire.gov.uk/residents/schools/our-work-schools/planning-enough-school-places> and sets out how Oxfordshire already needs more special school places. This is being achieved through a mixture of new schools and expansions of existing schools.

The proposed development is expected to further increase demand for places at SEN schools in the area, and a contribution towards expansion of SEN school capacity is therefore sought based on the percentage of the pupil generation who would be expected to require places at a special school, based on pupil census data. (This amount of pupils has been deducted from the primary and secondary pupil generation quoted above.)

Calculation:

Number of pupils requiring education at a special school expected to be generated	4.1
Estimated per pupil cost of special school expansion	£89,741
Pupils * cost =	£ 367,938

Justification:

The above contributions are based on 50% affordable housing and a unit mix of:

78 x 1 bed dwellings
164 x 2 bed dwellings
215 x 3 bed dwellings
83 x 4 bed dwellings

It is noted that the application is outline and therefore the above level of contributions would be subject to amendment, should the final unit mix result in an increase in pupil generation.

Officer's Name: Barbara Chillman
Officer's Title: Pupil Place Planning Manager
Date: 03 February 2023

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Property - School

No objection subject to:

- **Approx 1.8 ha of land, fenced, remediated and made suitable for sports pitches (1.25 ha) and informal play for use by William Fletcher Primary School.**
- **Suitable secure access to be provided from the current William Fletcher Primary School site to the new fields at no cost to OCC.**
- **Land as set out above to be transferred freehold to OCC at nil cost.**

School sites must meet the County Council requirements. A copy of standard school requirements is kept at <http://landlord.oxfordshire.gov.uk/cms/content/s106>

Please also see our Guide to Developer Contributions kept at: <https://www.oxfordshire.gov.uk/residents/roads-and-transport/transport-policies-and-plans/transport-new-developments/developer-contributions>

Land for Playing Field Use

The land to be provided will be used for playing fields by William Fletcher Primary School and the allocation of the land will enable the school to expand to 2FE through additional school buildings on the current site.

Strip of land between the Primary School and the Additional Land

The County Council has been working with the Applicant and Sanctuary Care Home to address the issues caused by the fact that the primary school and the additional land being provided are not adjoining but instead separated by an existing vehicle access to the Sanctuary Care Home which is owned by Sanctuary Care Home and outside of the application boundary.

Negotiations have been ongoing and agreement in principle has been reached with Sanctuary Care Home for the school to have pedestrian access across the existing vehicle access road to the new playing field land.

This agreement is to secure the right for William Fletcher Primary school to cross the existing private access road and enter the playing field land via an agreed marked crossing. Boundary fencing and entrance gates are to be installed to ensure the existing school site and new playing field are properly secured for pupil safeguarding and school operation purposes. This is to be provided at no cost to OCC.

A formal contract will need to be signed before reporting on this application to CDC Planning Committee and completion of a S106 agreement to ensure that suitable additional primary school capacity and access rights to the new playing field land to mitigate the development is secured in perpetuity.

Playing Field Construction.

- The playing field land will be approximately 1.8ha of which approximately 1.25 ha will be remediated, marked and made suitable for sport.
- The playing field shall be fully drained, in accordance with Sport England's Natural Turf for Sport Updated guidance for 2011 and the minimum standards for natural turf sports facilities and the specification for the construction of winter games facilities as defined within the SAPCA Code of Practice for the Design, Construction and Improvement of Natural Sports Turf.
- All topsoil shall comply with BS 3882:2015.
- Type 4: Pipe drained with sand grooves as described in Sport England Guidance Note Natural Turf for Sports, shall be the minimum requirement to the whole playing field, not just the pitch area and run off.
- The layout is to be agreed to enable movement of various pitch/pitches with a uniform fall of no more than 1:100 across the full playing field area to enable them to be moved to avoid wear and tear.
- No gradient shall be greater than 1:100 along the line of play or 1:50 across the line of play.
- 2.4m high secure weld mesh boundary fencing shall secure the playing pitches, vehicle access and pedestrian fencing.
- Ball catch netting will need to be provided to the goal ends of sports pitch - 2no. 4m high by 20m.

Provision of a Hard Games Court

To enable the expansion of the school and construction of additional education buildings on the existing school site, the hard games court will need to be replaced. The cost of replacement on the school site has been added to the Primary Contribution request.

Additional Car Parking

The expansion of the school by 0.5FE will require an additional 17 parking spaces and two disabled parking bays for school staff. The additional parking will be provided on the new playing field land and accessed from the new development, not via the Sanctuary Access Road.

Surface water and Stormwater

On-surface attenuation provision, that accounts for the outfall from the new playing field site, shall be provided outside the boundary of the new playing fields. This on-surface water storage shall form part of the overall surface water management infrastructure and shall fall under the responsibility of the Developer's appointed Management and Maintenance Company, to maintain in perpetuity.

No surface water shall be directed towards the existing school site or the new playing fields.

Delivery

The remediation and laying out of the playing field is to be carried out on commencement of the development and completed within 3 months to ensure the land is suitable for year-round play when required to be transferred to OCC for use by William Fletcher Primary School.

A proving layout detailing the site layout, levels, boundary treatment, off site drainage and pedestrian and vehicle access points etc. will form part of the S106 agreement and is subject to further design development with the Applicant.

Officer's Name: Deborah Wyatt

Officer's Title: Strategic Liaison Manager

Date: 3 February 2023

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Archaeology

Recommendation:

A further staged programme of archaeological investigation will need to take place on the site, secured via a condition.

Conditions:

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 along the lines of:

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 (2021).

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 within two years of the completion of the archaeological fieldwork.

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 (2021).

Informatives:

Detailed comments:

An archaeological evaluation has been carried out on the site, which identified two phases of activity. There will need to be a further staged programme of archaeological investigation on the site, secured by a condition, to record any further features in areas identified to contain prehistoric pits in the evaluation.

Officer's Name: Victoria Green

Officer's Title: Planning Archaeologist

Date: 09/01/2023

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Landscape / Green Infrastructure

Comments

The District Council Landscape Officer should be consulted on the application.

Officer's Name: Haidrun Breith

Officer's Title: Landscape Specialist

Date: 30/12/2022

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Healthy Place Shaping

Comments

No objection.

The Health Impact Assessment has been amended to address previous comments and the development does not show adverse impacts on human health.

The following issue will need to be addressed in consultation with transport officers:

Delivery of safe, attractive spaces to wait at the A44 crossing (including for parents with pushchairs). This will be key to support connectivity to education and other community facilities. The scheme also needs to deliver routes identified in the Kidlington LCWIP in order to promote active travel.

Officer's Name: Rosie Rowe

Officer's Title: Head of Healthy Place Shaping

Date: 6 February 2023

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Innovation Schedule

Recommendation:

No objection, subject to the following being dealt with at reserved matters.

The Innovation Hub (iHUB) are happy with the following matters to be dealt with at the reserved matters stage, as outlined in the Merton College Innovation Response from May 2022:

- Electric vehicle charging to be provided in line with Oxfordshire Electric Vehicle Infrastructure Strategy (OEVIS)
- Community Hub plot-specific provision, ensuring good levels of digital connectivity & suitable layout to support 5G provision
- Consideration of parking provision with future uses in mind, including potential for re-purposable parking spaces

Additional information was requested on the following matters and is provided below:

Provision of monitoring to assess changing requirements over time:

Specific transport monitoring equipment should be suitable for the location(s) in which it is being deployed; it is also something which is evolving rapidly, with new technologies becoming available; as such, we would suggest that this would also be dealt with at reserved matters stage. The following general potential options might be considered however:

- Radar-based technology (particularly suitable for longer stretches of road and can detect pedestrians and cyclists as well as vehicles)
- Lidar-based technology (particularly suitable for off-road locations to count cyclists and pedestrians)
- Object-recognition technology, which uses machine vision to identify different modes of transport to provide granular detail on modal split, incl. vehicle class, cycle, ped, scooter etc.
- Air quality sensors – these would be suitable to install at sensitive locations where air quality is of particular concern either due to high emissions and/or sensitive receptors (such as children, protected species etc)

Where Automatic Traffic Counters are installed, these should be those which provide live data. OCC uses Black Cat ATCs, and we would look for cycle count loops to be installed alongside traffic count loops.

In all cases, we would look for the sensors to be compatible with those used by OCC so they can be integrated into our systems.

Futureproofing measures:

The iHUB recommends identifying how the site will futureproof for the kinds of innovation likely to become mainstream in the next decade. We recommend that reference is made to the [Innovation Framework](#) – this is OCC’s adopted guidance on Innovation in development – which provides high level guidance on what futureproofing measures should be considered. Please refer to Figure 5, outlining trajectories for key innovations within mobility & transport, energy and digital & communications fields; please also refer to Table 1, outlining key futureproofing approaches for innovations set to become mainstream.

iHUB request that the above items are dealt with through development of an Innovation Plan, to be submitted at reserved matters. The Innovation Hub can also provide additional support in the process of developing the Innovation Plan upon request, at our external charge out rates.

Officer’s Name: Katie Parnell

Officer’s Title: Planning Policy Innovation Team Leader

Date: 03/02/2023

Application no: 21/03522/OUT

Location: Os Parcel 3673 Adjoining And West Of 161, Rutten Lane, Yarnton, OX5 1LT, Cross Parish Boundary Application: Begbroke and Yarnton Parish Councils

Waste Management

Recommendation:

No objection subject to S106 contributions

Legal agreement required to secure:

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

Contribution	Amount	P r i c e base	Index	Towards (details)
Household Waste Recycling Centres	£50,738.40	327	BCIS All-In TPI	Expansion and efficiency of Household Waste Recycling Centres (HWRC)

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

£50,738.40 Household Waste Recycling Centre Contribution indexed from Index Value 327 using BCIS All-in Tender Price Index

Towards:

The expansion and efficiency of Household Waste Recycling Centre (HWRC) capacity.

Justification:

10. Oxfordshire County Council, as a Waste Disposal Authority, is required under the Environmental Protection Act 1990 (Section 51) to arrange:

“for places to be provided at which persons resident in its area may deposit their household waste and for the disposal of waste so deposited”;

and that

“(a) each place is situated either within the area of the authority or so as to be reasonably accessible to persons resident in its area;

(b) each place is available for the deposit of waste at all reasonable times (including at least one period on the Saturday or following day of each week except a week in which the Saturday is 25th December or 1st January);

(c) each place is available for the deposit of waste free of charge by persons resident in the area;”.

11. Such places are known as Household Waste Recycling Centres (HWRCs) and Oxfordshire County Council provides seven HWRCs throughout the County. This network of sites is no longer fit for purpose and is over capacity.
12. Site capacity is assessed by comparing the number of visitors on site at any one time (as measured by traffic monitoring) to the available space. This analysis shows that all sites are currently ‘over capacity’ (meaning residents need to queue before they are able to deposit materials) at peak times, and many sites are nearing capacity during off peak times. The proposed development will provide 540 dwellings. If each household makes four trips per annum the development would impact on the already over capacity HWRCs by an additional 2,160 HWRC visits per year.
13. Congestion on site can reduce recycling as residents who have already queued to enter are less willing to take the time necessary to sort materials into the correct bin. Reduced recycling leads to higher costs and an adverse impact on the environment. As all sites are currently over capacity, population growth linked to new housing developments will increase the pressure on the sites.
14. The Waste Regulations (England and Wales) 2011 require that waste is dealt with according to the waste hierarchy. The County Council provides a large number of appropriate containers and storage areas at HWRCs to maximise the amount of waste reused or recycled that is delivered by local residents. However, to manage the waste appropriately this requires more space and infrastructure meaning the pressures of new developments are increasingly felt. Combined with the complex and varied nature of materials delivered to site it will become increasingly difficult over time to comply with the EU Waste Framework Directive 2008, enacted through the Waste Regulations (England and Wales) 2011 (as amended), maintain performance and a good level of service especially at busy and peak times.

Calculation:

Space at HWRC required per dwelling (m ²)	0.18	Current land available 41,000m ² , needs to increase by 28% to cope with current capacity issues. Space for reuse requires an additional 7%. Therefore, total land required for current dwellings (300,090) is 55,350 m ² , or 0.18m ² per dwelling
Infrastructure cost per m ²	£275	Kidlington build cost/m ² indexed to 327 BCIS

Land cost per m ²	£247	Senior Estates Surveyor valuation
Total land and infrastructure cost /m ²	£522	
Cost/dwelling	£93.96	
No of dwellings in the development	540	
Total contributions requested	£50,738.40	

Detailed comments:

Oxfordshire councils have ambitious targets to reduce the amount of waste generated and increase the amount recycled as demonstrated in our Joint Municipal Waste Management Strategy 2018-2023. Enabling residents of new dwellings to fully participate in district council waste and recycling collections is vital to allow Oxfordshire's high recycling rates to be maintained and reduce the amount of non-recyclable waste generated.

Given the pressing urgency of climate change and the need to embed the principles of the circular economy into all areas of our society, we encourage the applicant to consider including community spaces that help reduce waste and build community cohesion through assets such as community fridges, space for the sharing economy (library of things), refill stations, space for local food growing etc.

At the reserved matters application stage, we expect to see plans for how the developer will design the development in accordance with waste management policies in Cherwell District Council's waste planning guidance.

Bin storage areas must be able to accommodate the correct number of mixed recycling, refuse and food recycling bins; be safe and easy to use for residents and waste collection crews and meet the requirements of the waste collection authority.

The development will increase domestic waste arisings and the demand for all waste management services including Household Waste Recycling Centres (HWRCs).

Conditions:

N/A

Officer's Name: Mark Watson

Officer's Title: Waste Strategy Projects Officer

Date: 26 October 2021

District: Cherwell

Application No: 21/03522/OUT

Proposal: The erection of up to 540 dwellings (Class C3), up to 9,000sqm GEA of elderly/extra care residential floorspace (Class C2), a Community Home Work Hub (up to 200sqm)(Class E), alongside the creation of two locally equipped areas for play, one NEAP, up to 1.8 hectares of playing pitches and amenity space for the William Fletcher Primary School, two vehicular access points, green infrastructure, areas of public open space, two community woodland areas, a local nature reserve, footpaths, tree planting, restoration of historic hedgerow, and associated works.

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LOCAL MEMBER VIEWS

Cllr: Ian Middleton

Division: Kidlington South

Comments:

I share the concerns raised by Thames Water and the local flood resilience group in the general response that this area is very prone to surface water flooding. Even though I accept the applicants are adding additional SUDS protection, I'm not convinced that enough attention is being paid to this very serious concern.

There have been numerous incidents of serious flooding in Yarnton with the majority of the surface water coming from Spring Hill. There are also concerns that the hill itself is a source of ground water (the clue is in the name) which is to some extent kept back at the moment by the site geology. This is likely to be disturbed during construction which will further exacerbate the problem.

The flood protection being proposed in the application may deal with the additional flooding that will be created by the development, but this remains to be seen. Like all such proposals, they do not take into account the full extent of future climate change but rather stick to the NPPF guidelines which I (and many others) believe are inadequate. I believe this development will make the situation very much worse, which will leave a legacy that existing residents in Yarnton will have to deal with in future years.

Thames Water have also expressed concerns that the current foul drainage system is not going to be capable of supporting the additional load that will be imposed by both the foul drainage requirements of the new houses and the additional strain of excess surface water. Already we have seen the foul drainage system in Yarnton being

overloaded by the additional flood waters creating a backflow and additional concerns about contaminated flood water invading homes.

The application seems to gloss over all these issues and appears to be taking a 'hope for the best' approach to these serious concerns. This is further evidenced by what I feel is an inadequate response to the local flood protection group who have made several attempts to engage with the landowners and their civil engineers.

On a recent site visit, which I attended, it seems apparent that the site promoters were woefully unaware of the extent of the flood risk and doubts that the current system of foul drainage will be able to cope with the additional strain. The application appears to assume that the new development will simply be connected to the existing infrastructure with no upgrades. Thames Water have made it clear in their response that this will be highly undesirable.

As the Lead Local Flood Authority OCC needs to take all these concerns very seriously and engage further with the Yarnton Flood Defence Group to ensure we are not storing up future trouble that the county council and the local residents will have to deal with.

Finally, I am also concerned that the access to the site from Rutten Lane is poorly designed and likely to cause incidents as it is so close to the main access to the lane from the A44. This has been raised numerous times by others and needs to be taken seriously.

Date: 30 December 2022
