

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

District: Cherwell

Application no: 22/01715/OUT

Proposal: Erection of up to 500 dwellings with associated access, open space and infrastructure

Location: Land South Of Perdiswell Farm Shipton Road Shipton On Cherwell

Response Date: 01/03/2023

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.

Assessment Criteria
Proposal overview and mix /population generation

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

Residential	
1-bed dwellings	61
2-bed dwellings	133
3-bed dwellings	207
4-bed & larger dwellings	99

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

Average Population	1242
Nursery children (number of 2- and 3-year olds entitled to funded places)	30
Primary pupils	138
Secondary pupils including Sixth Form pupils	109
Special School pupils	3.6

Application no: 22/01715/OUT

Location: Land South Of Perdiswell Farm Shipton Road Shipton On Cherwell

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 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.

Application no: 22/01715/OUT

Location: Land South Of Perdiswell Farm Shipton Road Shipton On Cherwell

Transport Schedule

Recommendation: No objection subject to:

- **S106 Contributions** as summarised in the table below and justified in this Schedule:
- **Planning Conditions** as detailed below.

S106 Contributions

Contribution	Amount £	Price base	Index	Towards (details)
Highway works	£5,367,380	June 2022	Baxter	Planned bus service infrastructure enhancements along the A44 Woodstock - Oxford corridor (Northbound and southbound bus lane on A44 between Bladon roundabout and Langford Lane)
Public transport services	£566,500	December 2021	RPI-x	Improvement of bus service provision in the vicinity of the site
Public transport infrastructure	£37,424	October 2021	Baxter	Two pairs of bus stops with associated shelters, flag poles, case units and suitable hardstanding, required on the development spine road.
Mobility Hub (Oxford Airport Park and Ride)	£1,252,892	June 2022	Baxter	Financial contribution towards the planned delivery of the Oxford Airport Mobility Hub.

Traffic Regulation Order	£6,650 (3,255 X 2)	April 2022	RPI-x	Administration costs towards consultations to 1x TRO to enable the relocation of the existing derestricted speed limit on A4095 Upper Campsfield Road from its current location to 50mph at a point further north of the access junction. 1x TRO to enable a speed reduction to 40mph from 50mph on A44 Oxford Road between Bladon roundabout to the existing 50/30mph speed marker.
Travel Plan Monitoring	£2,563	December 2021	RPI-x	Enabling the travel plan to be monitored for a period of five years
Public Rights of Way	£90,000	July 2022	Baxter	Access mitigation measures on the footpaths to east and north of the site. This would fund surface improvement, signing and furniture along the routes.

Other obligations:

- Two areas of hardstanding to be appropriately located along the primary street/ spine road for bus stops. Shelters to be supplied by OCC.
- Promotion of a CPZ within estate roads prior occupation of the development to deter commuter parking within the development.
- Pedestrian/ cycle connections to adjacent sites including measures to ensure their delivery.
- 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.
- A stage 1 Road Safety Audit on the proposed new roundabout at the A4095 Upper Campsfield Road.

Key points

- This response should be read in conjunction with the county council's original response to the application dated 30/08/2022
- These comments are made in response to the additional information submitted in support of the outline planning application following concerns raised by the HA notably on-site access, sustainable transport, public rights of way and highway/traffic impacts

Comments:

Access arrangements

A Transport Assessment Addendum (TAA) has been submitted, the focus of which goes to addressing the transport and highway related issues that were picked by the HA's response dated 30/08/2022.

Through a drawing entitled Access Strategy the TAA illustrates how pedestrian and cyclist shall link onto the surrounding infrastructure on their journeys further afield. DTA *Drawing no: 23570-03 GA Rev B* now presents a clearer illustration of how the pedestrian/cycleways from development shall connect onto Bladon roundabout, the A44/Oxford Road and the A4095/ Upper Campsfield Road. The issues that the TAA makes attempt to address or further clarify on are:

A4095 Upper Campsfield Road and proposed access roundabout

- The proposed access junction has now been supported by an acceptable suite of detail including dimensions and tracking exercise. The deflections on all but the western entry appear to be acceptable, however the island may need to shift slightly south to meet the required deflection for the western entry. Given these are new and significant changes to the layout of the highway, a Stage 1 Road Safety Audit will be required. This needs to be submitted at the earliest. **(To be conditioned)**
- Because the siting of the roundabout is not technically audited, it could be that a suitable location for the roundabout is a few metres either end of the current design – to which sufficient land may need to be reserved. **(To be conditioned or agreed as part of the S106 agreement)**
- A new toucan crossing is proposed a few metres to the west of the site access junction. The set back of the crossing from the roundabout is however noted to be off the desire line and will need to be closer to the roundabout. **(To be conditioned)**
- A 3m wide shared footway/cycleway along the eastern frontage of the A4095 Upper Campsfield Road linking the development via the toucan crossing onto the

A44 infrastructure. This level of detail is considered acceptable for outline subject to further finer details that shall be needed at the s278 agreement stage.

Park View Access

A 6.75m wide access road is proposed to link into the Park View development to the west of this site. Suitability for bus routing needs to be demonstrated and further improvements to the layout may be required.

A44 Oxford Road

The 3m wide shared pedestrian/ cycle route onto the A44 Oxford Road, southwest of the development emerges onto and crosses the A44 Oxford Road by way of an informal crossing. This crossing type is unsuitable for the volume and speed of traffic that pedestrians and cyclists would need to cross at this point. In line with *Policy 1* and *Policy 2* of the *LTCP*. **(To be conditioned or agreed as part of the s106 agreement)**

Between the Bladon roundabout and the Woodstock gateway feature, about 120m south of the Park View access the current road speed is 50mph – marked yellow in the snippet below. Unless the speed is reduced to 40mph, the proposed informal crossing on the A44 Oxford Road remains unsuitable. (see *Table 10-2* of *LTN1/20*).

A TRO shall also be required to implement the speed changes along this section.



Sustainable Transport Connectivity and Public Transport

The TAA acknowledges the potential for the site to be well connected to Woodstock and beyond. Whilst there are routes and infrastructure to link this development to Woodstock, the quality and standard of the wider walking and cycling facilities requires significant enhancement to be counted as having the potential to replace short car trips. Crossing points, segregation (where necessary), surfacing, widening are all aspects that would require a degree of enhancement.

Paras 4.1 – 4.3 of the TAA base the argument of disregarding the need to extend a bus service into the development on the fact that Park View which is adjacent did not require a service. The approach taken in appraising Park View planning application may have considered the scale of development as not one that would necessitate extending a bus service. This is not the same for a 500-unit development.

On another front, the layout of Park View development in isolation may not have been ideal to extend a bus service which would have required buses to turn around and come back onto the spine road. This development siting side by side with Park View however makes it ideal for a service that would serve both developments through their primary routes to link Oxford Road to Upper Campsfield Road. Clarification that the primary road through Park View can indeed accommodate a bus route is welcomed.

An improved bus, walking and cycling route is supported by Cherwell Local Plan Policy SLE4 and the Local Transport and Connectivity Plan.

The County Council has also identified potential public transport improvements on the A44 corridor, including a Mobility Hub across Upper Campsfield Road and within a few metres from the development 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 proposed improvements would consist of enhancements to the existing bus service between Woodstock and Oxford city centre and a new route between Woodstock through Yarnton, Oxford Parkway and Oxford city centre or the Eastern Arc. Combined, these services will provide attractive journey options to Oxford, Oxford Parkway station and the JR hospital, as well as facilitating the delivery of a Mobility Hub site in the vicinity of the development.

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.

Traffic impact

I have reviewed the updated junction capacity assessment for Bladon Roundabout which now includes flows from the consented Park View development. The results of the modelling exercise show that with certain adjustments to the roundabout, there would still be some queuing and delays albeit with a better throughput. Arms of the key route through the junction, i.e A44 Oxford Road and A44 Woodstock Road would still see queues but significantly improved. The queuing on these arms reflects the daily/expected tidal flows in the area.

At this point, the County Council does not consider that the mitigation is adequate to provide sufficient comfort that the residual cumulative impacts of the development on the transport network would not be severe. It is therefore considered necessary for the development to make proportional contributions to infrastructures that have been identified in Cherwell's Local Plan IDP.

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. 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 necessary in order to accommodate this site and the Partial Review site allocations.

Proportionate financial contributions directly related to the development must be provided 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 delivery of the access roundabout to appropriate standards.

S278 Highway Works:

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

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.

S38 Highway Works – Spine Road

An obligation to provide a spine road as part of the highway network will be required for the development. The s106 agreement will secure delivery via future completion of a s38 agreement.

The s106 agreement will identify for the purpose of the s38 agreement;

- Approximate location of the spine road and information as to provision e.g. minimum width of carriageway, footways etc as appropriate.
- Timing – this may be staged.

Planning Conditions:

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

Accesses: Full Details

Prior to the commencement of the development hereby approved, details of the means of access between the land and Upper Campsfield Road including position, layout and vision splays shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the occupation of any dwellings, the means of access onto the highway shall be constructed and retained in accordance with the approved details.

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

Pedestrian Crossing details

To include the repositioning of the toucan crossing closer to the roundabout south of the roundabout on A4095 Upper Campsfield Road and the type of crossing on A44 Oxford Road.

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

CTMP

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

- The routing of construction vehicles and management of their movement into and out of the site by qualified and certificated banksmen,
- 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.

Travel Plan and Travel Information Pack

Prior to first occupation a Residential Travel Plan and Residential Travel Information Pack should be submitted to the Local Planning Authority.

Officer's Name: Rashid Bbosa

Officer's Title: Senior Transport Planner

Date: 24/02/2023

Application no: 22/01715/OUT

Location: Land South Of Perdiswell Farm Shipton Road Shipton On Cherwell

Archaeology

Recommendation:

We have previously commented on this application, and the newly submitted documents do not alter our advice. If planning permission is granted, there will need to be a further phase of archaeological investigation on the site. Historic England will need to continue to be consulted on these proposals.

Key issues:

Legal agreement required to secure:

Conditions:

The previously suggested conditions are as follows:

We would, therefore, recommend that, should planning permission be granted, the applicant should be responsible for ensuring the implementation 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 programme of archaeological 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:

Officer's Name: Victoria Green

Officer's Title: Planning Archaeologist

Date: 18th January 2023