

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

District: Cherwell

Application no: 23/02098/OUT

Proposal: Outline application, with all matters reserved, for a multi-phased (severable), comprehensive residential-led mixed use development comprising: Up to 215,000 square metres gross external area of residential floorspace (or c.1,800 homes which depending on the housing mix could result in a higher or lower number of housing units) within Use Class C3/C4 and large houses of multiple occupation (Sui Generis); Supporting social infrastructure including secondary school/primary school(s) (Use Class F1); health, indoor sport and recreation, emergency and nursery facilities (Class E(d)-(f)). Supporting retail, leisure and community uses, including retail (Class E(a)), cafes and restaurants (Class E(b)), commercial and professional services (Class E(c)), a hotel (Use Class C1), local community uses (Class F2), and other local centre uses within a Sui Generis use including public houses, bars and drinking establishments (including with expanded food provision), hot food takeaways, venues for live music performance, theatre, and cinema. Up to 155,000 net additional square metres (gross external area) of flexible employment uses including research and development, office and workspace and associated uses (Use E(g)), industrial (Use Class B2) and storage (Use Class B8) in connection with the expansion of Begbroke Science Park; Highway works, including new vehicular, cyclist and pedestrian roads and paths, improvements to the existing Sandy Lane and Begbroke Hill road, a bridge over the Oxford Canal, safeguarded land for a rail halt, and car and cycle parking with associated electric vehicle charging infrastructure; Landscape and public realm, including areas for sustainable urban drainage systems, allotments, biodiversity areas, outdoor play and sports facilities (Use Class F2(c)); Utility, energy, water, and waste water facilities and infrastructure; together with enabling, site clearance, demolition and associated works, including temporary meanwhile uses. The Proposed Development affects the setting of a listed building and includes potential alterations to public rights of way. The application is accompanied by an Environmental Statement

Location: Begbroke Science Park, Begbroke Hill, Begbroke, OX5 1PF

Response Date: 02/10/2023

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.

Application no: 23/02098/OUT

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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 - £6,350**
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: 23/02098/OUT

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Strategic Planning

The County Council's interim response was dated 12 September 2023 and this further response with attached Transport comments together with the interim provides a complete officer response as follows:

- Strategic Planning comments dated 12/09/23 and 28/09/23
- Transport comments dated 28/09/23 (objection)
- LLFA comments dated 29/08/23 (objection)
- Archaeology comments dated 11/08/23
- Property School Sites comments dated 11/09/23 (objection)
- Public Health comments dated 11/09/23 (objection)
- Property Library Service comments dated 04/09/23
- Waste Management comments dated 17/08/23
- Property Non-Schools comments dated 04/09/23
- Education comments dated 04/09/23 and 28/09/23
- Social Care Specialist Housing comments dated 24/08/23
- Fire Service comments sent separately dated 22/08/23

Local Member Comments

Comments from the Local County Council Member for Kidlington South are appended to this response.

Development Brief

Cherwell District Council officers have advised that a Development Brief for PR8 is likely to be produced for public consultation shortly. The County Council's comments on the draft brief (when made) should also be taken into account when the case officer reports on this application.

Regulation 18 Consultation for Local Plan 2040

Cherwell District Council commenced its latest Regulation 18 public consultation for the Cherwell Local Plan 2040 on 22 September 2023. The consultation document indicates the Council's proposal to allocate 14.7ha for employment on this site, and indicates a preferred location in its map on page 186 of the document. We understand that this application identifies 14.7ha for employment (an extension to Begbroke Science Park) in a different location. This matter is largely for Cherwell District Council to consider. We note that otherwise the PR8 allocation is proposed to be saved and carried over. The County Council will make comments on this Local Plan consultation before the closing date of 3 November 2023.

Officer's Name: Lynette Hughes

Officer's Title: Principal Planner

Date: 28/09/2023

Application no: 23/02098/OUT

Location: Begbroke Hill, Begbroke, OX5 1PF

Transport Schedule

Recommendation:

Objection for the following reasons:

- Policy PR8 of the Cherwell Local Plan Partial Review requires proposals for the closure of Sandy Lane as a through-route, the closure of Sandy Lane level crossing to motor vehicles and the use of Sandy Lane as a 'green' pedestrian, cycle and wheelchair route between the development and the built-up area of Kidlington with the incorporation of a bridge or subway. While the application notes that a scheme that would deliver this is being progressed by Network Rail, the Network Rail scheme does not yet have consent. The application for development is reliant upon the Network Rail scheme being consented and implemented in time for the development and does not make an allowance for a scenario whereby the Network Rail scheme is delayed or is denied consent.
- Policy PR8 requires the safeguarding of 0.5 hectares of land for a potential future rail station within the allocation site. While the application does indicate that land has been safeguarded for, this only seems to appear as a rough hatched area in the Illustrative Materplan. I do not consider that sufficient information has been provided to clearly identify where the safeguarded land would be reserved, or to provide confidence that the access, maintenance and future operational requirements of a potential station have been appropriately safeguarded.
- Oxfordshire County Council's Local Transport and Connectivity Plan and Innovation Framework require for Innovation Plans to be provided in support of planning applications for new development. These should adhere to the requirements of the Innovation Framework. This is to ensure that developments appropriately safeguard for future innovations. No such plan has been provided in support of this application.

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 and S38 agreement to mitigate the impact of the development plus planning conditions as detailed below.

S106 Contributions

Contribution	Amount £	Price base	Index	Towards
Mobility Hub	£11,993,544	June 2022	Baxter	Contribution toward the delivery of a mobility hub at London Oxford Airport as indicated in Local Plan Partial Review Policy <u>PR4a</u> and Appendix 4
A44 Highway Works Package – Bladon to Begbroke Hill	£15,917,312	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 A44 Segregated pedestrian and cycle facilities between Bladon Roundabout and Begbroke Hill junction.
A44 Highway Works Package – Cassington Road to Pear Tree	£13,257,121	January 2023	Baxter	Bus priority measures and enhanced pedestrian and cycle infrastructure along the A44 between Cassington Road and Pear Tree interchange
Public transport services	£3,948,890	October 2021	RPI-x	New and enhanced public transport services to the site
Public transport infrastructure	£56,136 (£9,356*6)	October 2021	Baxter	The provision of RTP1 displays at each of the three pairs of bus stops required within the site.
Public transport infrastructure – railway station	TBC	TBC	TBC	Contribution for a design and feasibility study for Begbroke railway station.

Traffic Regulation Order	£3,320	March 2022	RPI-x	TRO in order to consult on and implement a Controlled Parking Zone, or alternative parking restrictions, within the site
Travel Plan Monitoring	See table within 'Travel Plan' comments section below	April 2023	RPI-x	Monitoring of the Framework Travel Plan targets and all individual Travel Plan requirements for the various uses on the site
Public Rights of Way	£150,000	September 2023	Baxter	Improvements to existing PRoW in the vicinity of the site to enable improved access for future residents
Canal Towpath	TBC	TBC	Baxter	Canal towpath surface upgrade
Canal Bridge	TBC	TBC	Baxter	Contribution towards the provision of an active travel bridge over the Oxford Canal connecting the development site with allocated site <u>PR7b</u>

S278 Highway Works:

While noting that access is a reserved matter for this application, it is currently envisaged that an obligation to enter into a S278 Agreement will be required to secure at least the following mitigation / improvement works:

- Enhancements to the A44 corridor between the Begbroke Hill junction and Cassington Road junction, including;
 - segregated pedestrian and cycle facilities along the eastern side,
 - southbound bus priority measures,
 - signalised pedestrian and cycle crossings (in so far as not already delivered)
- A signalised toucan crossing on the northern arm of the A44 / Spring Hill Road / Fernhill Road junction (in so far as not already delivered)
- If so approved, works required to form a temporary / construction access between the development site and the A44 towards the southern end of the development site
- Improvements to the Begbroke Hill junction including:
 - LTN 1/20 compliant pedestrian and cycle crossings (unless already delivered)

- A pair of bus stops just north of the Begbroke Hill junction on the A44 including, bus shelters, bus stop flag, pole and case unit, feed for RTI display, all necessary road markings (unless already delivered)

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.

S38 Highway Works – Spine Road / Bus Route

An obligation to provide a spine road / bus route 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 / bus route and information including; minimum width of carriageway, provision of footways, bus stops, segregated cycle lanes and crossing facilities, all compliant with LTN 1/20 standards.
- Timing for the delivery and connection of the spine road and supporting infrastructure.
- Additional facilities/payments e.g. on-site bus infrastructure and related payments.

Planning Conditions:

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

Phasing and Access Strategy

Prior to implementation a Phasing and Access Strategy shall be submitted to and approved in writing by the Local Planning Authority. The Phasing and Access Strategy shall demonstrate how each phase of the development will be accessed by all modes including details on active travel links and access to public transport services and the delivery of on-site highway infrastructure and active travel routes. The access strategy for each phase shall have regard to the standards set out in the Oxfordshire Street Design Guide and of the need to promote active and public transport. The Phasing and Access Strategy shall then be implemented accordingly.

Access

Prior to commencement of the development, details of the access arrangements at the Begbroke Hill / A44 junction between the development site and adopted highway shall be submitted to and approved by the Local Planning Authority. The proposed access arrangements shall include enhanced pedestrian and cycle crossings and, unless already delivered, a pair of bus stops including shelters on the A44 at the Begbroke Hill junction. The design be in accordance with the Oxford Street Design Guide and LTN1/20 standards. The approved access arrangements shall be implemented thereafter.

Highway Works

Prior to the commencement of the development, details of a scheme of improvements on the A44 corridor between the Begbroke Hill junction and the Cassington Road junction shall be submitted to, and approved by, the Local Planning Authority. The improvements shall include segregated pedestrian and cycle facilities, to LTN 1/20 standards on the eastern side of the A44 along the extent indicated above, bus priority measures including a southbound bus lane on the approach to the Cassington Road junction and unless already delivered, signalised pedestrian and cycle crossings at the following locations:

- Around mid-way between the Begbroke Hill and Sandy Lane junctions on the A44
- At the Sandy Lane junction on the A44
- On the northern arm of the A44 / Spring Hill Road / Fernhill Road junction at Begbroke

The scheme of A44 highway works shall then be implemented in accordance with approved plans.

Design Code

Prior to implementation, a Design Code shall be submitted to, and approved in writing by, the Local Planning Authority. The Design Code shall outline the street hierarchy, street typologies and the provision and type of LTN 1/20 compliant pedestrian and cycle routes and infrastructure. The Design Code shall set out the detailed approach to achieving the 'people first' vision of the development.

The Design Code shall also set out the car and cycle parking strategy and typologies for the development site, which shall be in accordance with Oxfordshire County Council's Parking Standards. This shall detail the provision of car-parking spaces, car parking controls, car-free development, EV charging infrastructure, and cycle parking facilities for residential, employment and visitor / local centre uses in accordance with the relevant standards.

Construction Traffic Management Plan

A Construction Traffic Management Plan shall be submitted with each Reserved Matters application and for each phase of the development to the Local Planning Authority and agreed prior to commencement of works. The Construction Traffic Management Plans shall be implemented thereafter. 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 residents and neighbours.

The Construction Traffic Management plans must be in accordance with the Framework Construction Traffic Management Plan.

Construction Access

Prior to commencement of the development hereby permitted, details including the layout, visibility, construction, drainage and assessment of highway and traffic impacts of any temporary or construction access onto the local highway shall be submitted to, and approved by, the Local Planning Authority. Any temporary or construction access shall be implemented in accordance with the approved plans.

Framework Travel Plan

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

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 and implemented thereafter.

School Travel Plan

Prior to the first occupation of each school within the development site, a School Travel Plan shall be submitted to and approved by the Local Planning Authority and implemented thereafter.

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.

Informative

At this stage it is not possible to determine the Travel Plan requirements for various uses proposed on the site as this will depend on the breakdown of units and individual occupiers. Therefore, Travel Plan requirements will be confirmed with Reserved Matters applications

Comments:

Transport Strategy

The site is allocated in the Cherwell Local Plan Partial Review as suitable to accommodate Oxford's unmet housing need. One of the main reasons for the site's allocation is that its location enables the site to be made highly accessible by active and sustainable travel modes. The site is located adjacent to the A44 and the infrastructure requirements highlighted in the Local Plan Appendix 4, including a Mobility Hub at Oxford Airport, enhanced bus services, and high-quality pedestrian and cycle links to nearby communities as well as toward Oxford city, indicate how it is envisaged that the site will be made sustainable and accessible by non-car transport modes.

The Local Plan Partial Review also outlines that large-scale vehicle capacity enhancements on the local highway network are neither likely to be feasible nor desirable. Therefore, in order for the Partial Review developments to be accommodated, significant interventions will be required to drive down the private vehicle mode share. However, localised mitigation schemes may still be required where specific direct development impacts are identified and are likely to be significant and / or cause delays to public transport services.

As yet, a Development Brief for the PR8 allocation has not been adopted and therefore these comments are provided in the absence of such a document. It is also noted that this application does not cover the entire PR8 allocation and that subsequent applications for the 'Hallam Land' part of the allocation at the southern end of the site and the 'Newcore' area including the Yanton Home and Garden Centre are expected to follow. Those areas of the allocation that are not part of the current application will need to be fully integrated with the wider development.

It has been set out in the application documents that the vision for the development is such that the use of private cars is to be discouraged with a design approach which suggests that the 'car is a guest' within the site, rather than the site being designed around car use. The Highway Authority is supportive of such an approach.

The applicant has also set out that a close relationship is to be created between the residential, educational, retail, community and employment uses on the site. Such an approach would help to internalise trips within the site and reduce the development's traffic impact.

The Transport Strategy of the site is set out clearly in the Transport Assessment and Framework Travel Plan. I consider that the Transport Assessment clearly sets out the context and rationale behind the strategy which aligns with OCC's LTCP policies. I therefore do not intend to repeat the strategy here. The county council is supportive of the broad approach as set out.

Vehicle Access

The junction modelling for the site access at Begbroke Hill takes account of the development at PR9 (which is also to take access from this junction) and the alterations required at that junction for the two developments, including improved crossing facilities. This modelling indicates that, in the future year scenario with all development, the junction is expected to operate within its theoretical capacity, albeit close to capacity.

The TA sets out that the access junction would have improved crossing facilities as proposed by the PR9 development application. However, it is worth noting that should the PR8 development be brought forward ahead of the PR9 development, new improved crossings would be required at that time for the PR8 development. The pair of bus stops to be provided on the A44 at the Begbroke Hill junction, as proposed in the PR9 development application, would also be required.

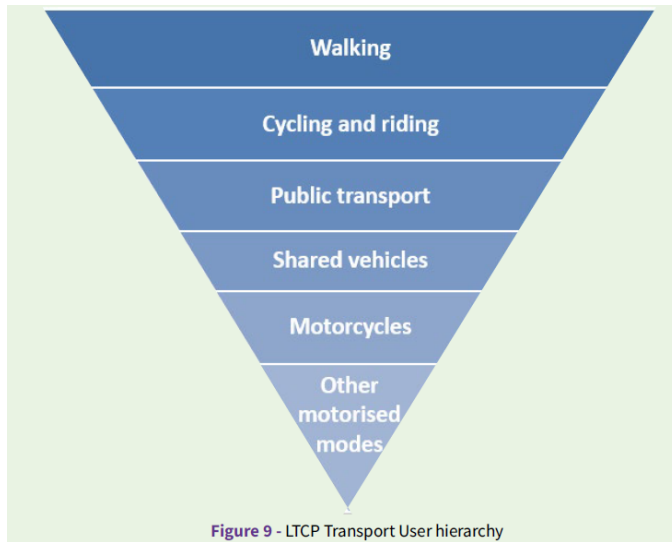
Begbroke Hill itself is not an adopted road. I understand that investigations are taking place to ascertain the adoptability of the road. Subject to these investigations, OCC would look to adopt Begbroke Hill as the road will form part of the future bus route. Segregated pedestrian and cycle facilities will be required for the spine road and all main trafficked roads within the site.

A second vehicle access onto the A44 is also required and is proposed to the south of the existing petrol filling station. This access junction is proposed to be delivered by Hallam Land as part of their development proposals for their section of the wider PR8 allocation. The Oxfordshire Street Design Guide, adopted by the county council, specifies that; 'up to 400 dwellings could be served by one access, while more than 400 dwellings must be served by more than one access. In addition, development of more than 150 dwellings with a single vehicular access will also require an emergency access'. A phasing and access strategy will therefore be required to demonstrate how these requirements will be met prior to the delivery of the second site access by Hallam land and a connection of the spine road / bus route through the site.

Site Layout and Pedestrian and Cycle Routes

Policy 1 of the Local Transport and Connectivity Plan sets out that '*we will develop, assess and prioritise transport schemes, development proposals and policies according to the following transport user hierarchy:*

- *Walking and wheeling (including running, mobility aids, wheelchairs and mobility scooters)*
- *Cycling and riding (bicycles, non-standard cycles, e-bikes, cargo bikes, e-scooters and horse riding)*
- *Public transport (bus, scheduled coach, rail and taxis)*
- *Motorcycles*
- *Shared vehicles (car clubs and carpooling)*
- *Other motorised modes (cars, vans and lorries)*



The Highway Authority is pleased to see that the hierarchy set out above appears to have been adopted by OUD with a 'people first' approach to the development. The Transport Assessment sets out that a network of pedestrian and cycle routes will provide for strong pedestrian and cycle connectivity through the site. This will be achieved through a mix of 20mph streets, suitable for cyclists to use, as well as filtered permeability providing a network of car-free routes. The network will be designed such that pedestrians and cyclists can travel between neighbourhoods and the local centre with minimal crossings of vehicular trafficked streets. Where crossings are required, pedestrians and cyclists would be given priority.

The outline application also promotes the use of 'Living Streets' which will consolidate on-street parking at the end of the street to make space for more green and social spaces. Vehicles would still be able to access properties for short-term loading / unloading / collection / drop-off etc. but long-term parking would be prevented through parking controls as well as the design of the streets. The Transport Assessment sets out that the concept of living streets is as follows: "Restricting vehicle access and removing on-street parking means children can play safely in the street. New trees, parklets and sustainable drainage features bring nature to every doorstep, with benefits to biodiversity and people's health and wellbeing. Previously tarmacked corridors lined by cars become green, social places with space for people to come together as a community, as well as playing a vital role in facilitating sustainable mobility within and outside of the neighbourhood." The county council is keen to encourage innovative concepts that promote active travel and healthy lifestyles such as this.

Segregated pedestrian and cycle facilities will be required for the main access road / bus route as well as the main trafficked routes within the site. A scheme for wayfinding will also be required throughout the site indicating the most direct and safe routes to the various locations within the site and to adjoining communities and facilities.

Safe, vehicle traffic-free routes within the site to the local centre, Science Park, school sites and between the neighbourhoods will be required.

The Transport Assessment suggests that vehicle access will be available to all areas of the site and all properties. However, permeability through the site for vehicle traffic is to be restricted. A bus gate or traffic restriction is proposed for the main spine road / bus route through the site in order to prevent through traffic and ensure that walking, cycling and public transport is the default choice for travel within the development site and to nearby destinations.

Access and parking requirements for the school sites as well as comments on the school locations are set out in the OCC Property team response to this application.

All streets open to vehicle traffic must have a 20mph design speed and a 20mph speed restriction will be sought for the development through a Traffic Regulation Order.

OCC is supportive of the design principles and proposals set out in the DAS and Transport Assessment but is keen to ensure that these principles are secured at the Outline stage and followed through with Reserved Matters applications. Some broad principles are set out in the Strategic Design Guide document submitted with the application but there is a lack of detail within that document outlining the street hierarchy, street typologies, provision and type of LTN 1/20 compliant cycle and pedestrian infrastructure and key routes.

OCC therefore considers that a Design Code or revised Strategic Design Guide should be secured by condition to set out the details above which will be secured and carried through with all Reserved Matters applications.

Sandy Lane

Policy PR8 of the Cherwell Local Plan Partial Review requires proposals for the closure of Sandy Lane as a through-route, the closure of Sandy Lane level crossing to motor vehicles and the use of Sandy Lane as a 'green' pedestrian, cycle and wheelchair route between the development and the built-up area of Kidlington including the incorporation of a bridge or subway.

Within the site, Sandy Lane is a fairly narrow lane which is currently rural in nature although it serves residential streets and Yarnton Nurseries towards its western end. There are no footways present for much of the length of Sandy Lane. There are also a number of sharp bends along the lane, particularly near the railway line. The bridge over the Oxford Canal is signal controlled due to its narrow width and lack of forward visibility and is subject to a strict 3t structural weigh limit. It is not considered suitable for Sandy Lane to accommodate significant increases in vehicle traffic that would likely occur with the development of the Partial Review sites, and PR8 in particular.

The Access and Movement Parameter Plan demonstrates that Sandy Lane and the single crossing over the railway line within the site is the current key active travel route linking Yarnton and the development site with Kidlington, providing an attractive and direct route.

Should Sandy Lane remain open to significantly increased levels of vehicle traffic not only would this be inappropriate due to the characteristics of the lane (narrow width, geometry and condition of canal bridge), but this would also significantly degrade the great potential for east-west trips to be made by active travel. As noted previously, there are no footways or cycle facilities available on Sandy Lane and very limited width to provide such facilities. Increased levels of vehicle traffic on the lane would mean that the route would become particularly unsuitable for active travel, which in turn would lead to ever increased reliance on private motor vehicle journeys for east-west trips. This is against the County Council's transport policies which prioritise active and public transport and would also be against the transport strategy for the site whereby the 'car is a guest'. The evidence for the Local Plan Partial Review established that development needed to be accompanied by a closure of the Sandy Lane level crossing to vehicle traffic.

As the application sets out, it is expected that Network Rail will soon be submitting a planning application to close the Sandy Lane level crossing and provide a replacement ramped pedestrian and footbridge as part of their Oxford Rail Corridor scheme of improvements. Network Rail has undertaken EIA screening refs TWA/2/2/0196, 22/03054/SO and 23/00524/SO. Network Rail's 'base' position is for a pedestrian and cycle bridge with switchback ramps close to the current level crossing. However, it is known that OUD have been liaising with Network Rail on the potential to provide a higher specification bridge to the north of the current Sandy Lane crossing, with straight ramps and a width that would enable restricted vehicular access for a potential future public transport service and access to the properties and land to the west of the railway. The county council is supportive of the proposed replacement bridge currently proposed by OUD which provides a simpler solution to the provision of access over the railway line, provides a more direct and attractive active travel route, and also enables the potential for a public transport route in the future (although the 3t weight limit at the canal bridge will remain a constraint).

The application appears to rely on the closure of the level crossings at Yarnton Lane and Sandy Lane and the provision of active travel bridges from the Network Rail scheme prior to the commencement of this development. However, while this may happen within the required timeframe, this is subject to a separate process and as yet Network Rail do not have the required consent to close the crossings and provide replacement bridges. There is therefore a need to ensure a fallback position is provided for by the PR8 site in the event that for any reason the Network Rail scheme does not progress within the required timeframe to ensure that the policy requirement for the PR8 development site is met. It may be that a condition can be devised requiring no house completions and no other significant levels of development prior to the closing of Sandy Lane to vehicular traffic, and opening of a new bridge, but at the moment, an objection is raised on this point.

The bridge over the railway and provision of the green active travel route along Sandy Lane must be in place at the earliest stage of the development to ensure access to the range of facilities in Kidlington and to connect communities via active travel links, reducing the reliance on private car use from the beginning of the development.

Canal Bridge

Policy PR8 requires provision for a pedestrian, cycle and wheelchair bridge over the Oxford Canal to enable the site and public bridleways to be connected to the allocated site at Stratfield Farm (PR7b). The connection will necessarily involve the creation of a route through the part of the PR8 site east of the railway which remains in the Green Belt.

The Transport Assessment states that concept design has been included in Appendix D of the TA, however, many of the appendices are unavailable. The Transport Assessment also sets out that consideration is also being given for the new canal bridge being capable of accommodating a public transport service, which could potentially link the site directly with Oxford Parkway Station via the Sandy Lane bridge. For further comments on this proposal please see the Public Transport section of this response.

The Transport Assessment proposes that a S106 obligation is included for both PR7b and PR8 to safeguard the land for the walk, cycle and public transport bridge and for a feasibility study to be jointly undertaken by PR7b and PR8 in consultation with CDC, OCC and the Canal and River Trust to consider the feasibility of a multimodal walk, cycle and public transport bridge. The county council is not opposed in principle to such a feasibility study being undertaken to inform the best solution for the required bridge, but notes that this is not a policy requirement (the policy requiring a walk, cycle, wheelchair compliant bridge). I also understand that the S106 requirement from PR7b is likely to be to safeguard the land required for the canal bridge and to make a financial contribution towards the walk, cycle, wheelchair accessible bridge that is required under policy. The outline planning application on PR7b ref 22/01611/OUT is, at the time of writing, due to be taken to a Planning Committee in October 2023.

I also note the consultation comments from the Canal and River Trust that the trust will not take ownership or maintenance liabilities for the bridge and agree that detailed discussions are required regarding the position and maintenance of the bridge and that such discussions are necessary to inform the S106 calculations for the bridge.

Canal Route

One of the key active travel and leisure routes available for the new development is the Oxford canal towpath. The towpath provides a direct route toward Oxford city centre as well as for trips to areas such as Wolvercote and the employment areas at Langford Lane. The development is likely to lead to a significant increase in additional towpath users, but the towpath in this location is not in a suitable condition to accommodate significant increase in users or provide an attractive active travel route.

Oxfordshire County Council has worked with the Canal and River Trust in recent years to improve access to, and the condition of, the towpath. Improvements have been made leading out from Oxford centre up to where the A44 crosses the canal, to the south of the site. These improvements will need to be extended northwards alongside and past the site to provide direct access to Langford Lane. A S106 contribution is sought from the development towards these improvements. It is noted from the Canal and River Trust response that further information on this contribution will be provided by the Trust but it is

agreed that the funding should be secured by the Highway Authority and ringfenced for the towpath improvements. The amount sought is to be confirmed as soon as possible.

Roundham Lock

The Illustrative Masterplan shows an active travel connection between the site and Kidlington to the north-eastern corner of the development site via Roundham Lock and the level crossing at Partridge Place. This link would provide a direct connection towards Kidlington High Street for those dwellings on the northern side of the development as well as for the Science Park, therefore the benefits of this connection for increased permeability and for active travel are clear. This connection has also recently been upgraded for active travel use with a new sealed surface. This is an important connection for the new development as well as for existing communities.

However, I note the objection raised by Network Rail over the likely large increase in use of the level crossing by pedestrians and cyclists over current levels and the safety concerns raised because of this, particularly in light of Network Rail's Oxford Corridor Scheme which will increase the frequency and speed of trains on the line. The crossing and use of the level crossing in this location is clearly an issue that will need to be resolved prior to the granting planning permission.

A44 Corridor

Oxfordshire County Council is currently implementing a scheme of improvements, known as the North Oxford Corridor Improvements, along the A44 between the Cassington Road roundabout junction and the Pear Tree interchange and to the Kidlington Roundabout. On the A44 corridor the scheme will provide enhanced pedestrian and cycle facilities as well as bus priority measures. The North Oxford Corridor scheme is being implemented in order to unlock the delivery of housing from the PR sites and to ensure that a much improved and safer active travel route along towards Oxford is available for both current and future residents whilst also improving bus journey times, enabling a modal shift away from private car use.

As noted in the Transport Assessment, improvements to the corridor to the north of the Cassington Road junction, past the development site frontage, is to be jointly funded between developments in the area, with key sections that provide access to the developments being implemented through S278 works.

As noted in the TA, OUD has liaised with OCC over the design of the improvements to the A44 corridor north of Cassington Road with regard to the active travel and bus priority improvements but also with a view to improve the placemaking function of the A44 to better connect communities on either side of the corridor. However, as yet OCC has not received any plans for the measures that OUD propose.

As with the PR9 site on the western side of the A44, OCC would expect that the PR8 development would, through S278 works, implement a scheme for a high-quality segregated pedestrian and cycle facility on the eastern side of the A44 between the northern site access junction at Begbroke Hill to link in with the scheme of works at

Cassington Road. The new access junction into the Hallam Land part of the development site will require high-quality and direct crossing facilities across both the A44 and the access road arms. The junction will also be required to facilitate bus priority measures.

In addition to the A44 crossing to be provided at the southern site access junction, there is a need for improved crossing facilities at the Begbroke Hill junction. It is noted that improved crossing facilities here are proposed in the PR9 outline application along with a pair of bus stops just to the north of the junction. However, the PR9 development cannot be relied upon to provide improvements that are equally important to this development as there may be unforeseen delays in that development coming forward and timeframes may not align. These improvements also need to be secured for this development and delivered by whichever development comes forward first. These crossing facilities would provide access to the new bus stops on the A44 which would be of benefit to those residents who live closer to the A44 and are more likely to use that more frequent A44 bus service as well as serving the development in the early phases prior to the bus route being connected through the wider PR8 allocation site.

Likewise, a signalised crossing of the A44 is proposed in the PR9 application around mid-way between the Begbroke Hill and Sandy Lane junctions. As with the Begbroke Hill crossings, this crossing is equally required for the PR8 development application as there are a number of dwellings shown in this area of the masterplan which would directly benefit from a crossing here to access the bus stops just north of the Sandy Lane junction.

A signalised crossing will also be required at the Sandy Lane junction with the A44 to connect the site with Yarnton. This should be delivered through a S278 agreement alongside the A44 works along the site frontage and connecting with Cassington Road.

The TA also notes that currently there is no signalised crossing over the A44 at Begbroke Village and that pedestrians are currently required to cross the A44 via sub-standard facilities. The development at PR8 will lead to increased vehicle movements along the A44, making this crossing movement more challenging and unsuitable for pedestrians. As noted in the TA, OCC is currently designing a signal-controlled crossing in this location and this is likely to be delivered ahead of the development – see https://letstalk.oxfordshire.gov.uk/begbroke_a44_toucancrossing2023. However, in the event that there are unforeseen delays or issues with funding, this crossing will need to be provided for by the PR8 development under a S278 agreement prior to occupation of dwellings or the expanded Science Park in order to mitigate the impact of additional traffic in this location.

As noted above, OCC is keen to see that the nature of the A44 is shifted from a purely 'movement' function to an enhanced 'place' which offers a more hospitable environment for current and future residents and visitors to the area. OCC is keen to work with OUD to ensure that designs for the A44 corridor north of Cassington Road achieve this aim. OCC is also keen to ensure that the development provides an active frontage to the A44 in order to achieve an improved sense of place and to avoid the development looking in on itself, thereby creating a sense of a closed community. Higher density development should be

provided closer to the A44 corridor as this is a key bus route and it is best practice to build densities around key routes.

Access is proposed to be a reserved matter and therefore OCC requests a condition to ensure that details of the access junction and A44 highway works are approved by the Local Planning Authority, in consultation with the Highway Authority ahead of any other Reserved Matters applications. This will need to include pedestrian and cycle crossings at the locations outlined above, segregated footways and cycleways along the A44 between Begbroke Hill and the Cassington Road junction and southbound bus priority measures between the Sandy Lane junction and the Cassington Road junction. This will then tie in with the North Oxford Corridor scheme of improvements currently being delivered by OCC to ensure a safe, continuous, and high-quality active and public transport route between the site and Oxford city, as well as connections to Yarnton and Begbroke.

These highway works will need to be delivered prior to occupation of dwellings and / or the additional employment uses to ensure that the development site provides safe access and high-quality sustainable transport access for all future users of the site and embeds the use of sustainable transport from the very beginning of the development, ensuring that reliance on private cars is prevented.

Access Strategy

As noted previously, a phasing and access strategy will be required for the development of the site. This will need to not only demonstrate the compliance with vehicle and emergency access requirements but, importantly, demonstrate how each phase of the development will be provided with high-quality active travel routes, both internally and to connecting communities, as well as access to public transport services. It is vital that these active travel and public transport connections are provided for at the earliest stages of occupation of each phase in order to embed the sustainable 'people first' nature of the development from the start.

Public Transport

Oxfordshire County Council seeks to ensure that all new development is accessible by public transport services that offer real travel choice for residents or employees on the site. This is achieved by securing financial contributions or conditions through the planning process.

Bus service and infrastructure contributions are required to deliver upgraded bus services to enable a high bus modal share from the development, as outlined in the Partial Review and in accordance with Policy PR4a.

Bus service contributions

Section 4.2 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 commitment to bus priority measures within the site in paragraph 6.5.8 is welcomed. It is noted that the proposed public transport bridge providing access to Kidlington is not technically required for successful delivery of bus services to the development but would provide faster access to Oxford Parkway station – however, it would reduce the number of buses using the A44 bus priority measures on the approach to Loop Farm roundabout.

Section 6.5.11 onwards detail the proposed bus strategy, as discussed extensively with OCC. The proposals consist of:

- improvement of the existing S3 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 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 Park & Ride site in the vicinity of Oxford Airport.

The proposal also includes a new community bus service to Kidlington (paragraph 6.5.15 onwards). OCC do not require this as part of the bus service strategy, but the developer's commitment to this is welcomed as it would restore a connection lost in 2016 and only partially made re-available by existing community bus services which operate twice per week.

The community bus could take one of a variety of routes to reach Kidlington, and so again a vehicular bridge is not necessarily required to enable the operation of this service.

With reference to paragraphs 6.5.17 and 6.5.18, OCC's experience is that those people who value community and rural bus services do not welcome demand responsive transport provision and the technological aspects associated with it. Many such schemes are in operation, but OCC have not adopted this as a means of rural transport, preferring to establish fixed route services which do not require pre-booking or use of technology and can be relied upon for the journeys they need to make.

Therefore, we request that any such community transport service is provided on a traditional timetabled route or via a similar non-technological means, in order to avoid excluding sections of its potential user base.

The proposals contained in Section 6.6 are noted, but as stated OCC does not require them as part of the public transport strategy.

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 in 2021 was

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 these prices.

These costs are to be apportioned between development sites PR8 and PR9. The contribution sought from this application is **£3,948,890** and the calculation is set out below.

This should be indexed to RPIx at October 2021, to reflect the prevailing increase in bus service operating costs since then. The proposed breakdown of these costs is as follows:

- 1st occupation: £890,676
- 1 year after 1st occupation: £779,341
- 2 years after 1st occupation: £668,007
- 3 years after 1st occupation: £556,671
- 4 years after 1st occupation: £445,338
- 5 years after 1st occupation: £334,003
- 6 years after 1st occupation: £222,669
- 7 years after 1st occupation: £111,335

As the development anticipates building out from the west, initial service improvements will be focused on the A44 corridor, with the subsequent services to/from Oxford Parkway commencing upon completion of suitable infrastructure within the site.

OCC expects the applicant to work with the Council and local community transport providers to scope and provide the community transport service to/from Kidlington, which should be in place during the build out period of the development as a minimum.

Bus Infrastructure

A contribution towards improved bus infrastructure along the A44 is required, in accordance with Policy PR4a. This is necessary to enable the upgraded bus service and to ensure the bus is an attractive and credible journey choice, to ensure bus has a high modal share. Part of this scheme is being forward funded through the Oxfordshire Growth Deal, and as such contributions are required to recover these funds in accordance with Policy PR11.

It is anticipated that buses will operate around the site in a one-way loop once complete, however this relies on third party land (via the 'Hallam Land area of the PR8 allocation) and so for the purposes of requesting works and financial contributions it is assumed that pairs of bus stops will be required so that there are no issues should buses be required to enter and leave the site from the same access; this also maintains maximum flexibility should plans change in the future.

A minimum of three pairs of bus stops are required on the development site, to be located close to key travel destinations, active travel routes and adjacent to residential or commercial development. It is important that these stops are in overlooked, well-lit locations, within easy walking distance of a significant proportion of the residential element of the site as well as the Science Park.

The recommended locations for these bus stops are:

- on the main access road to/from the A44, in close proximity to the school;
- by the main local centre; and
- close to the southern parcel of housing and the southernmost sports pitch.

In due course a fourth set of bus stops will be required on third party land (Hallam Land) to the south of the site. A walking route to the A44 should be available for residents in this area should the spine road not be complete, to facilitate access to additional bus service provision and local village amenities.

Prior to submission of any reserved matters or technical information relating to highways, the applicant is requested to familiarise themselves with the contents of the Stagecoach document "Bus Services and New Residential Developments" (2017) which sets out the optimal requirements for bus infrastructure on development sites, with particular reference to highway layouts and parking arrangements. The document is available at <https://www.stagecoachgroup.com/~media/Files/S/Stagecoach-Group/Attachments/pdf/bus-services-and-new-residential-developments.pdf>.

Bus routes must be kept clear of vertical obstructions and on-street parking, with clear sight lines, and be a minimum width of 6.5m.

A temporary turning facility for bus access to the development will be required for any phases delivering residential development in excess of 600m (by shortest walking route) from the A44 bus stops.

Bus stop requirements are as follows, to be delivered as S38 works:

- appropriate hardstanding with sufficient space for a wheelchair;
- an RTP1 compatible 4-bay shelter with bench seating, feeder pillar, power for RTP1 display and suitable in-shelter lighting;
- a pole/flag/timetable case to OCC Premium Route specification;
- appropriate crossing facilities; and
- on-carriageway bus stop cage markings with appropriate plate.

Cycle parking should be provided at each pair of stops.

Whilst we expect direct delivery of the bus stop infrastructure and facilities, a S106 contribution towards the provision of RTP1 displays is required at each stop so that OCC can install the required equipment. The cost of each unit, including a commuted sum for maintenance, is currently £9,356, so a total contribution of **£56,136** is required for this purpose.

All figures will be index-linked to Baxter at October 2021 price base.

On-site Mobility Hub

The Transport Assessment sets out that a Mobility Hub is to be provided with regard to the local centre. The TA provides an indication of facilities that are envisaged at this time to be provided. However, it is recognised and expected that these mobility hubs will evolve as part of any reserved matters applications and therefore will be subject to change.

With regards to alignment with OCC transport policy, the creation of mobility hubs supports Policy 23 of the LTCP and OCC's Mobility Hub Strategy. The Mobility Hub Strategy sets out various typologies for mobility hubs of varying scales, one such typology is for hubs within suburban areas, including large new developments. The Strategy sets out that these hubs are typically expected to include;

- Local bus service(s)
- High-quality pedestrian and cycle routes to and from the surrounding area
- Secure cycle parking
- Micro-mobility offer and e-bike hire
- Car club bays
- Taxi services
- EV charging facilities
- Bike pump / repair station
- Digital pillar/app/QR code with transport info, ticketing, way finding, walking and cycling distances to local services
- Covered waiting area (potentially a public toilet)
- Improved public realm: green spaces, community art, safe road crossings

- Package delivery lockers
- Wi-fi / phone charging facilities
- Traffic calming measures
- Public water fountain

It is noted that many of these items are included within the description of the proposed mobility hub within the TA.

OCC will require a list of measures as a 'minimum standard' or similar, that can then be fed into legal agreements and/ or planning conditions, to ensure that these measures are delivered by the applicant as the site goes through any reserved matters applications.

Another aspect to understand is who would be responsible for maintenance of any mobility hub measures. It would be a concern if aspects of the hub proposals were not progressed as no one wants to take on responsibility, therefore this will need to be agreed as part of the S106 agreement.

Policy 50 of the LTCP and Action 16 of the COTP relating to freight consolidation and opportunities for last-mile freight should be noted and the applicant is encouraged to consider sustainable freight opportunities. Given the size of the development and combination of residential, education, employment and local centre proposed, there is a requirement to consider further freight consolidation and last-mile delivery solutions, both through the design of the development and before the implementation of any Travel Plan. An E-cargo bike / last mile freight pilot for Oxford is being promoted by the LTCP Freight and Logistics Strategy Action.

The TA also sets out that smaller hubs could be provided within each of the neighbourhoods. These would provide facilities such as cycle parking, car club space, access to a bus stop. The provision for one such hub must also be safeguarded for at the land reserved for the railway station.

Potential Rail Station

There is not a lot of information within the Transport Assessment regarding the safeguarding of land required for a potential future rail station at Begbroke. A hatched area for the station appears to be included within the Illustrative Masterplan (that is not entirely within the redline boundary of the application site), but there is nothing within the proposed parameter plans.

The TA sets out that SLC Rail had been commissioned by OUD to determine the most appropriate location for a rail station, design concept options, and input into the masterplan to ensure that the potential rail options have been safeguarded for. The county council is pleased that such work has been undertaken however, there is very little information set out in the application to demonstrate what steps have been taken within the masterplan to safeguard for a rail station and its access and ancillary requirements.

The land reserved for a future rail station will need high-quality and direct connections with the planned mobility hub and bus stops in order to promote and enable multi-modal travel and reduce reliance on car journeys.

As there are two tracks, a bridge will be needed to get between platforms on either side. The application proposes that the replacement bridge north of the Sandy Lane crossing would serve this purpose. However, it is unclear exactly how the bridge would provide appropriate access to both platforms given that the ramps do not lead in the direction of the potential station (as shown in the Illustrative Masterplan).

I do not consider that sufficient information has yet been supplied to firstly, clearly identify where the safeguarded land for a future station is reserved or, secondly, to provide confidence that the access, maintenance and future operational requirements of a potential station have been appropriately safeguarded. I would expect to see a clearly defined plan showing the safeguarded land, which could be secured in a future S106 agreement, along with information demonstrating the suitability of that safeguarded land. Without that information the county council objects to the application.

The County Council sees progression on the feasibility of a rail station at Begbroke as a priority with any future station hugely beneficial in achieving the Council's LTCP targets and therefore a contribution towards a design and business case study is necessary as part of the S106 agreement for this application. The requirement is set out in the table at the beginning of this response, but the amount required is to be confirmed.

Cycle Parking

Cycle parking within the development site is to be provided for in accordance with the standards set out in OCC's adopted 'Parking Standards for New Developments' document (or the appropriate policy at the time of reserved matters applications for specific phases).

I note and agree with the proposed approach to providing secure and conveniently located cycle parking for employment, residential and visitor uses on the site as set out in the TA. This includes storage, shower and locker facilities and areas for the storage of cycle equipment at workplaces. The needs of cargo bikes and bikes with child seats are also to be considered and designed for.

Cycle parking demand is to be monitored through the Travel Plans for the site and strategies implemented to identify areas where cycle parking could be shared or additional facilities could be provided, should cycle parking demand be in excess of supply.

Car Parking

Car and cycle parking details will not be agreed in detail until the reserved matters applications for the site and therefore, OCC cannot prescribe and agree on final provision at this stage. However, comment can be provided on the design approach and parking strategy proposed within the TA, as to its appropriateness in meeting with the required standards and its subsequent impact upon vehicular trips from the development.

The Transport Assessment outlines that a level that is lower than the maximum levels set out in OCC's parking standards can be expected on the site due to the mix of uses within the site and access to jobs and services in close proximity. This approach is welcomed and it is noted that the applicant is supportive of implementing a CPZ for the development.

Electric Vehicle charging infrastructure will also be required in line with OCC's Parking Standards, or relevant standards at the time of Reserved Matters applications.

I also note and support the proposed approach to providing residential parking is through a mixture of on-plot and off-plot shared parking areas. This will allow for flexibility in the parking strategy and for the possibility to repurpose land set aside for off-plot parking as car-dependency reduces.

The Transport Assessment makes no mention of any areas of the development site being 'car-free'. Paragraph 6.2 of OCC's '*Parking Standards for New Developments*' outlines the expectations for each phase of a development. The whole paragraph is referenced below for clarity:

'For phases of a development that will be located within 400m of frequent (15 to 30 minute) public transport services with direct pedestrian and cycle connections, and within 800m walking distance to a range of local amenities and services (i.e. those set out in paragraph 3.2.3 of OCC's Implementing 'Decide & Provide': Requirements for Transport Assessments document), a car free approach is required, and, in the case of edge of city developments, is expected as part of the design. A reduced level of on-plot car parking will only be accepted to Oxford City standards; subject to a robust justification. Such approaches must be supported by an approved site wide master plan, a robust travel plan (including a fixed monitoring period), high quality pedestrian and cycle infrastructure provided early in the life of the development site, including sufficient and convenient residential and visitor cycle parking to influence travel behaviour away from using the private car. The introduction and implementation of a CPZ, funded by the promoter of the site will also be required.'

Considering this guidance, it is expected that areas of this site will be 'car-free', as they will meet the criteria outlined in paragraph 3.2.3 of OCC's Implementing '*Decide & Provide*': *Requirements for Transport Assessments* document. At this stage, OCC require details on which areas of the site will be car free and a headline quantum of parking that is expected (this can be included within a Design Code or revised Strategic Design Guide). Where the trigger (according to our car parking standards) for car free development is met,

but parking is proposed, the applicant must provide robust justifications for this, and this will be subject to review by OCC.

A Controlled Parking Zone (CPZ) will be required across the site, to enforce indiscriminate parking. It is expected that this will be enforced by a private management company, and this will be reviewed once OCC has formally adopted the roads, as this would trigger a Traffic Regulation Order (TRO) statutory consultation to enforce a CPZ. It is noted that a CPZ is also proposed by the applicant in the application documents.

The CPZ is required not only to ensure and enforce the low-car nature of the development, but also to protect the development from becoming a form of informal 'park and ride' for external trips, given the accessible location of the development and proximity to city-bound bus services.

Highway Safety

The Transport Assessment includes an analysis of Personal Injury Collision data from the most recent 5-year period, as is standard practice. Analysis of this accident data does not suggest that there are any underlying highway defects or particular patterns with regards to the collisions. The highways mitigation sought directly from the development, as well as the schemes that are currently being implemented as part of the North Oxford Corridor scheme of improvements and the further schemes for which OCC is seeking developer contributions, will improve highway safety for vulnerable road users.

Highways Infrastructure and Mitigation

The site is located adjacent to the A44 and the infrastructure requirements highlighted in the Local Plan Appendix 4, including a Mobility Hub at Oxford Airport, enhanced bus services, and high-quality pedestrian and cycle links to nearby communities as well as toward Oxford city, indicate how it is envisaged that the site will be made sustainable and accessible by non-car transport modes.

The Local Plan Partial Review also outlines that large-scale vehicle capacity enhancements on the local highway network are neither likely to be feasible nor desirable. Therefore, in order for the Partial Review developments to be accommodated, significant interventions will be required to drive down the private vehicle mode share.

The transport modelling that has been carried out using a VISSIM model of the north of Oxford area has tested the predicted impact of the infrastructure identified in Appendix 4 of the Local Plan. Principally these are the Mobility Hub at Oxford Airport, A44 bus priority and walking and cycling improvements, enhanced bus services, A4260 and Oxford Road corridor cycle superhighway and bus priority measures, Kidlington Roundabout scheme of improvements for pedestrians and cyclists and improvements to Loop Farm and Pear Tree junctions. The schemes are all intended to enable and encourage modal shift from private car use to active and public transport through more reliable services and safer, more amenable walking and cycling routes.

The infrastructure does not only enable a lower predicted private vehicle trip rate from the development site (as per OCC's Decide and Provide paper), but also enables a predicted modal shift to background traffic, that is traffic that is already on the network and not related to the development sites. For instance, the Mobility Hub at Oxford Airport is intended to intercept trips to Oxford from the north which would change from private vehicle trips onto public transport, or other mobility options, for onward travel towards the city or local area. The bus priority measures on the A44 would enable reliable bus travel along the corridor which would in many circumstances bypass private vehicle traffic and so make the choice to use public transport, whether background traffic from the Mobility Hub or from the development sites, far more attractive and reliable. Likewise, improved and safe active travel links between Yarnton, Begbroke, Kidlington and Oxford enable and encourage a modal shift towards active travel for shorter trips, which in many cases with the improved routes, are likely to provide the shortest and most reliable journeys.

This is the premise upon which the modelling has been carried out; that the infrastructure identified in Appendix 4 of the Local Plan Partial Review not only enables for lower trip rates from the development site, but also reduces background vehicle traffic to an extent that the allocated development sites can be accommodated on the road network without leading to severe traffic impacts. Where journey time increases have been identified, these are mitigated through the use of bus priority measures to bypass congestion and the option to travel by modes other than the private car. The modal shift created would in turn help to mitigate the increases in congestion for private vehicles.

In summary, the assessment has demonstrated that all of the key items of infrastructure identified in Appendix 4 of the Local Plan are required to accommodate the development of the Partial Review sites.

Modelling Results and Traffic Impact

The 'with development' scenario shows some journey time savings on some routes. This is due to the assumptions made on modal shift as a result of implementation of infrastructure identified within Appendix 4 of the Local Plan Partial Review and included within the model, and not as a result of the development itself (except where the development may deliver pieces of infrastructure directly). Likewise with the queue length results, there are some results which could appear counterintuitive with the addition of development traffic on the network, particularly at Cutteslowe roundabout. Again, this is a result of the predicted modal shift of background traffic (traffic that is pre-existing on the network) away from private vehicle trips to sustainable transport as a result of the improved infrastructure and services for active and public transport, rather than as a result of the addition of development traffic.

This demonstrates just how sensitive the network in the area is and the effect that varying degrees of modal shift away from private car use can have on the network. I also consider that this demonstrates that the strategy for accommodating development at Begbroke and the wider PR sites, being geared towards providing for new and / or improved active and public transport routes, is the correct one. Relatively modest percentage shifts away from

private car use and on to active or public transport can have significant beneficial impacts on the road network.

The key consideration from a policy and transport strategy perspective is whether suitable, attractive and high-quality alternatives to the private car are provided and made available for all users, and whether the impacts of development traffic on active and public transport users on the road network can be mitigated. This is because large-scale road capacity improvements for general vehicle traffic within the area is neither feasible nor desirable according to policy and would lead to an increase in car-based trips which would only cause increased traffic congestion elsewhere on the network. The approach whereby improvements to sustainable transport options are prioritised in mitigating the impact of development traffic growth is consistent with the LTCP and OCC's adopted Decide and Provide approach.

Measures such as bus priority, improved crossings and high-quality, direct walking and cycling routes are required not only to ensure that negative effects on bus services or active travel routes as a result of additional development traffic is mitigated, but also to achieve the required modal shift away from private car use. Ensuring that bus services are quick, efficient and are able to bypass traffic congestion on the network and that active travel routes are safe, direct and attractive will encourage modal shift from car journeys trips that are more likely to be caught in increased traffic congestion. This modal shift in turn improves journey times for all road users and this is demonstrated in the modelling outputs.

What we do not have set out in the Transport Assessment is a scenario where the development is brought forward without the package of mitigation included in Appendix 4 of the Local Plan Partial Review. However, it is understood from pre-application discussions that such a scenario, which included development traffic without modal shift of background traffic, resulted in a modelled network that simply did not function. The presentation of such a scenario would therefore provide no useful analysis other than to demonstrate that the funding for, and delivery of, infrastructure identified in Appendix 4 is absolutely necessary to mitigate the impact of the delivery of the Partial Review sites. Should the infrastructure requests set out in this response, which are all included within the modelled scenarios, not be supported or forthcoming OCC will require further assessment of a scenario without identified mitigation included. This would in all likelihood demonstrate that the development would have a severe and detrimental impact on the operation of the highway network.

I therefore disagree with the summary of the 'with Begbroke Innovation District' modelling section in the TA (para 8.4.43). What the modelling results demonstrate is not that the development of the Begbroke Innovation District would have a negligible effect on the function of the local highway network, but rather that the package of infrastructure measures that are included in the modelled scenarios with the development, provide appropriate mitigation for the impacts that would otherwise occur if the development were brought forward without delivery of those items.

The additional modelling scenarios presented in the TA including the development of all other PR sites again demonstrate that with a reasonable degree of modal shift away from private car use onto the improved sustainable transport routes and services to be provided by the PR sites, the overall impact across much of the network can be appropriately mitigated.

There are however areas on the network where additional mitigation measures that are not included within the model are required. For instance, there are some large journey time and queue length increases forecast along the A44 corridor, particularly south of the PR8 / PR9 junction, in both directions at certain times. The impact of this additional congestion on buses will be mitigated on the section between Cassington Road junction and the Pear Tree interchange through the delivery of southbound bus lanes along this section, which are currently being built, allowing buses to bypass queueing traffic. However, additional bus priority measures will be required on the southbound approach to the Cassington Road junction (extending north of the junction) as the modelling shows significant delay forecast on that approach in the PR sites model scenario. Likewise, bus priority will also be required on the northbound approach to Sandy Lane to ensure that delays to northbound bus services are minimised. OCC has had sight of an additional Technical Note which assesses the impact of these additional bus priority measures and demonstrates the effectiveness of these in mitigating the impact on bus journey times.

There may also be a requirement for some additional measures to mitigate the impact of increased traffic congestion on buses along the A4260 corridor. The county council is keen to continue working with the transport consultants from all PR development sites to agree the remaining mitigation measures and their delivery.

As set out in OCC's Decide and Provide policy, trip generation and mode share from the proposed development is to be monitored to ensure that trips do not greatly exceed those set out in the TA which would cause greater congestion on the road network. If, following monitoring of the development, vehicle traffic generated from the development is greater than that which is predicted, additional mitigation measures may be required to mitigate the impact of this. This could include increasing the frequency of buses, providing additional services, or providing additional pedestrian or cycle connections within the locality. A Monitoring and Evaluation Plan must be agreed between the applicant and Highway Authority in order to achieve this. The requirements for Monitoring and Evaluation Plans are set out in section 3.7 of the county council's Decide and Provide paper.

In line with the requirement above, the Framework Travel Plan sets out that the principal target is to, at least, achieve the external mode share assumptions set out in the Transport Assessment. The FTP commits to monitoring multi-modal external trips to / from the development site through the use of vivacity technology (or similar) at the site access points.

Travel Plans

A Framework Travel Plan (FTP) has been submitted with the application and it is intended that all future travel plans for the individual elements of the development site are aligned to the general principles in the FTP. This FTP has been reviewed by OCC's Travel Plan team and their comments are copied below:

- Site plans and a location plan should be included in the FTP.
- The FTP should provide the estimated date of occupation and build out schedule.
- Details of the closest existing transport infrastructure should be included. For example, where is the closest non-development-based bus stop? What facilities are available and what services serve this stop? Depending on the build out rate and phasing, some residents or employees may be dependent on these services in the absence of planned site-specific services.
- The document refers to the 'Transport Hierarchy'. 'Reducing the need to travel' is top of this hierarchy but has not really been discussed within the document. How will the development seek to reduce unnecessary journeys? For example, broadband provision within residential dwellings and workspaces to enable working from home and virtual meetings, promotion of home deliveries and home shopping (possible links for discounts between the local community and development-based retail on deliveries) or visiting catering or maintenance services for the workplace – reducing the need to travel during the day.
- Cycle maintenance stations should be considered for all sites where cycle parking is provided (with the exception of residential boundaries) to enable basic on-site repairs to be undertaken.
- Paragraph 3.3.12 – Are the trip levels identified within Table 3.1 to be the maximum level of development-based vehicle trips per day and on which targets will be based?
- Paragraph 5.3 – School Travel Plans should be produced using the Modeshift STARS system Education - Modeshift STARS . For further information please contact the Travel Plans Team TravelPlan@oxfordshire.gov.uk
- Paragraph 6.5.3 – Is it envisaged that this role will be full or part time? What budget (indicative at this stage) will be allocated to enable the TPC to pursue the travel plan measures identified in Table 4.2?
- Who will be the interim TPC until the TPC role is filled? This is useful information for the Travel Plans Team in order that a travel plan monitoring related dialogue can be started as soon as possible.

- A commitment is required that contact details for the Site TPC will be forwarded to the Travel Plans Team upon appointment.
- Paragraph 7.3 – Monitoring should take place at baseline (3 months post occupation) and then in years 1, 3 and 5. If targets are not met at year 5, monitoring should continue in years 7 and 9.
- Figure 3.2 - Please could targets be split into individual mode-based targets. Although it is recognised that they will be indicative at this stage it will be helpful for those producing subsidiary travel plans.
- Paragraph 7.15 – Monitoring should commence 3 months post occupation of the site as required in paragraph A.58 of the OCC guidance document.
- Are there any identified barriers to the promotion of sustainable, active travel in this location?
- Modal split data for the area is required as per paragraph A.77 of the OCC guidance document.
- Survey results should be forwarded to the Travel Plans Team at OCC within one month of survey completion as specified within paragraph A.66 of OCC guidance.

Further information regarding the required criteria can be found within the appendix 7 of the OCC guidance document 'Transport for New Developments – Transport Assessments and Travel Plans March 2014) or from the Travel Plans Team at OCC.

Based on the details provided in the application, individual Travel Plans will be required according to the schedule below:

Land use	Condition	£106 for Monitoring fee (all RPIx April 23)
Housing	Travel plan prior to 1 st occupation and travel information packs for new residents	£3110
Schools – Primary	School Travel plan prior to 1 st occupation for each new school	£1880
School - Secondary	School Travel plan prior to 1 st occupation	£1880
Health, indoor sport and recreation, emergency and nursery facilities (Class E (d-f))	Travel plan or travel plan statement depending on final size as per our thresholds for each unit	£1880 per land use over the threshold
Retail, leisure and community uses, including retail (Class E(a))	Travel plan or travel plan statement depending on final size as per our thresholds for each unit	£1880 per land use over the threshold
Commercial and professional services (Class E(c)),	Travel plan or travel plan statement depending on final size as per our thresholds for each unit	£1880 per land use over the threshold
Hotel (Use Class <u>C1</u>)	Travel plan prior to 1 st occupation	£1880
Local community uses (Class F2), and other local centre uses within a Sui Generis use including public houses, bars and drinking establishments (including with expanded food provision), hot food takeaways, venues for live music performance, theatre, and cinema.	Travel plan or travel plan statement depending on final size as per our threshold	£1880 per land use over the threshold
Up to 155,000 net additional square	Travel plan or travel	£1880 per unit over

metres (gross external area) of flexible employment uses including research and development, office and workspace and associated uses (Use E(g)), industrial (Use Class B2) and storage (Use Class B8)	plan statement depending on final size as per our thresholds for each final occupier of the units.	the threshold
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Construction Traffic Management Plan

A Framework Construction Traffic Management Plan (CTMP) has been submitted with the application. This outlines the framework for which individual and bespoke CTMPs, that will be required for each phase of the development as part of reserved matters applications, must accord to.

Construction access to the site will only be possible from the A44 due to the 3tn weight limit over the Sandy Lane canal bridge, safety concerns over construction traffic using the level crossing, the nature of Sandy Lane which makes it inappropriate for construction traffic routing and the need to minimise and avoid routing through residential areas. Sandy Lane is also not to be used for construction access to the site from the west due to the need to minimise the impact on existing residents and the narrow width of the lane. Access to the Public Rights of Way network is to be maintained during the construction phase of the development.

The main point of access for construction is to be the A44 junction with Begbroke Hill junction, with access taken internally from Begbroke Hill. It is unlikely that any alterations will be required to the signalised junction in order to facilitate construction access in the early phases, noting that improved crossing and pedestrian and cycle facilities at that junction will be required ahead of occupation of the development.

Begbroke Hill is an unadopted road that currently provides access to Begbroke Science Park. Therefore, a S278 agreement will not be required for construction access to be taken internally from Begbroke Hill. However, the county council would wish to see and comment on the proposed construction access from Begbroke Hill to ensure that appropriate measures are taken to mitigate the impact on vulnerable road users accessing the Science Park.

A temporary secondary construction access is also proposed from the A44 to the south of the Sandy Lane junction, to a point within the site boundary. The exact location of this not yet defined. This secondary access is proposed to distribute construction traffic on the highway network more evenly, better manage the flow of construction traffic within the site and enable construction traffic to access the construction phases towards the southern end of the site more directly, minimising the effects of construction traffic on occupants of completed phases of the development.

Currently, other than the description of the secondary construction access would operate as a priority junction allowing only left-in / left-out movements (due to being on a dual carriageway). There are no further details on the layout of the proposed secondary construction access or any analysis of the impact that the proposed temporary access junction would have on the existing highway network, including on traffic flows, the existing footway / cycleway or bus services. The junction would also be close to the access to the petrol filling station. I would therefore expect that any temporary construction access onto the A44 would be subject to its own planning application which would be required to demonstrate its safety and suitability. A S278 agreement would also be required in order to make any alterations to the highway, even if only temporary in nature.

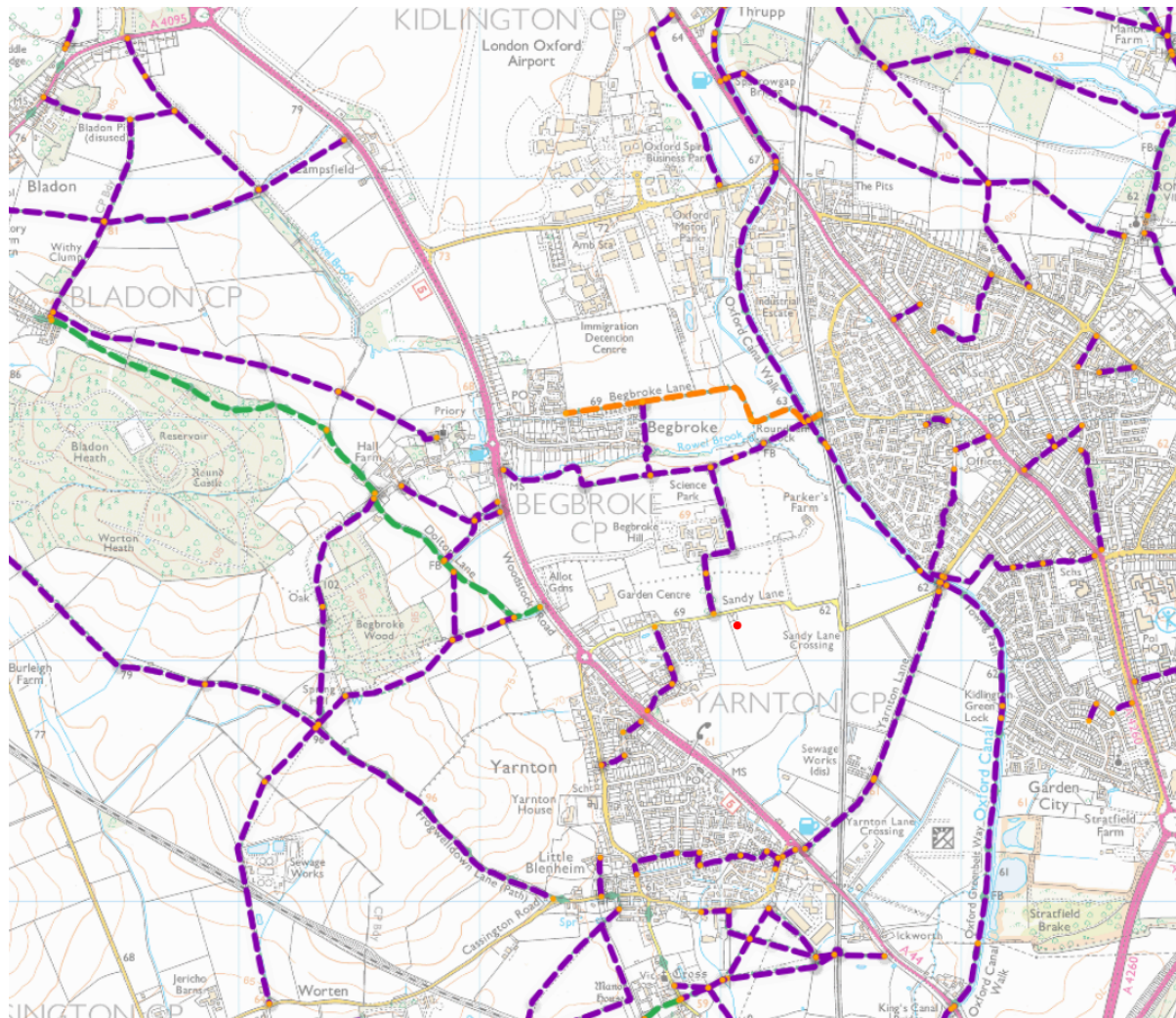
All HGV construction traffic will be required to access the site from the A44, which in turn provides connections to the A34 and A40. Vehicles travelling from the south would need to enter the site from the Begbroke Hill junction as there would be no right-turn possible at the southern temporary construction access. Construction traffic will be required to avoid the A4260 through Kidlington and the A4165 through Cutteslowe as a route to the site.

I note and welcome the proposal for a software-based delivery management system which will be used to control the profile of deliveries and HGV movements to and from the site in order to minimise the impacts of construction traffic on the local highway network. HGV construction traffic must also be timed to avoid the peak network hours of 0730-0930 and 1600-1800 in order to minimise the impact on the local highway network.

Public Rights of Way

The public rights of way network outside of the site will be placed under greater pressure as a result of the development. Assuming that all onsite PRow will have proposed specification for upgrade submitted as part of Reserved Matters, OCC will be seeking contribution to enable improvement of the PRow network in the vicinity of the development. A contribution of £150,000 for offsite measures and a longstop of 10 years is sought.

This contribution will allow the Countryside Access Strategy Team 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 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, noting that a separate contribution towards the upgrade of the Oxford Canal towpath is sought. 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 links between existing rights of way would also be included to benefit non-motorised users.



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. This work meets the aims and outcomes of the adopted

Oxfordshire Rights of Way Management Plan 2015-2025 (www.oxfordshire.gov.uk/rowip).

Oxfordshire County Council's Walking and Cycling Design Guides need to be referred to when public rights of way are intended or need to become urbanised utility access routes.

Standard measures for applications affecting public rights of way

1. Correct route of public rights of way

Note that it is the responsibility of the developer to ensure that their application takes account of the legally recorded route and width of any public rights of way as recorded in the definitive map and statement. This may differ from the line walked on the ground and may mean there are more than one route with public access. The legal width of public rights of way may be much wider than the habitually walked or ridden width. The Definitive Map and Statement is available online at www.oxfordshire.gov.uk/definitivemap.

2. Protection from breaks in public rights of way and vehicle crossings/use of public rights of way

Many public rights of way are valuable as access corridors and as continuous wildlife and landscape corridors. As a matter of principle, PRow of high nature/landscape value should remain unbroken and continuous to maintain this amenity and natural value. Crossing PRow with roads or sharing PRow with traffic significantly affects wildlife movements and the function of the PRow as a traffic free and landscape corridor. Road crossings of PRow should be considered only as an exception and in all cases, provision must be made for wildlife access and landscape, and with safe high quality crossing facilities for walkers, cyclists and equestrians according to the legal status of the PRow. Vehicle access should not be taken along PRow without appropriate assessment and speed, noise, dust and proximity controls agreed in advance with OCC Countryside Access

3. Protection, Mitigation, and Improvements of routes

Public rights of way through the site need to be integrated with the development and provided to a standard to meet the pressures caused by the development. This may include upgrades to some footpaths to enable cycling or horse riding and better access for commuters or people with lower agility. The package of measures needs to be agreed in advance with OCC Countryside Access. All necessary PRow mitigation and improvement measures onsite need to be undertaken prior to first occupation so that new residents are able to use the facilities without causing additional impacts and without affecting existing users to ensure public amenity is maintained.

4. Protection of public rights of way and users

Routes must remain useable at all times during a development's construction lifecycle. This means temporary or permanent surfacing, fencing, structures,

standoffs and signing need to be agreed with OCC Countryside Access and provided prior to the commencement of any construction and continue throughout. Access provision for walkers, cyclists and horseriders as vulnerable road users needs to be maintained. This means ensuring noise, dust, vehicle etc impacts are prevented.

5. Temporary obstructions and damage

No materials, plant, vehicles, temporary structures or excavations of any kind should be deposited / undertaken on or adjacent to the Public Right of Way that obstructs the public right of way whilst development takes place. Avoidable damage to PRow must be prevented. Where this takes place repairs to original or better standard should be completed within 24hrs unless a longer repair period is authorised by OCC Countryside.

6. Route alterations

The development should be designed and implemented to fit in with the existing public rights of way network. No changes to the public right of way's legally recorded direction or width must be made without first securing appropriate temporary or permanent diversion through separate legal process. Note that there are legal mechanisms to change PRow when it is essential to enable a development to take place. But these mechanisms have their own process and timescales and should be initiated as early as possible – usually through the local planning authority. 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.

7. Gates / right of way

Any gates provided in association with the development shall be set back from the public right of way or shall not open outwards from the site across the public right of way.

Innovation

OCC's Local Transport and Connectivity Plan and Innovation Framework require for new developments to submit an Innovation Plan as part of the planning application. This is to ensure that innovative solutions are considered during the planning and construction phase so that developments and transport infrastructure are futureproofed.

The document titled 'Innovation Research and Employment Strategy' is concerned with the development being part of an innovation district, rather than innovation in the design, construction and operation of the development. The only other document touching on innovation is the 'Framework Energy & Sustainability Strategy'. This describes the

sustainability and carbon standards that will be applied to design and construction, and it touches on noise, air quality and active travel too, but not in great detail and it does not address all the aspects of innovation described in the Innovation Framework.

We expect this development to be innovative, given it is of a strategic size and well located. The Local Transport and Connectivity Plan requires an Innovation Plan in line with the Innovation Framework and we expected that to be included with this outline application further to the advice we provided at preapplication stage in December 2022. We expect the development will reflect circular economy principles and that can be set out in the Innovation Plan.

In the absence of an Innovation Plan for the development, the county council objects to the application.

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

£11,993,544 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.

The Transport Assessment and modelling that has been undertaken in support of the planning application has demonstrated that the Mobility Hub is absolutely required in order to accommodate the impact of the development on the local highway network

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.

In order to attribute contributions towards the development sites fairly, an assessment of the external peak period trip generation, and so proportionate traffic impact, of each development has been undertaken. This takes account of additional uses proposed on each site, for instance the large expansion to Begbroke Science Park on PR8, and not only housing numbers. The external peak period vehicle trips for each PR development site and the two allocated Woodstock sites are set out in the forecasting report which underpins the assumptions on the modelling work that has been jointly undertaken and is as follows:

Combined peak period vehicle trips

PR6a = 1,019

PR6b = 768

PR7a = 507

PR7b = 221

PR8 OUD = 5663

PR8 Hallam Land = 400

PR9= 713

Hill Rise Woodstock = 302

Banbury Road Woodstock = 611

Total = 10204 peak period trips

$£21,610,829 / 10204 = £2117.88$ per peak period trip

$£2117.88 * 5663$ (PR8 peak period trips) = **£11,993,544** index linked to June 2022 using Baxter Index.

£15,917,312 – 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 £21,611,905 (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, PR9 and two WODC allocated sites in Woodstock: Land East of Hill Rise and Land North of Banbury Road.

It is considered fair that the cost for delivery of this necessary infrastructure be met proportionately from these developments according to the development's traffic impact.

Combined peak period vehicle trips

PR8= 5663

PR8 Hallam Land = 400

PR9= 713

Hill Rise Woodstock = 302

Banbury Road Woodstock = 611

Total = 7689 peak period trips

£21,611,905 / 7689 = £2810.76 per peak period trip

£2810.76 * 5663 (PR8 peak period trips) = **£15,917,312** (index linked to June 2022 using Baxter index).

£13,257,121 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 based on each site's proportionate impact.

The proportionate contribution sought from the PR8 (OUD) development is therefore **£13,257,121** index linked to January 2023 using Baxter index.

£3,948,889 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 using the proportionate traffic impact methodology outlined above.

Combined Peak Period Vehicle Trips

PR8= 5663

PR8 Hallam Land = 400

PR9= 713

Total = 6,776

$£4,725,000 / 6,776 = 697.31$ per peak period trip

$£697.31 * 5663 = £3,948,889$ indexed to October 2021 using RPI-x

£56,136 - Public Transport Infrastructure Contribution indexed from October 2021 using Baxter Index

Towards:

6 x RTPI displays at three pairs of bus stops within the site.

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 6 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.

£TBC – Public Transport Infrastructure Contribution for Railway Station**Towards:**

A design and business case study for the railway station.

Justification:

The Local Plan requires safeguarding of land for a railway station, and it is necessary to establish that such a railway station is feasible in the location proposed. Provision of a railway station will provide many benefits for future residents and business operators of the proposed development as well as the wider community.

A rail station at Begbroke would further reduce car dependency at the development, in line with the ethos of the proposed Innovation District and as required under planning policy, and would also be key towards achieving LTCP targets for this part of the county.

Calculation:

TBC

£3,320 Traffic Regulation Order Contribution indexed from March 2022 using RPI-x**Towards:**

Consultation on and the implementation of:

- 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 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 at 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.

£150,000 Public Rights of Way Contribution indexed from September 2023 using Baxter Index

Towards:

Improvements to existing PRow in the vicinity of the site to enable improved access for future residents

Justification:

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. This work meets the aims and outcomes of the adopted

Oxfordshire Rights of Way Management Plan 2015-2025 (www.oxfordshire.gov.uk/rowip).

The public rights of way network outside of the site will be placed under greater pressure as a result of the development. 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 an increase in traffic volumes as well as residential, commercial and visitors to the development.

This contribution will allow the Countryside Access Strategy Team 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 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, noting that a separate contribution towards the upgrade of the Oxford Canal towpath is sought. 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 links between existing rights of way would also be included to benefit non-motorised users.

Calculation:

The proposed measures are based on the desk assessment of likely costs for the measures. They are not based on a standard formula or any other kind of per dwelling or per m² tariff system. The proposed off-site measures are in the form of a reasonable financial contribution to allow the Countryside Access 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 could also be included.

£TBC Travel Plan Monitoring Fee

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.

At this stage it is not possible to know the exact Travel Plan requirement for the site until further information has been provided on the breakdown of units and occupiers at the site.

£TBC - Canal Towpath Contribution

Towards:

Surface upgrades to the Oxford Canal towpath

Justification:

One of the key active travel and leisure routes available for the new development is Oxford canal towpath. The towpath provides a direct route toward Oxford city centre as well as for trips to areas such as Wolvercote and the employment areas at Langford Lane. The development is likely to lead to a significant increase in additional towpath users, but the towpath in this location is not in a suitable condition to accommodate significant increase in users or provide an attractive active travel route.

A contribution is sought to upgrade and widen the canal towpath surface along the site frontage, north to Langford Lane employment areas and south to tie in with the recently improved surfacing as far as the A44 overbridge. This will provide a traffic free active travel and leisure route between the development site, Oxford city to the south and Langford Lane employment to the north.

Calculation:

TBC

£TBC – Canal Bridge

Towards:

Active travel bridge over the Oxford Canal connecting allocation site PR8 and PR7b, as required under Local Plan Partial Review Policies PR8 and PR7b.

Calculation:

TBC

Officer's Name: Tim Peart

Officer's Title: Senior Transport Planner

Date: 28 September 2023

Application no: 23/02098/OUT

Location: Begbroke Science Park, Begbroke Hill, Begbroke, OX5 1PF

Education Schedule

General comments

We have identified an error in the general comments of our response dated 4 September 2023. The paragraph about the land for the secondary school site should read as follows:

The land for the secondary school site is therefore to be secured in two parcels:

- Core parcel: 6.77ha for a 900-place school, required by the CDC Local Plan sites. Assuming a land value of £375,000/ha, this would be valued at £2,538,750. The index would be RPIX April-23.
- Option parcel: 1.26ha to bring site up to 8.03ha for an 1,100-place school, such option related to other development sites. Assuming a land value of £375,000, this would be valued at £472,500. The index would be RPIX April-23. This option would be exercised if the school needed to be larger than 900 places.

The education contributions sought and the rest of the text from our response are unchanged and copied below.

Officer's Name: Barbara Chillman

Officer's Title: Pupil Place Planning Manager

Date: 28 September 2023

Education Schedule

Recommendation:

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 and nursery education	£19,200,000	327	BCIS All-In TPI	New primary schools serving the development
Secondary education	£11,891,068	327	BCIS All-In TPI	Secondary education capacity serving the development
Special education	£1,256,374	327	BCIS All-In TPI	Special school education capacity serving the development
Total	£ 32,347,442	327	BCIS All-In TPI	

Land	ha	Use
Land - Primary 1 (remediated and serviced)	3.01	Primary school #1 - up to 3 forms of entry.
Land – Primary 2 (remediated and serviced)	2.22	Primary school #2 - up to 2 forms of entry
Land – Secondary Core (remediated and serviced)	6.77	Secondary school - up to 900 places
Land – Secondary expansion option (remediated and serviced)	1.26	For potential expansion of secondary school up to 1,100 places

General comments

The applicant has helpfully provided an Education Provision Strategy (as part of their Planning Statement), the general intentions of which the county council can support, with the following comments.

Planning Statement paragraph 5.29 correctly states that the planned new secondary school located within this development is intended to meet the needs arising from all PR sites. As such, all relevant developments will be required to contribute towards the land and construction costs of the new school in a proportionate manner.

Planning Statement paragraph 5.30 states that the primary schools "are intended to meet the needs arising from PR8 only". On this issue, the Education Provision Strategy paragraph 3.3 is more accurate, in stating "the primary schools are primarily intended to serve the PR8 site and its neighbours".

The Education Provision Strategy proposes an Education Review Mechanism managed by a group of stakeholders to respond to emerging data about the need for school places. It is unclear what status such a group would have, given that the county council is the only body with a statutory duty to ensure sufficient school places. The county council needs to plan school capacity strategically, which requires consideration of need beyond the limits of any one specific development. It would also not be appropriate for academy operators to be directly involved in decision-making about how the county council meets its statutory responsibilities, as this could involve conflicts of interest. The drafting of the S106 agreement can build in opportunities to respond to changing demographics, for example through the setting of option periods to give flexibility on when new schools need to be delivered. This does not require a specific mechanism or stakeholder group.

Planning Statement paragraph 6.1 states that "*Oxford University is keen in principle to be involved in the delivery and operation of schools on the site.*" Under current school planning legislation, the local authority is responsible for determining how additional school provision should be delivered. This could be via:

(a) Expansion of an existing school on its current site - if the school is an academy, the responsible academy trust would work with the local authority to develop a business case to submit to the Department for Education (DfE) with the ultimate decision being taken by the DfE Regional Director, on behalf of the Secretary of State; otherwise the decision-maker is the local authority. Given the scale of growth encompassed by the PR sites, the local authority has already identified that additional schools are required i.e. education capacity needs cannot be met by expansion of existing schools on their own sites.

(b) Expansion of an existing school onto a satellite site - the same decision-making processes apply, and it is necessary to demonstrate that the two sites will genuinely be one school, and that a separate new school is not more appropriate, which is largely determined by the scale of expansion required, given there is a minimum viable size for any new school. For the scale of this application, the local authority has already identified

this is not an option for primary school provision, and that the development requires new onsite school(s). It remains a possibility for secondary education provision, but that would not be confirmed until there is a clearer timescale of need for the new facility, so that the decision can be based on the latest available data. If this route is pursued, the local authority would work with the relevant academy trust to plan the expansion.

(c) A separate new school, which would be expected to open as an academy. The Local Authority is responsible for running a competitive process to identify an academy trust to operate the school, with the ultimate decision being taken by the DfE Regional Director, on behalf of the Secretary of State.

(d) It is sometimes possible for an approved academy sponsor to submit its own application to open a new school to the DfE outside of local authority processes, through so-called "free school waves". These waves are sometimes targeted at specific types of school, e.g. Maths specialist schools. Oxfordshire does not currently meet the DfE's prioritisation criteria for the recent wave schemes, and there is no certainty regarding future opportunities.

Oxford University is not currently an approved academy sponsor, but could choose to apply to become one, or work with an existing academy sponsor to support a bid to run any new schools.

Section 7 of the Education Provision Strategy sets out the applicant's aspirations for community use of school facilities. As recognised in paragraph 7.3, community use of school facilities is always at the discretion of the school management. Secondary school facilities in particular are often made available to the community (the management of community use is more challenging for primary schools, given their smaller management capacity), and the county council includes in its specification for academy sponsors of new schools a requirement for a positive approach to community use. The county council does not consider this is appropriate for inclusion within the Section 106 agreement, however, as the details of use need to be determined by the academy operator, which will not be appointed at the time of agreeing the S106.

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

£19,200,000 Primary and Nursery School Contribution indexed from TPI = 327

Justification:

On the basis of the housing mix set out below and the indicative housing delivery rate shown in the Planning Statement, this proposal is expected to generate 109 nursery age pupils and 526 primary pupils. However, it is noted that at this stage the exact housing number and mix is to be determined, and the pupil generation cannot be confirmed at this stage. In addition, the Policy PR8 site includes two other parcels of land, the school capacity needs of which need to be met by the new schools planned on the applicant's site.

In total, this would be expected to bring combined primary pupil generation close to, or above, 3 forms of entry.

In order to provide the necessary flexibility to ensure sufficient primary school capacity to serve the area, this application is required to provide two new primary schools. Based on the current proposals, these would be a 2-form entry school and a 1 form entry school, the latter having scope to expand to 2 forms of entry if longer term population growth requires this. This would require two primary school sites, each of at least 2.22ha, meeting the local authority's school site standards (as covered by the Property section of this response). The local authority has also advised that there are benefits to facilitating the first primary school site to be up to 3 forms of entry, as if by the time of construction it can be confirmed that no more than 3 forms of entry will be required to meet the needs of the local population, this could enable the release of the second primary school site. To provide this flexibility, the first primary school site would need to be at least 3.01ha, and it is noted that the application provides a sufficient site area.

This application is therefore required to fully fund primary school #1 as a 2-form entry school. The current estimated cost of a 2-form entry primary school is £11,454,000 at BCIS TPI = 327.

This application is further required to fully fund primary school #2 as a 1-form entry school. The current estimated cost of a 1-form entry primary school is £7,746,000 at BCIS TPI = 327.

Required timing of delivery of the school(s) is to be confirmed once there is a timescale for the development and will take into account the local context at that time, but typically, new primary schools within developments of this scale are needed by approximately 400-500 occupations.

Calculation:

Number of primary and nursery pupils expected to be generated	635
Cost of a new <u>2FE</u> primary school	£11,454,000
Cost of a new <u>1FE</u> primary school	£7,746,000
Total requested	£ 19,200,000

£11,891,068 Secondary School Contribution indexed from TPI = 327

Justification:

A new secondary school is required to mitigate the combined impact of the strategic sites allocated in the Cherwell Local Plan Partial Review. The Cherwell Local Plan Partial Review identifies PR8 as the location for the school.

The combined pupil generation of the PR8 sites is estimated to be over 1,000 additional secondary school pupils. Some of this pupil generation is expected to be absorbed by the current Gosford Hill School in Kidlington, which is planned to be rebuilt by the Department for Education with a capacity of 900 places, compared to a 2023 roll of 838 pupils.

The current assessment is that the new school within the PR8 allocated site will need to be a 900-place secondary school. The required site area for a 900-place secondary school is 6.77ha.

However, housing growth planned and underway in Woodstock requires that the existing secondary school in Woodstock, Marlborough School, expands. This does not yet have DfE approval, nor planning permission. There is a risk that this school cannot expand, in which case the new school within Begbroke would need to be 1,100 places, requiring a site of 8.03ha.

The land for the secondary school site is therefore to be secured in two parcels:

- Core parcel: 6.77ha for a 900-place school, required by the CDC Local Plan sites. Assuming a land value of £375,000/ha @ RPIX Nov-16, this would be valued at £2,538,750.
- Option parcel: 1.26ha to bring site up to 8.03ha for an 1,100-place school, such option related to other development sites. Assuming a land value of £375,000 @ RPIX Nov-16, this would be valued at £472,500. This option would be exercised if the school needed to be larger than 900 places.

Site PR8 is required to provide a proportionate share of the land at no cost to the county council; the other PR sites are required to pay a proportionate share of the remaining core parcel land value to OCC to be used to recompense PR8. This will be based on the Local Plan dwelling numbers. The PR8 site is therefore required to provide 44% of the core land parcel (2.98ha) at zero cost to the local authority.

All the CDC Local Plan Partial Review (PR) sites should contribute in a proportionate manner towards the building costs for the new school. In the absence of housing growth, pupil numbers at Gosford Hill School, are currently forecast to fall, leaving approximately 200 spare places, which if still showing available at the time of applications, could be considered as available to meet the needs of housing growth. The benefit of available capacity (currently 200 surplus places) will be distributed across the PR sites in proportion to the number of dwellings allocated in the Local Plan. When planning applications are assessed, the site's share of the surplus places, will not be subject to secondary education contributions. A cost-per-place will be applied to the remaining pupil generation from each site, based on the estimated cost of building a new 900-place secondary school, which is £32,042,000 (at BCIS TPI=327), or £35,602 per place.

The initial assessment for this site is therefore:

- Total secondary pupil generation: 422

- Proportionate share of 200 surplus places based on 44% of total dwellings: 88
- Net pupil generation to be subject to s106 contributions: 422 - 88 = 334
- Initial estimated contribution: 334 * £35,602 = £11,891,068.

Calculation:

Number of secondary pupils expected to be generated (net of surplus proportion as outlined above)	334
Estimated per pupil cost of building a new 900-place secondary school	£35,602
Pupils * cost =	£ 11,891,068

£1,310,219 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	14
Estimated per pupil cost of special school expansion, as advised by Government guidance "Securing developer contributions for education" (November 2019)	£89,741
Pupils * cost =	£ 1,256,374

Land:

Land is required for the necessary new schools as set out above:

- 3.01ha minimum for primary school #1, to be provided to the council at no cost
- 2.22ha minimum for primary school #2, to be provided to the council at no cost
- 6.77ha core parcel of land for a new secondary school, of which 2.98ha to be provided to the council at no cost
- 1.26ha option parcel for the new secondary school, to enable it to be larger than 900-places if needed.

Detailed comments on land suitability requirements are provided in the Property section of this response.

The above contributions are based on a unit mix of:

- 293 x 1 bed dwellings
- 518 x 2 bed dwellings
- 698 x 3 bed dwellings
- 293 x 4 bed dwellings

The initial assessment has been based on 1,800 homes, 50% affordable, and an 8-year build out, and the following housing mix:

- Market housing: 5% 1-bed; 25% 2-bed; 45% 3-bed; 25% 4-bed
- Affordable housing: 28% 1-bed; 33% 2-bed; 33% 3-bed; 8% 4-bed

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: 4 September 2023

Application no: 23/02098/OUT

Location: Begbroke Science Park, Begbroke Hill, Begbroke, OX5 1PF

Local Member Comments

Cllr Ian Middleton – Kidlington South Division

In the first instance I would comment that the huge amount of information contained within this application makes it difficult, if not impossible, for any single person to read, digest, absorb and comment on these proposals in a really meaningful way in the time allowed.

The totality of this application contains some 213 documents, many of them detailed in themselves. As such it's impossible to cover all of the detail in the time allotted. However I have commented on the key issues for the county council as I have found them.

There are likely to be more concerns and comments as further details emerge from some of the documentation unread at this time. Whilst I appreciate the principal planning officer has allowed for a limited extension for comments, I feel it would be appropriate for the LPA to allocate more significant additional time to facilitate a full consideration by consultees and residents.

Travel infrastructure

I'm pleased to see that Active Travel England are now a statutory consultee on all major planning applications that include 150 dwellings or more. The PR8 site is to contain at least 1,800 dwellings (houses and apartments) along with over 180,000 square metres of employment floorspace dedicated to jobs for over 5,000 people. This site is quite compact considering what is in the plan and its setting between 3 distinct villages.

The CDC Local Plan Partial Review considered that the PR8 allocation should be accompanied by fully integrated sustainable transport infrastructure and services. I trust that this aim will be fulfilled.

OCC adopted the Local Transport and Connectivity Plan in July 2022 and outlines the long-term vision for transport in Oxfordshire up to 2050 and the policies required to deliver this. It's good to see that OUD are adopting this vision.

The PR8 transport system needs to support clean growth. It has to be better for health, wellbeing and social inclusivity. It can only do this by reducing the need to travel and discouraging unnecessary individual private vehicle use through making walking, cycling, public and shared transport the preferred choice. It has to be safer for women and children, accessible and easy to navigate.

OCC's 'Decide and Provide' sets the groundwork for how transport priorities will be set and it's encouraging to see that this has been adopted by this development. But this development must be properly funded and fully connected with sites PR9 and PR7B to ensure positive seamless active travel by cycling/walking.

The projected traffic data relies on encouraging modal shifts and carefully thought out integrated public transport systems including regular and reliable rail and bus services. The residents of Kidlington, Begbroke and Yarnton are aware that the A34 often has traffic jams due to accidents and this impacts on the linked A44 which is likely to impact on this site in turn.

The A44 connects to the A40 so could further exacerbate disruption. These problems are likely to affect each village in different ways especially during rush hour when the delays and disruption could last for several hours.

In respect to the A44, the new or improved signal-controlled pedestrian/cycle crossings proposed to be provided by either OCC (through joint funding within S106 Agreements for each of the PR sites) or the PR sites (through S278 Agreements) are going to be essential to ensure good active travel accessibility.

Other proposed elements of active travel infrastructure need to be fully realised if the County Council's commitment to modal shift is to be met. It's vital that the following projects are fully scoped in and funded:

- The Begbroke village signal-controlled crossing over the A44 connecting the eastern and western parts of Begbroke village. OCC is currently consulting on this and it is essential that this project is realised in full.
- As part of the PR9 development proposals at Begbroke Hill, the fourth arm to the existing Begbroke Hill signal-controlled junction with a direct pedestrian and cycle crossing facility to provide safe access between PR9 and PR8 and bus stops on the A44.
- As part of the PR9 development proposals South of Begbroke Hill, a signal controlled pedestrian crossing across the A44 mid-way between Begbroke Hill and Sandy Lane.
- A signal controlled crossing across the A44 near the junction with Sandy Lane.
- A signal controlled access as part of the proposed development brought forward by Hallam Land as part of the southern access to site PR8.
- Improvements to the A44 and A4260 corridors for sustainable travel north of the Cassington roundabout, which would tie into the North Oxford Corridor Improvement scheme.
- A new walk/cycle bridge over the canal, providing a route between sites PR8 and PR7b providing a connection to the southern part of Kidlington and Oxford Parkway

In terms of the proposed bridge over the railway to replace the current level crossing at Sandy Lane, I have concerns that there needs to be a realistic timescale for this agreed between Network Rail and OUD.

Discussions are ongoing about this but I am worried that there could be a conflict in timing between NR's requirements to close the crossing and the likelihood of the works going ahead to fully facilitate a replacement crossing as part of the OUD project before that point. Essentially if NR do not go ahead with their replacement crossing for cyclists and pedestrians and this work is reliant on a joint fund agreement between OUD and NR there could be a chance that the crossing would close with no crossing of any type in place. I'm assured by NR that this would not be allowed to happen, but I think it's worth bearing in mind that there are rather different imperatives being discussed between these two organisations.

However I do agree that the joint discussions between OUD and NR could provide a better alternative than the metal bridge with switchback ramps currently being considered by NR. I have also suggested to NR that they consider a small pedestrian underpass but this appears to have been rejected at the early stages. I still think this might be a viable alternative.

I am supportive of the idea of a bridge on the PR8 site as an active travel and to facilitate a local small bus route. However I am concerned that the scale of the works being proposed seem far in excess of what would be required for just pedestrians and cyclists. I understand we could be talking about a structure some 11 meters high in total with large ramps on either side. I feel that the same facility could be provided with a far more lightweight structure that would be less imposing in the environment.

I would not want to see any development creep in terms of the use of this bridge and we need to be clear that this should not later become a private access facility for motor vehicles operated by the Science Park and the University. Both CDC and OCC have committed to modal shift transport priorities surrounding these developments and those should not be undermined now or in the future. It would be good to put in place legal requirements, perhaps in the form of covenants to ensure this.

Flooding

Areas adjacent to Rowel Brook in the north, and land east of the railway have been identified as primarily Flood Zone 2 and Flood Zone 3 areas. The remainder of the site is shown as Flood Zone 1. As the LLFA the County Council needs to be very sure that historic flooding events are fully taken into account to prevent any knock on impacts to surrounding settlements particularly along the Rowel Brook and Begbroke Lane areas.

Site PR9 (Spring Hill) is a known source of floodwater and OCC are currently in discussions with the site promoters of that land who propose further significant development. Local flood prevention groups are concerned that this will increase the likelihood of localised flooding which could spread to the PR8 site. I don't believe there is enough coordination and discussion between the promoters of both of these sites into the

potential cumulative effects of developments across the A44 which could impact the highways as well as existing and future settlements.

Wildlife

In view of the council's commitment to biodiversity and environmental protection, wildlife protection should be given far greater consideration particularly with respect to ground nesting birds such as Skylarks which are currently on the 'red list' for species protection under the Wildlife and Countryside Act 1981 and are extremely numerous around the Begbroke/Yarnton site.

Badgers are also present on the site along with numerous small mammals such as polecats, weasels, stoats, voles and an abundance of bird and insect life. Various species of bats are a regular sight along with Yellowhammers, Woodpeckers, Swallows, Swifts, Kestrels, Kites, Buzzards and other birds.

The statements relating to protection of wildlife seems not to be based on evidence, but is more of a broad assessment of likely species with very little in terms of proposals for habitat protection.

Claims about Biodiversity net gain are not fully supported by the evidence provided at this point and I would support many of the comments made in BBOWT's assessment of this development which is critical of certain areas.

September 2023