

Application no: 24/00245/OUT

Location: South Lodge, Fringford Road, Caversfield, Bicester, OX27 8TH

Transport Schedule

Recommendation:

Objection for the following reasons:

- Information provided is insufficient to properly assess the traffic and congestion impact of the development.
- It is considered that the site would add to an already predicted severe traffic congestion impact at the junction of Bucknell Road and the A4095.

If despite OCC's objection permission is proposed to be granted then OCC requires prior to the issuing of planning permission a S106 agreement including an obligation to enter into a S278 agreement to mitigate the impact of the development plus planning conditions and informatives as detailed below.

S106 Contributions

Contribution	Amount £	Price base	Index	Towards (details)
Public transport services	£112,167	December 2021	<u>RPI-x</u>	Improvements to bus routes serving Caversfield.
Travel Plan Monitoring	£1890	April 2023	<u>RPI-x</u>	Travel Plan Monitoring Fee.
Public Rights of Way	TBC	TBC	Baxter	Improvements and maintenance of PROWs surrounding the site.
Total	TBC			

Other obligations:

Off-site highway works – see below

- Shared Footway/Cycleway connection and crossing from Site Access to nearest bus stops on Banbury Road.
- Footway connection from the south-west of the site to the committed pedestrian crossing at St Laurence Church.

- Implementation of 2 bus stops and associated infrastructure on either Skimmingdish Lane or Fringford Road to serve residents of the proposed site.

Key points

- It is considered that the site would add to an already predicted severe traffic congestion impact at the junction of Bucknell Road and the A4095.
- TA does not refer to the Bicester LCWIP or OCC Parking Standards for New Developments.
- Trip generation for more committed development sites is required within the traffic impact methodology.
- Data is missing / unclear for 'Fringford Road (N) / Skimmingdish Lane / Fringford Road (S) / Private' junction within the junction modelling.
- There is a significant difference between the modelling based on Temprow growth forecasts, and that based on Bicester Transport Model flow.
- Plans showing the cross sections of Aunt Ems Lane and the B4100 are required to demonstrate footways are feasible.
- Provide a Stage 1 Road Safety Audit in accordance with GG119 (5.46.1). This will be required in advance of planning permission.
- More contemporary accident data must be provided.
- Inaccuracies within the TA regarding existing sustainable transport links must be addressed.
- Proposed highway improvements must be shown in relation to the highway boundary to demonstrate they are feasible.
- Cycle connection must be extended to the Banbury Road bus stops south of the roundabout.
- Bus stops must be provided as part of the S278 works.

Comments:

Introduction

This is a response to the outline application for the demolition of existing structures and erection of up to 99 dwellings, access, open space and associated works with all matters reserved except for access. The site is located at South Lodge, Fringford Road, Caversfield, Bicester, OX27 8TH.

Access arrangements

Vehicular, pedestrian and cycle access is proposed off Fringford Road. The 'Proposed Site Access and Visibility Splay' drawing shows visibility splays of 2.4m x 102m. The visibility from the proposed access is considered appropriate for the road conditions, taking into account the approved reduction of the speed limit from 40mph to 30mph.

Sustainable transport connectivity/transport sustainability

Table 3 shows the distances from the site to local facilities that are expected to be commonly used by residents of the proposed site. The TA does not disclose the exact point the distances have been measured from and therefore it cannot be accurately determined whether these amenities are conveniently accessible by residents on foot. The centre of development is considered an acceptable measurement point in this case. It can be determined however that from the measured location, no food shopping facilities are within the preferred maximum distance within the IHT guidelines.

Paragraph 4.21 states:

'A network of traffic-free routes are present throughout Bicester, connecting the residential areas of the town with local centres, railway stations, Bicester Town Centre, and Bicester Village.'

It should be noted that there are currently no continuous active travel routes from the proposed site to Bicester Town Centre. The Banbury Road footway/cycleway route only provides a traffic-free route to Bicester North Station, there is no further provision connecting this to the town centre. Moreover, the transport statement makes no reference to the Bicester LCWIP.

Nevertheless, the proposed crossing and footway/cycleway connection to the A4095 would provide necessary active travel connection towards Bicester town centre. Given the location and the restricted available width, OCC considers that a 3m shared use footway/cycleway is acceptable in this instance. A suitable cycle connection to existing facilities on the A4095 is necessary to make the development acceptable.

It must be demonstrated that this connection is feasible, prior to planning permission being granted. The TA does not show highway improvement works in relation to the highway boundary. The plans must be resubmitted to show the proposed highway improvements in relation to the highway boundary to show that works can be completed within the public highway. The design must be based on a topographical survey and cross sections should also be provided to demonstrate feasibility.

Furthermore, the developer must provide a Stage 1 Road Safety Audit in accordance with GG119 (5.46.1). This will be required in advance of planning permission being granted as the findings may result in the red line boundary having to change due to road safety remedial measures being required.

To improve Public Transport

The proposed 3m footway/ cycleway from site access on Fringford Road to the A4095 is to be extended to the nearest bus stop on Banbury Road, south of the roundabout. In addition, secure cycle parking is to be provided at the bus stop. This will provide a good connection for pedestrians and cyclists between the development and the existing bus routes from the site. Signage may be required in order to direct cyclists not accessing the bus routes onto the cycle routes on the west side of Banbury Road.

The developer has proposed a footway measuring 1.5m -2.0m from the south-west of the site to connect the site to the committed pedestrian crossing at St Laurence Church which was approved as part of ref. 21/01630/OUT. Given the constraints of Aunt Ems Lane and the B4100, further cross-sectional plans are required to demonstrate that the footway can be implemented within space allocated.

Public transport

The County Council seeks to ensure that new development is well served by public transport. With this in mind, financial contributions are requested from the promoters of development schemes for the maintenance and/or improvement of public transport services where reasonable and appropriate, in order to mitigate the impact of their proposals and to secure sustainable development in line with policy objectives.

For a peri-urban location, this site is relatively remote from the public transport network with the nearest current stops being located 950m away on the A4421 (as noted in TA paragraph 4.28. Service X5, operated by Stagecoach East, operates every 30 minutes on Mondays to Saturdays and every 60 minutes on Sundays, but its future is uncertain because the opening of East West Rail in 2025 is likely to abstract a significant proportion of its passengers.

Equally, service 500 (referred to in TA paragraph 4.29) between Bicester and Banbury operates every 60 minutes on Mondays to Saturdays (**not on Sundays, contrary to Table 4**), but is financially supported by the County Council. Its continuation cannot be guaranteed beyond the expiry of the current contract in March 2025. In any event, pedestrian links are poor or non-existent to this stop and no improvements are proposed.

Oxfordshire County Council state that the proposed 3m footway/ cycleway from site access on Fringford Road to the A4095 is to be extended to the nearest bus stop on Banbury Road south of the roundabout. In addition, secure cycle parking to be provided at the said

bus stop. This will provide a good connection for pedestrians and cyclists between the development and the public transport realm which is not currently considered a convenient walking distance from the site.

However, there are two potential enhancements which would be of benefit to the development and would provide a basic level of public transport service:

In April 2024 a new service will commence between various villages, Caversfield and Bicester, which will be operated with financial support from the County Council. This will provide four/five buses per day (including at commuting times) on Mondays to Saturdays and will operate via Skimmingdish Lane and Fringford Road in the vicinity of the development.

In the longer term, Bicester Motion are required to either provide a bus service between Caversfield and Bicester town centre, or to financially contribute towards a service. This was in response to the potential for changes to service X5 following the introduction of East West Rail.

To maximise connectivity to the site and ensure that the opportunity for longer-term viability can be maximised, a contribution for public transport services is required from the development which would be applied to either of these options. In similar situations the council requests and typically secures a contribution of £1,133 per dwelling. Therefore, the total public transport services contribution will be **£112,167**, indexed to RPIx at December 2021. This will be applied for the improvement of bus routes serving Caversfield.

To allow residents to access these services, bus stops must be provided in the vicinity of the development on either Fringford Road or Skimmingdish Lane as part of the S278 highways works. The applicant must demonstrate a suitable location for a pair of bus-stops either on the northern side of Skimmingdish Lane or Fringford Road, this must include the provision of hardstanding, two poles, flags and timetable cases, the stop for the Bicester bound service should also provide a shelter. All infrastructure is to be provided in accordance with OCC design standards and the applicant should liaise with the Parish regarding location and design. The applicant is invited to provide plans as to how this could be accommodated in the scheme as part of the S278 works.

In the event that the LPA is minded to grant permission, these contributions / improvements would be required to make the development acceptable in planning terms, to maximise use of sustainable transport measures. They are fair in scale and kind and are directly related to the development.

Car and Cycle Parking

Paragraph 5.21 makes states:

'The internal layout of the proposed development will be designed in accordance with the guidelines of Manual for Streets (MfS) and MfS2, and the OCC residential design guidance.'

The design of the internal layout must include the before mentioned documents as well as the OCC Parking Standards for New Developments (October 2022).

Public rights of way

Due to the proximity of the development site to nearby PROWs, OCC requires a contribution from the developer which will be used to mitigate the impact arising from additional use of the paths by the site's residents, this may include improvements to the path surface, signing, and other necessary mitigation measures.

Please note that a formal consultation response has not been received for PROW

Traffic impact

As part of preapplication advice, OCC advised that the development would likely be unacceptable ahead of the implementation of a realignment of the A4095, which is a key element of infrastructure necessary to support the nearby NW Bicester SDA. This remains OCC's position. A significant proportion of the site's trip generation is predicted to distribute via the A4095 and as such would add to the predicted severe congestion of the junction of Bucknell Road and the A4095, which necessitates the realignment to bypass this junction. The realignment is required to deliver NW Bicester SDA, and further development on that allocated site will be restricted pending its delivery. To date it has not been demonstrated that any further development at NW Bicester beyond that already permitted, could be accommodated ahead of the A4095 realignment.

Further clarification is required from the transport consultant to determine the extent of committed development used within the transport modelling. Paragraph 7.23 states that only the Firethorn appeal site (reference 21/01630/OUT) has been added to the Temprow growth model to derive the base + committed flows within the traffic analysis. Given the extent of the committed development in close proximity to the site, using Temprow to derive future year base flows could underestimate them.

There are significant discrepancies when comparing junction modelling results using the 2031 base data from Temprow and the sensitivity test using the Bicester Transport Model (BTM) when comparing results for the B4100/Aunt Ems Lane and A4421/Skimmingdish Lane junctions. Clarification is being sought to ensure an appropriate model is used to predict future traffic flows at crucial junctions as the current modelling shows scenarios with little-to-no similarities. The BTM shows significant delays for 2031 BTM + Committed + Proposed for both junctions and if this model is considered appropriate, it would be argued that any additional traffic on these junctions would be considered unacceptable.

There is data missing from the manual classified counts for junction site 3, therefore it has not been possible to check the data against the 2023 base junction modelling diagram. The table must therefore be amended to show the entirety of the data set.

Paragraph 3.10 states:

'The data provided by OCC covers the most recent five-year period available (01/01/2018 – 31/12/2022). A total of 20 PIAs have occurred in the search area, 17 classified as slight, three as serious and none as fatal.'

The accident data presents a 14-month gap from the acquisition of data to the time of response, data must be acquired for a 5-year period from 01/01/2019 – 31/12/2023 in order to provide a more contemporary analysis of accident data.

Travel Plan

Key issues:

OCC Travel Plans have raised concerns about the proximity of local facilities and services for prospective residents of the development especially for those at the furthest point of the site for example -

- Distance to the closest bus stops could act as a deterrent to bus use. Paragraph 3.3.2 refers to a contribution towards the bus service. This should be considered.
- Distance to the closest primary school (1.3km) will potentially mean that parents/carers will undertake a 2.6km round trip twice a day. Because of this, families, especially those with small children may come to rely on the car for the journey to school.

Footpaths throughout the development do not seem to be continuous and seem to finish abruptly, especially at the side roads.

For a development of ninety-nine dwellings a Full Residential Travel Plan will be required. This should be produced prior to occupation, meet the criteria outlined within appendices 5 and 8 of the OCC guidance document (Transport for New Developments – Transport Assessments and Travel Plans March 2014') and then be updated upon occupation of 50% of the site (49th dwelling), once an adequate survey opportunity is available.

To enable the travel plan to be monitored for a period of five years, a £1,890 (RPI index linked) travel plan monitoring fee is required.

A travel plan has been submitted with this application but requires further information before it will meet OCC criteria.

A Residential Travel Information Pack is also required. This should be produced prior to first occupation and then distributed to all residents at the point of occupation. Reason – to ensure all residents are aware of the travel choices available to them from the outset.

A copy of both guidance documents have been attached with this response but further information and advice can also be sought from the Travel Plans Team travelplan@oxfordshire.gov.uk

Standards Comments from OCC Highway Agreements

Some comments within this section are advisory in relation to future site layout.

- Section of carriageway where traffic calming is being introduced will need to be street lit and reduced to 30mph through TRO.
- Offsite works will need to be designed in accordance with DMRB.
- All new developments will need a 20mph speed limit and supporting Traffic Regulation Order and self-enforcing measures.
- Where a TRO is required on public highway, the local Councillor will need to be pre-consulted for their comments.
- The carriageways that are straight for over 70m will require some form of traffic calming to ensure vehicle speeds are less than 20mph.
- OCC require a swept path analysis for an 11.6m in length refuse vehicle passing an on-coming or parked family car throughout the layout. The carriageway will require widening on the bends to enable this manoeuvre.
- Where there is not a footway adjacent to the carriageway a 6 metre wide shared surface block paved carriageway with a minimum 800mm grass margin on either side is required.
- A long section has not been provided and will be required to ensure compliance with the Equalities Act 2010. This must include details of the vertical alignment to determine appropriate carriageway and footway gradients. They will need to be DDA compliant i.e. maximum 1:21 or 5%.
- Any vertical deflection along bus route to be subject to agreement with Bus operators (table tops etc.).

Adoptability comments:

- No private drainage is to discharge onto any area of existing or proposed adoptable highway. The drainage proposals will be agreed at the Section 38

Agreement stage once the drainage calculations and detailed design are presented. Oxfordshire County Council have published the "[Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire](#)" to assist developers in the design of all surface water drainage systems, and to support Local Planning Authorities in considering drainage proposals for new development in Oxfordshire. The guide sets out the standards that we apply in assessing all surface water drainage proposals to ensure they are in line with National legislation and guidance, as well as local requirements.

- Foul and surface water manholes should not be placed within the middle of the carriageway, at junctions, tyre tracks and where informal crossing points are located.
- Trees must not conflict with streetlights and must be a minimum 10 metres away and a minimum 1.5m from the carriageway. Trees that are within 5m of the carriageway or footway will require root protection.
- Trees within the highway will need to be approved by OCC and will carry a commuted sum. No private planting to overhang or encroach the proposed adoptable areas.
- The visitor parking bays parallel to the carriageway, can be adopted but accrue a commuted sum. Any other bays (echelon or perpendicular) or private bays will not be considered for adoption.
- No property including balconies should be within 500mm to the proposed highway. No doors, gates, windows, garage doors or gas/electric cupboards must open over the proposed highway.
- The Highway boundary needs to be checked with OCC Highway Records (highway.records@oxfordshire.gov.uk) to determine whether or not it coincides with the site boundary at the proposed access junction. The highway boundary is usually identified along the roadside edge of the ditch.
- No Highway materials, construction methods, adoptable layouts and technical details have been approved at this stage. The detailed design and acceptable adoption standards will be subject to a full technical audit.
- OCC require saturated CBR laboratory tests on the sub-soil likely to be used as the sub-formation layer. This would be best done alongside the main ground investigation for the site but the location of the samples must relate to the proposed location of the carriageway/footway.
- Minor residential roads that serve four or fewer properties will not be considered for adoption. Roads serving 5 or more houses can be considered for adoption but will need to meet adoptable criteria set out in the OCC Street Design Guide (2021)

Legal Agreement required to secure:

£1,890 (RPI index linked) travel plan monitoring fee

Conditions:

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

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

£112,167 Public Transport Service Contribution indexed from December 2021 using RPI-x

Towards: The improvement of bus routes serving Caversfield.

Justification: To maximise connectivity to the site and ensure that the opportunity for longer-term viability can be maximised, a contribution for public transport services is required from the development which would be applied to either of these options.

Calculation: Within similar developments OCC have requested and secured a contribution which is currently £1,133 per dwelling. Therefore, the total public transport services contribution will be **£112,167**, indexed to RPIx at December 2021.

£TBC Public Rights of Way Contribution indexed from TBC using Baxter Index

Towards: Improvements and mitigation to PROWs surrounding the site which may include improvements to the path surface, signing, and other necessary mitigation measures.

Justification: The proposed dwellings are likely to generate more footfall on surrounding PROWs, which will require improvements and maintenance as a result.

Calculation: TBC

£1890 Travel Plan Monitoring Fee indexed from April 2023 using RPI-x

Justification: To enable the travel plan to be monitored for a period of five years. Used to ensure opportunities for sustainable transport are maximised.

Calculation: Based on the estimated staff cost to OCC of monitoring the plan.

S278 Highway Works:

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

- Proposed footway on Aunt Ems Lane
- Proposed footway/cycleway and crossing on Fringford Road and Banbury Road
- Bus stops on Fringford Road / Skimmingdish Lane

Notes:

This is to be secured by means of S106 restriction not to implement development (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.

Planning Conditions:

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

Access: Full details

No development shall commence unless and until full details of the means of access between the land and the highway, including, position, layout, construction, drainage and vision splays have been submitted to and approved in writing by the Local Planning Authority. The means of access shall be constructed in strict accordance with the approved details and shall be retained and maintained as such thereafter. Agreed vision splays shall be kept clear of obstructions higher than 0.6m at all times.

Reason - In the interests of highway safety and to comply with Policy ESD15 of the Cherwell Local Plan 2011-2031 Part 1 and Government guidance contained within the National Planning Policy Framework.

Cycle Parking Provision

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

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

Electric Vehicle Charging

Prior to the first occupation of the development, a scheme for the provision of vehicular electric charging points to serve the development shall be submitted to and approved in writing by the Local Planning Authority. The vehicular electric charging points shall be provided in accordance with the approved details prior to the first occupation of the unit they serve, and retained as such thereafter.

Reason - To comply with Policies SLE 4, ESD 1, ESD 3 and ESD 5 of the adopted Cherwell Local Plan 2011-2031 Part 1 and to maximise opportunities for sustainable transport modes in accordance with paragraph 110(e) of the National Planning Policy Framework

Construction Traffic Management Plan

Prior to commencement of the development hereby approved, a Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall not be carried out other than in accordance with the approved CTMP.

Reason: In the interests of highway safety and the residential amenities of neighbouring occupiers and to comply with Government guidance contained within the National Planning Policy Framework.

Travel Plan

Prior to the first occupation of the development hereby approved, a Travel Plan, prepared in accordance with the Department of Transport's Best Practice Guidance Note "Using the Planning Process to Secure Travel Plans", shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be implemented and operated in accordance with the approved details.

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

Informative:

Please note If works are required to be carried out within the public highway, the applicant shall not commence such work before formal approval has been granted by Oxfordshire County Council by way of legal agreement between the applicant and Oxfordshire County

Council. This is separate from any planning permission that may be granted.

Officer's Name: Ben Mundy

Officer's Title: Transport Development Officer

Date: 04/03/2024