

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

**District:** Cherwell

**Application no:** 14/01932/OUT

**Proposal:** Outline - Development of up to 1,000 dwellings together with a mixed use local centre. [including A1 retail up to 1,000 m2, financial services (A2), restaurants, pubs and takeaways (A3, A4, A5), community uses (D1)]; primary school and safeguarded additional primary school land; secondary school playing field land; green infrastructure including formal (including playing fields) and informal open space, landscape and amenity space; changing and sports facilities (including D2); sustainable drainage systems; highway, cycle and pedestrian routes; car parking; infrastructure (including utilities); engineering works including ground remodelling; demolition, site reclamation and removal of structures. Formation of a new roundabout access from the A361 together with associated alterations to alignment of Bloxham Road and provision of a section of spine road through the site up to its eastern-most boundary

**Location:** OS Parcel 7400 Adjoining and South Of Salt Way Banbury

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## **Recommendation**

**No objection subject to agreement (to be secured within a planning obligation) of a mechanism to ensure the timely delivery of the proposed link road through whole of the Banbury 17 allocation site (between A361 & A4260).**

- The mechanism should take account of the need to facilitate the sustainable delivery and functioning of the composite Banbury 17 allocation site by means of including appropriate covenants to facilitate such timely delivery of the link road in the event of slow implementation and housing delivery by part of the allocation site.
- Appropriate pro rata funding towards the full costs of provision of the link road would be required.
- The area of this application (as part of the western portion of the allocation site) should be limited to a maximum of 500 homes served from a single access off A361 (also with an emergency access provision).

The County Council would wish to inform the planning committee that it has concerns about its ability to reach agreement with all appropriate applicants at the allocation site to deliver such a mechanism to facilitate timely delivery of the link road through the entirety of the allocation site. If the principles of an early agreement over the mechanism are not progressed within a short timeframe this could lead to delays potentially frustrating the ability to deliver sustainable planning permissions and subsequent development.

The transport response below updates that of 19<sup>th</sup> May 2016. All other points raised in OCC's responses of 19<sup>th</sup> May 2016 and 05 February 2015 still apply, other than those addressed below.

**Officer's Name:** David Flavin

**Officer's Title:** Senior Planning Officer

**Date:** 26 July 2016

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**District:** Cherwell

**Application no:** 14/01932/OUT

**Proposal:** Outline - Development of up to 1,000 dwellings together with a mixed use local centre. [including A1 retail up to 1,000 m2, financial services (A2), restaurants, pubs and takeaways (A3, A4, A5), community uses (D1)]; primary school and safeguarded additional primary school land; secondary school playing field land; green infrastructure including formal (including playing fields) and informal open space, landscape and amenity space; changing and sports facilities (including D2); sustainable drainage systems; highway, cycle and pedestrian routes; car parking; infrastructure (including utilities); engineering works including ground remodelling; demolition, site reclamation and removal of structures. Formation of a new roundabout access from the A361 together with associated alterations to alignment of Bloxham Road and provision of a section of spine road through the site up to its eastern-most boundary

**Location:** OS Parcel 7400 Adjoining and South Of Salt Way Banbury

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## **Transport**

### **Recommendation:**

**No objection subject to conditions, S106 and agreement (to be secured within a planning obligation) of a mechanism to ensure the timely delivery of the proposed link road through whole of the Banbury 17 allocation site (between A361 & A4260).**

### **Key issues:**

- The mechanism for link road delivery should take account of the need to facilitate the sustainable delivery and functioning of the composite Banbury 17 allocation site by means of including appropriate covenants to facilitate such timely delivery of the link road in the event of slow implementation and housing delivery by part of the allocation site.
- Appropriate pro rata funding towards the full costs of provision of the link road would be required.
- The area of this application (as part of the western portion of the allocation site) should be limited to a maximum of 500 homes served from a single access off A361 (also with an emergency access provision).

### **Legal agreement required to secure:**

If the LPA is minded to grant permission the following would need to be secured via S106 agreement:

- Mechanism to ensure the timely delivery of the proposed link road through whole of the Banbury 17 allocation site (between A361 & A4260). The mechanism for link road delivery should take account of the need to facilitate the sustainable delivery and functioning of the composite Banbury 17 allocation site by means of including appropriate covenants to facilitate such timely delivery of the link road in the event of slow implementation and housing delivery by part of the allocation site.
- Appropriate pro rata funding towards the full costs of provision of the link road would be required.
- The area of this application (as part of the western portion of the allocation site) should be limited to a maximum of 500 homes served from a single access off A361 (also with an emergency access provision).

- Delivery of access arrangement – roundabout junction with A361 and associated works
- Delivery of cycle route connecting the site to the town centre and footway links to existing footways on the A361
- Connecting footway along verge on Bloxham Road north of Salt Way if signalised crossing at Salt Way is not delivered by others.
- Delivery of junction improvements/signalisation Bloxham Rd/Queensway
- Strategic transport contribution towards Bridge Street/ Cherwell Street eastern corridor improvements, A361 Southam Road junction with Castle Street and Warwick Road improvements and improvements at Bloxham Road/Springfield Avenue junction.
- Contribution and onsite infrastructure to secure public transport strategy
- Delivery of pedestrian connections to the site including across Salt Way
- On site rights of way improvements (see detailed comments)
- Contribution to off-site rights of way improvements (see detailed comments) including improvements on Salt Way.
- Monitoring fees for Travel Plans
- Contribution to cover the cost of traffic regulation order in connection with access arrangements

Highway works would be subject to a S278 agreement and secured via the S106.

### **Conditions:**

If the LPA is minded to grant permission, conditions would be required as follows:

- Link road details submission and approval
- Details of access arrangements to include dedication plan, with requirement for these to be constructed prior to first occupation (we would require these to be secured via the S106)
- Design code submission and approval – prior to first reserved matters submission
- Phasing plan submission and approval – prior to first reserved matters submission
- Details of pedestrian and cycle connections (including to Salt Way) prior to commencement – to be delivered prior to occupation within relevant phase
- Details of on-site footpath and bridleway improvements – to be delivered prior to an agreed trigger in each case
- Drainage strategy
- Travel Plans

### **Detailed comments:**

#### **Link Road<sup>1</sup>**

Our previous response contained a detailed critique of the Addendum to the Transport Assessment and its conclusions. Of key concern was the developer's assertion that the link road between Bloxham Road and White Post Road is not required to make the development acceptable, yet the developer is prepared to deliver it. This was based on assumptions that bias distribution of trips in favour of Bloxham Road, rather than the link road. It was identified

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<sup>1</sup> NB the spine roads through application sites 14/01932/OUT and 15/01326/OUT will form the link road between White Post Rd and Bloxham Rd

that Wykham Lane was incorrectly coded into the transport model, as it made unrealistic assumptions regarding journey time via Wykham Lane. A sensitivity test (as set out in our previous response) was carried out. Adjustments were made to the model to better reflect the lane's rural character, and restrictions to two way movements close to either end of the lane. When the model was re-run it showed that the link road would be well used by traffic from either end of the development using it as a through route, which has reduced the development's impact and reliance on Wykham Lane and residential roads to the north, thus the link road mitigates the impact of the development on sensitive areas of the surrounding road network. Without the link road in place the impact of the development results in several junctions being over capacity. The link road enables trips arising from the site to distribute more efficiently on to the network and reduces the pressure at the following junctions:

- White Post Road/Wykham Lane
- A4260 Oxford Road/Grange Road
- A4260 Oxford Road/Farmfield Road
- A361 Bloxham Road/Springfield Road
- A361 Bloxham Road/Browning Road
- A361 Bloxham Road/ Wykham Lane
- A361 North Bar/B4100 Warwick Road/A361 Southam Road/Castle Street
- A4260 Oxford Road/Weeping Cross.

The link road is included in the Banbury 17 policy for the following reasons:

- a) To distribute traffic arising from the Banbury 17 policy area on to the network utilising both the A361 to the west and White Post Road leading to the A4260 to the east. Enabling traffic to distribute both east and west will reduce the number of trips arising from the development placing extra pressure on the already busy junction of A361 Bloxham Road/South Bar/Oxford Road, or the residential road of Springfield Avenue, or on the narrow Wykham Lane. These are sensitive parts of the existing highway network and significant increases in traffic arising from the development are not acceptable on Springfield Avenue or Wkyham Lane.
- b) To enable a full sized public service bus to route through the site, to ensure the Banbury 17 policy area is served with a high quality, frequent and attractive bus service. This is essential to provide access to public transport in order to justify the trip rate arising from the site. Much of the part of Banbury 17 policy area pertaining to 14/01932/out is more than a 400m walking distance to the A361 which is a distance routinely accepted as an attractive and acceptable walking distance to access a bus service. The Banbury 17 Policy area is on the southern edge of Banbury and routing a bus through the site is the most practical, sustainable and commercial way to serve the full development area with public transport. A looping bus would not serve the whole Banbury 17 Policy area, and may not be commercially attractive.
- c) The link road is required for internal site layout purposes to ensure that residents on the eastern portion of the site have access to the community facilities including the Primary School.
- d) It is assumed that a road linking the A361 and the A4260 would attract trips not arising from the Banbury 17 policy area. Whilst this is accepted, it is not a primary drive of the need for a link road.

It is vitally important that the link road is secured not only to the boundary of the application site but in its entirety, to connect Bloxham Road and White Post Road. If it ended up only being built to the boundary only, it would obviously not function as intended.

The area of this application (as part of the western portion of the allocation site) should be limited to a maximum of 500 homes served from a single access off A361 (also with an emergency access provision). This should be secured within a planning obligation. It should be stressed that accepting this position would represent a departure from OCC's standard approach to site mitigation and would push acceptable transport impacts to the maximum extent. The limit is required for the following reasons:

- Enable traffic arising from Banbury 17 to distribute efficiently on to the surrounding network. The County remain concerned about traffic impact and have duly considered the volume of trips proposed arising from the development before the link road is in place and the ability to distribute traffic arising from the development. At 500 occupations (without the link road) in the AM peak the Transport Assessment identifies the development will generate around 200 car trips departing the site. The County has requested off site mitigation measures to signalise Queensway/Bloxham Road and improvements at Springfield Avenue. These capacity enhancements are requested at 400 occupations, in order to help mitigate the impact of not opening the link road until 500 occupations.
- Public transport/ bus routing in order to justify the trip rate arising from the site.
- Access from dwellings to public transport within 400m. The link road is important as the key public transport route for Banbury 17. It is essential to get access for Public Transport as early as possible to give the commercial case for bus services the best opportunity for success. The County seeks new developments to provide bus stops within 400m of new dwellings. It has been agreed (as part of the masterplan) that when the development is completed a new bus service will be funded by the development to fully serve it by traversing the link road. As the site is being built out and prior to the full delivery of the link road across Banbury 17, OCC would be looking to agree for the bus service to be diverted into the site. The walking distance for residents will be measured from the proposed bus stop associated with the internal turning circle shown on the Illustrative Masterplan (JJG0043/54), approximately 150 metres from the proposed roundabout junction with the A361 Bloxham Road. The location of this turning circle and bus stop must not be moved further eastwards as this represents the maximum agreed deviation from the line of route of bus service 488. It is possible that some of the first 500 dwellings may be in excess of 400 metres from the bus stop, but this is acceptable in this situation.
- Fulfil Local Plan policy Banbury 17 requirement of "early delivery" of the link road.
- Access to education facilities.
- Safety/emergency concerns regarding the single roundabout access point on the A361. The OCC Design Guide seeks to limit the number of dwellings served by a single access road to 400 units. The County is prepared to make a departure from standard in this temporary case, if there is a loop linking the spine road and the minor site access arm from the roundabout. Also, in view of concerns expressed by the emergency services regarding the two accesses joining the same roundabout, a gated emergency access point is required – this should also provide a cycle and pedestrian access point.
- Pedestrian and Cycle Access. The County needs to be satisfied that there is a suitable all year round walking route from the site to the primary school and connecting the two parcels before the link is completed. A lit all weather path (utilising Salt Way or otherwise) would be required by the time the school is open.

## **Off-site highway mitigation (other than access arrangements along Bloxham Road)**

### **a) A361 Bloxham Road/Queensway**

The developer has proposed to implement signalisation of this junction as direct mitigation for the impact of the development. The scheme proposed (Drawing B14129 A\_002 (Appendix G of the Transport Assessment)) may require some slight design tweaks, including better provision for cyclists, to be submitted as part of the S278 application. Works to be completed in advance of the 400<sup>th</sup> occupation of the Gallagher site.

### **b) A361 Bloxham Road/Springfield Avenue**

The Springfield Avenue arm of the A361 junction is identified in the transport assessment as overcapacity in the future year without the development.

It is acknowledged that development is required to mitigate its own impact and not remedy existing issues on the network. The Springfield Avenue scheme outlined in Drawing B14129 A\_002 (Appendix G of the Transport Assessment) is shown to mitigate the impact of the development and provides betterment of the junction. The council seeks a contribution to the A361 Bloxham Road/Springfield Avenue junction as part of the Strategic Transport Contribution in order for the council to consider in more detail a proposed scheme to benefit the area.

### **c) Pedestrian/cycle improvements**

In our previous response we highlighted the lack of proposals to provide cycle facilities between the development and the town centre, considered necessary mitigation for a development of this size. I am pleased to note that considerable improvements have been made to the access arrangements drawing, to ensure that cyclists are catered for on Bloxham Road at least as far as Salt Way.

In our previous response we said *'currently no mitigation is proposed for cyclists heading towards the town centre. This is required both for safe access and to encourage sustainable travel. The developer should provide details of a scheme to connect the site with the town centre alongside the A361.'*

*'A signalised crossing of the A361 is required to facilitate this route, as well as connecting up the new public right of way to the existing one on the west of the A361.'*

In the absence of any assurance that the crossing at Salt Way will be signalised, as a result of this or any other development, we would like to secure the construction of a footway on the east side of Bloxham Road between Salt Way and Lansdown Close, in the event that the signalised crossing is not delivered by a certain date. This is because, in the absence of a signalised crossing, some groups of pedestrians/wheelchair users, are not provided with a suitable route towards the town centre.

### **d) Strategic Contribution**

Contributions towards the Banbury Transport Strategy are requested in line with Local Transport Plan Policy BAN 6 as it is recognised that all peak hour trips add to the Banbury transport network. A contribution toward the Banbury Area Transport Strategy is required to mitigate the cumulative impact of planned growth by funding transport infrastructure and

services which cannot be attributed to a single development, but which will benefit trips from this proposed development.

The Cherwell Planning Obligations Draft Supplementary Planning Document (July 2011) provides a contribution rate towards general transport and access impacts.

Once a housing mix is provided the following will be used to calculate the contribution toward the Banbury Area Transport Strategy:

The Transport Infrastructure means the formula Matrix"  
 $\pounds(Ax 442) + (B X 638) + (C X 994) + (D X 1,336)$

When

A means the number of 1 Bedroomed Units

B means the number of 2 Bedroomed Units

C means the number of 3 Bedroomed Units

D means the number of 4 Bedroomed Units

Direct mitigation schemes, including public transport, are additional to the contribution to the Banbury Area Transport Strategy. Direct mitigation is sought at A361 Bloxham Road/Queensway as described in section (a) above.

Contributions will be specified towards a specific scheme/s within the Banbury Area Strategy of Connecting Oxfordshire: Local Transport Plan 2031. It is proposed that the contributions are allocated towards the following LTP4 Banbury Area schemes as listed in Policy BAN1:

- Bridge Street/ Cherwell Street eastern corridor improvements.
- A361 Southam Road junction with Castle Street and Warwick Road improvements.

*And given comments above at (b):*

- A361 Bloxham Road/Springfield Avenue improvements.

## **Public Transport**

See Annex 1 and the end of this report for full public transport justification.

In brief, the Council seeks £1000 per dwelling from this application site towards bus services, providing a total contribution of £1m. To provide a new bus service to serve the site is estimated to cost £1.44m.

## **Rights of Way**

We maintain our justification for the public rights of way improvements contributions requested in our previous response. These routes are for leisure and contribute to healthy living, rather than just providing pedestrian links for transport purposes. They require improvement because of the intensification of use which would occur from the development.

## **Access arrangements**

Adjustments have been made to address safety concerns and better cater for pedestrians and cyclists. A drawing (W14129-A-005-RevC) has been submitted which is acceptable subject to further detail to be submitted as part of the S278 application. This involves the

realignment of part of the A361, and the closure of part of the 'bypassed' section of the A361 to vehicular traffic. This will require formal consultation in connection with the required traffic order and a contribution will be sought to cover the cost of the consultation and making of the order.

### **Drainage**

Drainage information has not been supplied. We will require a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development. The scheme will need to include

- Discharge Rates
- Discharge Volumes
- Maintenance and management of SUDS features
- Sizing of features – attenuation volume
- Infiltration in accordance with BRE365
- Detailed drainage layout
- SUDS (list the suds features mentioned within the FRA to ensure they are carried forward into the detailed drainage strategy)
- Network drainage calculations

**Officer's Name:** Joy White

**Officer's Title:** Principal Transport Planner

**Date:** 26 July 2016

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## **Annex 1 - Bus service to the Salt Way area (July 2016)**

### **The Banbury bus market**

The market for bus services in Banbury is not very robust. Bus patronage per head is much lower than in Oxford and in other larger towns and cities. This is considered to be a consequence of readily-available parking for cars in Banbury and a mis-match between the current radial bus network and the location of employment to the north and east of the town, remote from many bus routes.

Traffic congestion is especially serious in the Banbury area. This causes increasing delays to buses, especially to any service crossing the Bridge Street/Cherwell Street junction. Increased bus use would mitigate the impact of additional cars from new developments.

The Council has a strategy to increase the level of bus use in Banbury, by encouraging the provision of services which better match home-to-work flows, to increase the geographic coverage of bus services and to reduce delays to bus services. New residential developments will generate a number of new bus services which will add to the frequency of bus services and the convenience of using the bus.

There will be some reduction of bus services in late July 2016 as a consequence of the withdrawal of Council revenue support. These reductions affect a number of outlying villages and the 'inner' part of the existing town bus service. Buses serving the outer residential areas are either currently commercially viable, or have the prospect of becoming commercially viable. There is an acceptance that developers should meet the 'start-up' cost of new bus services, which will become commercially viable in due course. There is no intention of requesting developer funding for services which can never become commercially viable.

This development is part of the Strategic Housing Allocation 'BAN 17'. It is located between the Bloxham Road and the Oxford Road radial corridors. To provide an acceptable level of bus service to this development, some improvement of service is required to radial corridors, followed by the introduction of a new service to provide access for people who will live too far from the radial corridors.

### **Service 488**

Bus service 488 (Chipping Norton-Bloxham-Banbury) is currently provided along the Bloxham Road, operating broadly hourly. This service is currently operating on a 4 year contract to the County Council, which requires some financial support – until July this year from the Council's revenue budget, then from July 21<sup>st</sup> until the end of May 2017 from section 106 funds.

It is intended to enhance service 488 from May 2017 using section 106 funding to procure additional journeys on this route, to provide a 30 minute service between Bloxham and Banbury. However, there is currently insufficient section 106 funding received from developments along this route to procure this improved service. So this enhancement may be delayed.

The original public transport strategy for this site (14/01932/OUT) was described as follows:

- 1) Access to existing 488 bus service in the form of new bus stops on the existing Bloxham Road route
- 2) Funding an enhancement of the 488 to provide a credible level of service for residents living within 400 metres of bus stops on the route

- 3) Funding an additional service from Banbury Town Centre to a turning point along the link road
- 4) Extension of this service along the Link Road to White Post Road, Bankside and beyond

The cost of enhancing bus service 488 to operate twice per hour (weekday daytimes) and an evening/Sunday service is unknown, until the Council goes out to tender. However, it is generally accepted that it is less costly to enhance an existing route along a main road than to create a completely new route to serve a greenfield development. Where an additional service on an existing main-road route may take four years to reach commercial viability (so no support required in year 5), it will generally take eight years to reach commercial viability on a completely new route through a green-field site. So, the ninth year should be without financial support.

So, whilst the 'Land West of Bloxham Road' (Barwood) site will contribute to the cost of enhancing bus service 488, along with the land East of Bloxham Road (Crouch Farm) site, the actual delivery of section 106 funds may be too slow to fund the likely tender profile for an enhanced 488, as the pump-priming principle will require larger payments in the early years. It may therefore be necessary to use some of the requested £1,000,000 (from 14/01932/OUT) to secure early delivery of the improved 488 service.

### **Services B1 and B2**

The Council has secured continued operation of bus service B2 from section 106 funding provided from Longford Park. However, this funding is primarily intended to deliver a new bus service to this new development. With the planned opening of the new Spine Road in 2017, it is highly probable that the B2 service will be re-routed away from Whitepost Road.

Go-Ride CIC has arranged to provide a replacement bus service for the B1 route serving the Easington and Timms Estate area from July 2016, on a trial basis. There is no certainty that this service will continue beyond the first few months, as Stagecoach was experiencing declining patronage.

Whereas services B1 and B2 were originally timetabled to complete a round trip within 30 minutes, increasing traffic congestion has caused these routes to be rescheduled to a very unattractive 35 minute round trip and frequency.

### **New 'BAN 17' bus service B4**

A new bus service B4 is proposed, to serve the BAN 17 area, along the link road. Experience with routes B1 and B2 strongly suggests that the round-trip time for this route would be greater than 30 minutes. Indeed, the proposed future routing of this service via the rail station ('Tramway' scheme) will also add time to the schedule. Therefore it is prudent to proceed on the basis that this service B4 will require 2 vehicles and will operate a 20 minute frequency on a 40 minute round-trip schedule.

Each new vehicle introduced on a new-development route away from existing bus corridors such as this is estimated to cost £720,000 (2016) to procure, over an eight-year contract

Year 1	£160,000
Year 2	£140,000
Year 3	£120,000
Year 4	£100,000
Year 5	£80,000

Year 6	£60,000
Year 7	£40,000
Year 8	£20,000
Year 9	commercially viable.

This table reflects a theoretical model where a bus operator tenders a 'nil revenue' for year 1, and then assuming an increasing passenger income of £20,000 per annum. Actual tender submissions will differ – however, this is a professional estimate of the cost per bus, in a situation where a new development is being built out, slowly.

This £720k per bus for new developments has been widely used in the 'Science Vale' area of Oxfordshire, in negotiations for new developments in the Didcot and Wantage area.

Hence, the cost of establishing a two bus operation, to provide a 20 minute frequency service, is estimated to be £1.44 million.

The £1,000 per dwelling contribution figure has already been used for the Whitepost Road (Gladman) site, as well as for other developments in the Bodicote and Adderbury areas. So on the grounds of fairness and equity between developers, the Council is not seeking in excess of £1,000 per dwelling on this site. The deficit of £160,000 will need to be sought from other developments and/or from efficiencies in the tendering mechanism or service specification.

The new developments in north Banbury (Warwick Road, Hanwell Fields, Southam Road) have agreed to contribute £1428.57 per additional dwelling towards the delivery of new bus services on the Warwick Road and Southam Road corridors. This reflects the cost of a slow build-up of patronage on these services, which depends on the build-out rates for these sites.

### **Conclusion**

The request for £1,000 per additional dwelling does not quite meet the estimated cost of providing a new sustainable bus service along the BAN17 link road. However, this amount is the same as the amount requested for the eastern end of BAN 17, also in the wider Bodicote and Adderbury areas.

Inevitably there is a certain amount of uncertainty of housing delivery rates on this and on other residential developments. However, the Council's Banbury Bus Strategy includes a requirement to deliver a new route 'B4' from the Bloxham Road and the Town Centre via Bankside and the Rail Station. Beyond the station, this service could well be 'cross-linked' to other services such as the new Southam Road or Wildmere services, thus providing improved home to work opportunities.