

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

Interim Response

District: Cherwell

Application no: 23/01233/OUT

Proposal: Outline application (with all matters except access reserved for future consideration) for the demolition of existing buildings and the erection of up to 800 dwellings (Class C3); a two form entry primary school; a local centre (comprising convenience retailing (not less than 350sqm and up to 500sqm (Class E(a))), business uses (Class E(g)(i)) and/or financial and professional uses (Class E(c)) up to 500sqm, café or restaurant use (Class E(b)) up to 200sqm; community building (Class E and F2); car and cycle parking); associated play areas, allotments, public open green space and landscaping; new vehicular, pedestrian and cycle access points; internal roads, paths and communal parking infrastructure; associated works, infrastructure (including Sustainable Urban Drainage, services and utilities) and ancillary development. Works to the Oxford Road in the vicinity of the site to include, pedestrian and cycle infrastructure, drainage, bus stops, landscaping and ancillary development

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington.

Response Date: 09/04/2024

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

Assessment Criteria

Proposal overview and mix /population generation

OCC's response is based on a development as set out in the table below. The development is based on a SHMA mix.

Residential	
1-bed dwellings	138
2-bed dwellings	216
3-bed dwellings	332
4-bed & larger dwellings	113

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	1980
Nursery children (number of 2- and 3-year olds entitled to funded places)	48
Primary pupils	227
Secondary pupils including Sixth Form pupils	184
Special School pupils	6
65+ year olds	192

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General Information and Advice

Recommendations for approval contrary to OCC objection:

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

This is an interim response because it does not include a Transport response. We will send a further response with Transport comments as soon as possible.

The application was amended in March 2024. We sent responses on the original application on 30 June 2023 and 5 September 2023. The only objection was from Transport, so that objection remains at present.

Please see attached LLFA, Education, Property (Schools), Property (Archaeological Archives), Archaeology, Minerals & Waste and Public Health comments.

We do not yet have information to detail the requested contributions towards adult day care. We accept that such contributions will need to be detailed before this application is brought to a Planning Committee, or else not be sought.

For a full reading of our comments, it is also necessary to refer to that sent previously:

Strategic Planning – response sent 30/06/23 + this response

Transport – response sent 30/06/23 (further response to come)

LLFA - response sent 30/06/23 + this response

Education - response sent 30/06/23 + this response

Property (Schools) - response sent 30/06/23 + this response

Property (Other) - response sent 30/06/23 + 05/09/23 (re Kidlington library) + this response (re Archaeological Archives)

Archaeology - response sent 30/06/23 + this response

Minerals & Waste - response sent 30/06/23 + this response

Public Health - response sent 30/06/23 + this response

Social Care Specialist Housing - response sent 30/06/23

Waste Management - response sent 30/06/23

Innovation - response sent 30/06/23

Officer's Name: Lynette Hughes

Officer's Title: Principal Strategic Planner

Date: 9 April 2024

Application no: 23/01233/OUT

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington.

Lead Local Flood Authority

Recommendation:

No comment required

Detailed comments:

We have identified the required conditions in our previous response. So, LLFA has no further comment.

Officer's Name: Shada Hasan

Officer's Title: LLFA Engineer

Date: 21st March 2024

Application no: 23/01233/OUT

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington.

Education

Comments:

These comments supplement those provided in the full response from the county council, dated 30 June 2023, and the contributions required towards Education remain as stated in that response.

As detailed in the previous response, this application is required to provide a new on-site primary school to meet the needs of the pupils expected to be generated by this development, and also that allocated in the Local Plan as PR6b.

To meet the needs of both developments, the primary school would need to be 2 forms of entry in size; for just this development it would need to be 1 form of entry in size.

As there is currently no certainty over timescale for delivery of the PR6b development, the contribution required from this application needs to cover the cost of delivering a new 1 form entry primary school, either through financial contribution or direct delivery.

A new 1 form entry primary school costs £7,746,000 (@BCIS TPI = 327).

If, as a result of PR6b progressing, a 2 form entry school is instead built, the cost of this should be funded by each development on a proportional basis, as envisaged, and the County Council will seek to secure this through the Section 106 agreement for that site.

This site is also required to provide a 2.22ha site for the primary school (excluding land required for circulation area to provide access between the two plateaus on this split level site); the county council will seek a proportionate share of the land value from any future application for development on the PR6b site, for repayment to the PR6a developer.

Detailed s106 trigger points and payment schedules will be agreed through the s106 negotiation process.

Officer's Name: Louise Heavey

Officer's Title: School Place Planning Lead

Date: 08/03/2024

Application no: 23/01233/OUT

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington()

Property (Schools)

Recommendation

No objections subject to s106 Property requirements as per comments below.

These comments relate to the School Site which is part of the development.

The applicant has completed and submitted the OCC 'Education Site Checklist' and all documentation required therein to OCC, in order that the proposed school site can be assessed for suitability by OCC property.

Based on the application information, we have the following comments:

Primary School

The Education Authority may either require that the new primary school is designed and built as 2 forms of entry from the outset or built initially as a 1 form entry school designed to be expanded to 2 forms of entry as the local population grows. This will be determined based on demographic data and the status of local planning applications at the time, including the timescale of delivery of PR6b. An assessment has been undertaken to show that a 2FE school is feasible on this site. Further discussions will be needed to confirm the layout of the school.

School Location

The proposal to locate the Primary School in the centre of the site is generally supported. It is sufficiently dispersed from the already established Cotteslowe Park Primary School to the south-east and located centrally within the development and in close proximity to the local centre.

Site Area

The application documents and drawings refer to a 2.2ha Primary School. OCC's requirement for a 2FE Primary School is 2.22ha. However, due to the significant level change across the proposed school site, a site area greater than 2.22ha will be required. Unusable area such as the banked circulation route between the two plateaus are not to be included within OCC's area requirement provision. This is to ensure that the site operations are not constrained.

The shape of the proposed site is generally in line with the proportions OCC would expect of primary school sites, however the location of the green corridor to the east of the site and the barrows to the west constrain the width of the school site. Site dimensions are required to confirm that the shape and proportions are in line with OCC requirements for a 2FE School.

It appears that there is sufficient room for a 2FE Primary school footprint with accommodation on 2 storeys. External areas inclusive of hard play, habitat, playing field, car parking, service areas and pedestrian circulation all appear to be possible to include satisfactorily within the defined school boundary. However, any further width restrictions on the site would have a detrimental impact on the layout of the school building and external hard play.

Site Access

The location of the school site off a spine road, with highway access achievable from two sides of the site boundary meets OCC's requirements in terms of locating the site in the development with connectivity to the road network.

Main vehicle site access is shown to the west side boundary along with secondary accesses further along the western boundary enabling access to the upper and lower plateaus and an access to the northern boundary. Further clarification is required regarding connectivity of the northern vehicular access to the school site from the neighbouring road network to ensure that it conforms to OCC's requirements.

All four accesses to the school are of equal priority. These accesses will maximise routes into the school from the surrounding road network for pupils arriving at the school; for emergency access; service areas; future maintenance; long-term flexibility; development changes, over time, to the site and to ensure the operation of the school is not compromised during any works to the site.

The vehicular access points are to be 6m wide with 2m pedestrian paths either side. These access points must abut adopted highway and the locations shall be agreed with OCC and set out on s106 obligation plans.

The applicant will need to demonstrate that the proposed levels around the school site shall create level access into the school site, both vehicular and pedestrian and will create a level access to the school building no greater than 1:21. All levels will need to be agreed and set out on s106 obligation plans.

School Site Layout

An indicative proving layout drawing no. 477898 – 47E was initially developed with the applicant and OCC which indicates the overall building position and surrounding external areas. A more detailed proving layout is required to demonstrate that 2.22ha can be accommodated (excluding the land lost to provide for the access between the two plateaus) and to determine the overall site requirement.

To address the level issues of the school site, two level plateaus have been created. Given the overall shape of the school site, there is sufficient room for the main building running east to west, staff car park, service area, and some external

play on the upper plateau. The 8400m² playing field is positioned to the south on the lower plateau.

Access between the two plateaus will need to be designed to meet Part M requirements.

More detailed level information would be required to verify that the levels of the playing field are compliant with Sport England requirements.

Pupil Drop Off and Coach Parking

Roads in the vicinity of the school shall be designed to enable coaches to visit the school site and park in the layby with a continuous circular route out of the development. The roads around the school shall be designed to ensure there are no dead ends to avoid vehicles reversing round children.

Coach parking for the purposes of school trips (to support 1 coach) has been included on the highway to the western boundary road within easy walking distance of the school building and pedestrian accesses into the school. Confirmation however is required that the off-site coach drop-off is sited within a layby.

Car drop-off and pick up, whilst not encouraged, is nevertheless feasible within the development due to the proximity of the local centre close to the western boundary of the school site. Safe walking routes to the school will need to be demonstrated.

The developer will be required to produce a travel plan framework. The provision for drop-off will need to be agreed with OCC Highways team, based on the developers' evidence-based assessment of the school's pupil numbers and requirements.

Orientation

The school building is indicated facing north-south which is in line with OCC's guidelines this will help create a sustainable building and control the environmental aspects of the internal environment. Classrooms can be orientated to face north and south helping to create a Net Zero Carbon school.

SuDS

In addition to the LLFA comments to the development as a whole, the LLFA expectations for SuDS use on School Sites is as follows:

The LLFA recognise that the on surface stormwater storage on school site can present significant health and safety and management risks and that attenuation/tank storage is no longer acceptable due to long term sustainability.

Therefore, on surface attenuation provision that account for the outfalls from

school sites shall be provided external to any school site.

This on the surface water storage shall form part of the overall surface water management infrastructure and shall fall under the responsibility of the appointed Management and Maintenance Company to maintain in perpetuity.

This will increase sustainability and maximise environmental gain through water resources, biodiversity, landscape, educational functionality and amenity, as well as reduce overall capital and maintenance liability.

Development around the school site boundary

OCC design guidance does not allow for overshadowing or overlooking of the school site in a way that might impact daylight standards or the daily operations of the school. There does not appear to be overlooking or shadowing from any proposed adjacent buildings.

Verification required that the 3 storey residential houses adjacent to the northern boundary are in accordance with OCC school design guidance for daylighting standards.

The barrows on the opposite side of the road to the west of the site, and the green corridor to the east leave the school boundary open and help with passive surveillance from pedestrians.

Services

No existing underground services (gas, sewage, cables etc.) are permitted, or overhead cables within 5m of the boundary of the site. Please refer to OCC design requirements for full details.

Acoustics

The school and playing fields need to be situated in a quiet part of the development. The noise levels on unoccupied playing fields used for teaching sport shall not exceed 50dB Laeq,30 minute. An acoustic survey is required to confirm that this can be achieved at the boundary of the school site.

Officer's Name: Jenny Seddon

Officer's Title: Strategic Liaison Manager

Date: 2nd April 2024

Application no: 23/01233/OUT

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington.

Property (Archaeological Archives)

Recommendation

No objection from the Heritage Service, subject to S106 contributions as summarised below:

	Amount:	Index
Increasing the capacity and improved efficiency of the Museum Resource Centre at Standlake near Witney	£4,827	Index linked from July 2023 using RPIX
The storage of archaeological archives at the Museum Resource Centre	£2,342	Index linked from July 2023 using RPIX
Total contribution towards archaeological archives	£7,169	

Background

The National Planning Policy Framework, September 2023 at paragraph 205 states: *“Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted”.*

Cherwell Local Plan 2011 - Policy ESD 15 states:

“New development proposals should... Conserve, sustain and enhance designated and non designated ‘heritage assets’ (as defined in the NPPF) including buildings, features, archaeology, conservation areas and their settings...”

Oxfordshire County Council’s Museums Service is nationally recognised and operates as the leading local repository for heritage archives and artefacts in the county. The Service receives archaeological material and archives from excavations in advance of

developments throughout Oxfordshire. The Leading Archaeologist for Oxfordshire County Council, as part of the planning process, writes briefs for each development outlining that archives are to be deposited with the Museums Service. The Service is the only museum to take in Oxfordshire's archaeological deposits for their future preservation and accessibility, thereby allowing the county's residents, researchers, schools and other interested parties use and access to this collection. The standard of care of the collections, documentation arrangements and use of heritage items meet the requirements of the Museum Accreditation Standard administered by the Arts Council England.

Contribution of £4,827 index linked from July 2023 towards the expansion of capacity and improved efficiency of the Museums Resource Centre, Standlake

Justification

Archaeological archives from developments are stored at the Museums Resource Centre (MRC) in Standlake, near Witney. Capacity at the MRC to store archaeological archives is limited with shelving being at full capacity. With the extent of development taking place in the county, it is essential that the storage capacity at the MRC is expanded to accommodate archaeological archives from new development.

OCC's medium-term strategic approach to expanding storage capacity at the MRC is to replace static shelving with roller racking, which will provide a more efficient and effective means of storage and increase shelf capacity by 50%. OCC's long term strategy is to build an extension to the MRC.

Calculation:

To estimate the likely volume of heritage finds from development a review was undertaken of a sample of development sites with similarly dated finds to those likely to be found. The sites reviewed had a total site area of 292.44 ha and a total of 4.99m³ archaeological finds were recovered and stored at MRC. Therefore, on average, one hectare is expected to generate 0.02m³ of archives to be stored. The development is 45.80 hectares, therefore the estimated size of the archive from the development is 0.02m³ x 45.80 ha = 0.916 m³.

The cost of installing roller racking to store 1m³ of archaeological archives is £5,270 based on a quote dated to July, 2023, therefore the cost of roller racking to store the estimated volume of archaeological archives is:

$$£5,270 \times 0.916 \text{ m}^3 = £4,827 \text{ index linked from July 2023 using RPIX}$$

Contribution of £4,827 index linked from July 2023 towards the cost of storing archaeological archive material

Justification

The Society for Museum Archaeology describe a public accessible repository as being “An accredited repository for the collection, curation and safe guarding of archaeological archive material which is pro-actively managed and developed by staff qualified to ensure continued public engagement with, and the best possible access to the archaeological resource, for the purposes of enquiry, exhibition, learning, research, inspiration, enjoyment and general interest.”

In 2009 the Chartered Institute For Archaeology published ‘The Standard and Guidance for the Creation, Compilation, Transfer and Deposition of Archaeological Archives’ in which it states “*All archaeological projects that include the recovery or generation of data and/archaeological materials (finds) will result in a stable, ordered, accessible archive. All archaeologists are responsible for ensuring that the archive is created and compiled to recognised standards, using consistent methods, and is not subject to unnecessary risk of damage or loss. It is the responsibility of all curators of archaeological archives to ensure that archives are stored to recognised standards for long-term preservation and made accessible for consultation*”.

For the Oxfordshire Museums Service this entails archaeological specialists recording and documenting what each archive contains that comes into the collection, tracking its location, and promoting it to other organisations for loans. Alongside conservators potential hazards are identified, documented and handling procedures put in place, and that specialist storage conditions are identified and acted upon to ensure the long-term preservation, as an example metalwork needs to be stored at a different humidity to organic material. These procedures and conditions are monitored and reviewed and problems mitigated against, such as bug control.

Archaeological archives are, in principle, stored by the Museums Service in perpetuity. Given that fundamental policy, it is however considered reasonable that developers cover the cost of storage of archaeological archives for a period of 20-year on the basis that OCC would subsume the costs of storage after that period.

Calculation:

The operational costs of managing and retaining the archives at the MRC are:

MRC Running costs per year	Cost
Staffing*	£206,088
LPG (gas)	£17,000
Equipment, maintenance and non-utility services	£7,290
Water / electric	£34,103
Specialist IT software systems	£1,320
Total annual running costs	£265,801

*For note, the staffing costs cover the MRC team who are all involved in the care of/access to collections at the site.

Archives are taken into storage on the principle of holding 'in perpetuity' but the following costings are based on a 20-year term (i.e. £5,316,020 index linked from July 2023 using RPIX). The total storage space presently is 2,079m³.

The cost of storing archives at the MRC for 20 years per 1m³ (i.e. total running costs/total storage m³) is £2,557

Therefore the cost of storing the archaeological archives at MRC will be:

£2,557 x 0.916m³ = £2,342 index linked from July 2023 using RPIX

Officer's Name: Angie Bolton

Officer's Team: Oxfordshire Museums Service

Officer's Title: Curator of Archaeology

Date: 08/04/2024

Application no: 23/01233/OUT

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington.

Archaeology

Detailed comments:

The additional material received does not affect our previous comments and advice. The buffer zone protecting the preserved barrows should be maintained as 5m surrounding each barrow, as shown in the Green Infrastructure Parameter Plan.

Officer's Name: Victoria Green

Officer's Title: Planning Archaeologist

Date: 27th March 2024

Application no: 23/01233/OUT/6

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington.

Minerals & Waste

Detailed comments:

The site is not within a Minerals Safeguarding Area. The closest proposed dwellings are approximately 400m from the nearby aggregates depot, the proposal would not therefore prevent or prejudice the use of a site safeguarded for mineral management. Officers are pleased to see that there is a landscaping buffer between the aggregate depot and proposed housing. Consequently, we do not object to the development.

Officer's Name: Nathan Pearce

Officer's Title: Planning Officer

Date: 26/03/2024

Application no: 23/01233/OUT

Location: OS Parcel 4347 East Of Pipal Cottage, Oxford Road, Kidlington.

Public Health

Key issues:

- Review of amended HIA
- Green infrastructure
- Public rights of way
- Noise
- Air Quality

Detailed comments:

The Healthy Place Shaping team welcomes the opportunity to provide comment on this revised outline planning application. The following comments relate to the application's potential impact on human health.

Health Impact Assessment

We acknowledge the provision of an updated HIA dated February 2024 and based on our previous comments we now provide an amended response:

- It has been helpful to see evidence of health and wellbeing impacts within the stakeholder engagement element of the main assessment. It is also welcomed that the feedback received in stakeholder engagement has gone on to influence the design of the development, such as locating the school away from main roads.
- The HIA now recognises people with mental health conditions as being a vulnerable group (within the assessment of physical health as a group who could benefit from the inclusion of active travel and green infrastructure).
- Levels of self harm (which are known to be particularly prevalent in young people) are higher in the study area and this is acknowledged within the commentary of the HIA.
- We previously identified a gap in potential access to adequate primary health care. Section 6.5 Local Healthcare Capacity now includes an additional column in table 6.5 showing the rates of additional capacity. However, it also includes a number of practices that are not accessible for residents at this site: namely Luther Medical Centre which provides specialist primary care services to people who are homeless and Hollow Way Medical Centre which is in East Oxford. We would encourage the consultants to liaise with the ICB primary care estates team (jeffrey.ng@nhs.net) to clarify which practices might be accessible to this development and to adjust Table 6.5 accordingly. A 3-mile distance from site to practices accessible by public transport would provide additional capacity for 1,592 new patients.

- Section 8.11 Assessment of access to healthcare services. It is unknown how many of the 2000 residents at the development would be from outside the local area and require a new GP; this issue will need to be resolved through the discussions that are underway with the ICB. However, no evidence is provided within the HIA that supports the statement that there would be no material adverse impact on demand for and access to healthcare services, based on the assumption that those moving to the new development will be redistributed from the surrounding area rather than from further afield. The level of impact is unknown and may be neutral or negative.

Green Space

The amended illustrative masterplan appears to show very minor alterations, including the repositioning of community gardens/orchards and play areas. This perhaps represents a better spread of community facilities across the development site, ensuring all new residents are within easy reach of these assets.

Public Rights of Way

We note the denotation of public rights of way and wish to further restate that it is important to ensure that the health and wellbeing of residents and visitors are not impeded during the construction process too. Any proposals for temporary closure/diversion need to have an accessible, level, safe and reasonably direct diversion route provided with necessary safety fencing and stand-off to ensure public amenity is maintained for the duration of the disturbance.

Noise

It is noted that a Traffic Flow Noise Review has been provided in addition to previous assessments of noise at the site. We also note from the HIA that 'design measures would limit internal noise during operation'. However, this does not specify how the future residents of units adjacent to Oxford Road will be protected from the impacts of noise, particularly when opening windows to ventilate their homes.

Air Quality

We previously stated that a Dust Management Plan would be required to ensure appropriate measures are followed, but this doesn't appear to have been included in the planning documents. There also still is a lack of information regarding any mitigations planned/required to reduce the risk of harm to the health of future residents living adjacent to Oxford Road. This is of particular concern because the new Air Quality Figures document identifies the development site as being downwind of the prevailing airflow from Oxford Road.

Future Considerations

It will be necessary at Reserved Matters stage to ensure that housing, particularly that near Oxford Road, is designed and sited to mitigate any potential impacts from air and noise pollution.

Officer's Name: John Lee

Officer's Title: Health Improvement Practitioner

Date: 04/04/2024
