

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

District: West Oxfordshire

Application no: 14/0482/P/OP

Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

This report sets out Oxfordshire County Council's view on the proposal.

Annexes to the report contain officer advice and the comments of local members.

Overall view of Oxfordshire County Council:-

The county council supports the proposal in principle; however, there are objections from County Ecologist due to the lack of information, which must be addressed before the determination of this application as detailed in annex 1.

Comments:

This is an outline application for a residential development of up to 1000 dwellings. The application site comprises mainly agricultural land which wraps its way around the western boundary of the Carterton Town from the north side of the Alvescot Road. The application is outline for all matters except for means of access.

Housing mix has been submitted for the development and therefore the county council's response is based on an assessment of the impacts of the proposal on proposed development mix of:

- 24% one bed dwellings
- 25% two bed dwellings
- 26% three bed dwelling
- 25% four⁺ bed dwellings

Should the application be amended or the development mix changed at a later date, the county council reserves the right to change the assessment of impacts according to the nature of the amendments.

The main issues are:

- The County Council wants to see the developer to deliver a number of on-site and off-site infrastructure improvements and provide financial contributions to mitigate the potential impacts from the development and improve the safe accessibility of the site.

- A contribution towards the Carterton Strategic Transport Package and to improve the transport infrastructure on the A40 is required to mitigate the impact of the development. The transport infrastructure and services to be provided will mitigate the impact of trips generated from this development and other planned growth.
- This development will result in a significant number of additional peak journeys, mainly to work and to education. There are two bus routes from Carterton to Witney and Oxford. These were designated as Premium Bus Routes in 2003, with an eventual target frequency of four buses per hour. A contribution is required to extend these services into the site and toward the aspiration of increasing frequency. Previous contributions have been used to increase frequency through the provision of extra vehicles, in this case the County Council seeks the flexibility to use this contribution for schemes related to the A40 corridor and/or bus priority measures with the aim of increasing frequency through reduced journey times.
- The development will affect existing rights of way in the proximity of the site due to the amount and frequency of increased use. The size of the development will make this area more urban so the on-site paths need to remain as green corridors but also made safe and fully integrated with the development. The development should provide the means to improve these rights of way to make them safer and more resilient to that increased use.
- The proposed development is projected to generate a demand for 248 primary school places. Expansion of primary school capacity in the Carterton area will be necessary as a direct result of this development. To achieve this, a new primary school is required to be provided within the development. The capacities in existing schools are likely to be exceeded quickly with the proposed number of housing in Carterton and therefore early delivery of the school along with access will be required.
- This development is required to provide a new primary school of a size in line with its projected pupil generation – which equates to 1.5 form entry. The development would be required to provide a 2.22ha primary school site, and fully fund the construction of the appropriately sized school. The new primary school should include accommodation suitable for future extended school provision, that is independently accessible and with its own basic facilities. This should meet the needs of satellite provision for a children's centre, to be available through liaison with the school.
- A new single pump fire station is required in response to planned and forecast housing growth as identified in the draft local plan for Carterton. The county council recognise this site as the preferred site for a new fire station in the Carterton area. Therefore, the development will be required to provide adequate land and contribute towards the delivery of this infrastructure to support the additional population generated.

Infrastructure and Service Requirements:

The county council has used the housing mix provided by the developer, for the benefit of West Oxfordshire District Council, should it approve this application, a minimum level of infrastructure through S106 contributions would be expected from the developer to mitigate the impact of this proposal (there will be additional costs that the developer will need to fund and deliver themselves, such as site access arrangements, direct transport mitigation measures, improvement of ROW within the site, Fire Hydrants etc.):

Summary of county council infrastructure and service requirements:

Infrastructure/Service	Cost
Transport	
Contribution towards the Carterton Locality Strategic Transport Package and/or A40 corridor	£2,254,710
Contribution towards Public Transport services	£1,000,000
Contribution towards provision of bus stop furniture	£60,000
Travel Plan Monitoring	£4,080
Rights of Way	
Contribution to public rights of way in vicinity of site	£80,000
Education	
Delivery of a 1.5 form entry primary school (2.2ha site) in line with OCC's standard requirements for schools	£7,390,000
Contributions towards the expansion of one or more SEN schools by a total of 5 pupil places.	£153,280
Community infrastructure/service delivery	
Library	£205,700
Waste Management	£154,880
Youth Support Service	£44,154
Museum Resource Centre	£12,100
Fire Station	£327,310
Day Care Facilities	£228,200

The county council's legal fees in drawing up and/or completing a legal agreement will need to be secured. The developer is also required to pay an administrative fee of £12,644 for the purpose of administration and monitoring of the proposed S106 agreement.

Financial contributions have to be indexed-linked to maintain the real values of the contributions so that they can in future years deliver the same level of infrastructure provision currently envisaged.

The contributions outlined in this response are necessary to protect the existing levels of infrastructure for the local community. This is relevant to planning the incorporation of this major development within the local community, if it is implemented. They are directly related to this proposed development and in scale and kind to the proposal.

Officer's Name: Lisa Michelson

Officer's Title: Locality Manager – Cherwell & West Oxfordshire

Date: 15 May 2014

ANNEX 1

OFFICER ADVICE

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: West Oxfordshire

Application no: 14/0482/P/OP

Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

Transport

Recommendation:

No objection subject to conditions

Key issues:

The site is outside of planned development for the district and therefore was not considered when preparing a transport strategy for the locality.

Increased traffic flows through Carterton would be mitigated by junction improvements and appropriate travel planning.

The proposed junctions forming access to the public highway are acceptable in principle, subject to detailed design and construction.

The site benefits from an accessible location which would be enhanced through the provision of local facilities and an improved and extended bus service

The proposed development will be required to contribute towards local and strategic sustainable transport infrastructure and services.

Legal Agreement required to secure:

Section 106 Town & Country Planning Act – Planning Obligations

Section 278 Highways Act – Works in the Highway

Conditions:

Prior to first occupation the vehicular accesses including any footways and ancillary works shall be completed in accordance with the submitted plans.

Prior to development a Construction Phase Traffic Management Plan shall be submitted to and approved by the Local Planning Authority; thereafter the plan shall be adhered to.

Prior to development an amended Framework Travel Plan shall be submitted to and approved by the Local Planning Authority.

Obligations:

Financial contributions:

- -£3,254.71(index linked to Baxter April 2012) per dwelling is sought toward strategic sustainable transport infrastructure and services.
- -£60,000 (index linked to Baxter April 2014) is sought for the provision of bus stop furniture
- -£4,080 is sought toward travel plan monitoring
- -£80,000 is sought toward improvements to public rights of way

Off-site highway mitigation works to be provided by the applicant/developer:

-Junctions

- Capacity improvements Alvescot Road/Upavon Way
- Capacity improvements Upavon Way /Burford Road
- Capacity improvements Alvescot Road/ Black Bourton Road
- Filkins priority junction B4477/unclassified Broughton Poggs change of priority

-Pedestrian & Cycle Infrastructure

- A new three metres wide segregated off-road footway / cycleway on the western side of Upavon Way. This footway will start at the mini-roundabout with Alvescot Road and continue along the western side of Upavon Way. The footway / cycleway will change into a two metres footway 50 metres north of Richens Drive and will continue further north to connect to the existing footway 150 metres south of the Community College.
- A zebra crossing 20 metres south of Richens Drive to create a link from the site towards the centre of Carterton.
- A second zebra crossing north of Edgeworth Drive to provide a safe link to the nearby primary school.
- A toucan (instead of a pelican) crossing will be required 20 metres north of the Upavon Way / Alvescot Road Mini Roundabout.
- A new 3 metres wide segregated off road footway /cycle-way along Alvescot Road east of the mini-roundabout on the north side.

-Traffic Calming

- Traffic calming measures along Alvescot Road

Informatics:

Please note the Advance Payments Code (APC), Sections 219 -225 of the Highways Act, is in force in the county to ensure financial security from the developer to off-set the frontage owners' liability for private street works, typically in the form of a cash deposit or bond. Should a developer wish for a street or estate to remain private then to secure exemption from the APC procedure a 'Private Road Agreement' must be entered into with the County Council to protect the interests of prospective frontage owners.

Detailed Comments:

The submitted transport assessment provides an appropriate assessment of the impact the development would have upon the local highway network by considering the number, frequency and distribution of the trips that would be generated and applying them to the existing surveyed traffic flows and those expected from committed developments. I am satisfied the proposed mitigation would minimise any adverse impact on local junctions.

The site benefits from an accessible location which would be enhanced through the provision of local facilities and an improved and extended bus service. Travel planning would encourage further use of sustainable modes of transport and reduce traffic impact. The submitted framework covers the key issues; however, I consider an amended, more detailed plan should be provided prior to development.

The proposed means of vehicular and pedestrian access have been submitted, which include a number of alterations to the existing highway. I have considered the plans, supporting documentation and inspected the site and conclude the proposals are acceptable, in principle, and would not have any significant adverse impact upon the safety or convenience of highway users. Detailed design and construction will be subject to road safety audits and agreement under Section 278 of the Highways Act.

The traffic impact of this application is additional to the identified growth as the site is not currently an identified site in the West Oxfordshire District Council Draft Local Plan 2012. Direct mitigation measures have been identified to negate traffic impact on sensitive junctions through the town, however there will also be a greater impact upon the 'strategic' highway network, for example 300-400 additional trips on A40 have been identified during the am and pm peak hours.

The Carterton Strategic Transport Package has been drawn up to mitigate the cumulative impact of planned growth on existing transport infrastructure and services which cannot be attributed to a single development, measures that this application will also benefit from. In addition the County Council is currently in the process of revising the A40 Corridor Strategy with a view to forming an infrastructure programme to support growth, improve public transport, and reduce congestion, in due course the proposed development will benefit from infrastructure schemes implemented on the A40.

Contributions are sought towards schemes within the Carterton Area transport package at a rate of £2254.71 per dwelling based on identified growth. In the interests of taking an equitable approach a similar sum is sought for this development, however, given the speculative nature of this application the County Council as Local Highway Authority seeks the flexibility to use this contribution for schemes related to the A40 corridor.

There are two bus routes from Carterton to Witney and Oxford. These were designated as Premium Bus Routes in 2003, with an eventual target frequency of four buses per hour. A contribution is sought to extend these services into the site and toward the aspiration of increasing frequency. Contributions have been sought locally at a rate of £1000 per dwelling and a similar sum is sought in this instance. Previous contributions have been used to increase frequency through the provision of extra vehicles, in this case the County Council seeks the flexibility to use this contribution for schemes related to the A40 corridor and/or bus priority measures with the aim of increasing frequency through reduced journey times.

The development will affect existing rights of way on the site and in the proximity of the site due to the amount and frequency of increased use. The size of the development will make this area more urban so the on-site paths need to remain as green corridors but also made safe and fully integrated with the development. The development should provide a financial contribution to improve on and off-site rights of way to make them safer, better connected, and more convenient for year round commuting and recreational use.

Further pages are attached for guidance with regard to a full planning application.

Officer's Name: Geoffrey Arnold

Officer's Title: Senior Engineer & Transport Planner

Date: 07 May 2014

Travel Planning

Submitted Framework travel plan needs extra information. See below:

- Planning application number needs to be on front of document
- Contact details required for site owner/developer
- Specified commitment within the document that each unit occupier will produce a full travel plan at point of occupation, which will be updated with survey data within 3 months of occupation.
- Details of the estimated number of site occupants (residents, staff, visitors etc).
- Further details are required regarding the level and type of car parking provision to be provided e.g. designated car sharing spaces? - To meet OCC parking standards

The document did not mention any actual or perceived barriers to walking, cycling, the use of public transport or car share.

For further information please contact a member of OCC's Travel Plan Team via travelplan@oxfordshire.gov.uk

Drainage

The development is to use Sustainable drainage techniques to drain the surface water, the design should be based on Ciria manual 697 and O.C.C. Suds design guide.

The surface water discharge from the development must equal to or less than the green field run off rates, so as not to increase the flooding to properties downstream of this development.

Depending on which sewerage works the site discharges to, the additional water discharge from the sewerage works into the water course may also cause downstream flooding problems, therefore the size of these discharges needs to checked carefully.

For further information please contact Wayne Barker of OCC's Drainage Team
wayne.barker@oxfordshire.gov.uk

Countryside Rights of Way

Temporary obstructions: No materials, plant, temporary structures or excavations of any kind should be deposited / undertaken on or adjacent to the Public Right of Way that may obstruct or dissuade the public from using the public right of way whilst development takes place. Reason: To ensure the public right of way remains available and convenient for public use.

Route alterations: No changes to the public right of way direction, width, surface, signing or structures shall be made without prior permission approved by the Countryside Access Team or necessary legal process. Reason: To ensure the public right of way remains available and convenient for public use.

Vehicle access (construction): No construction / demolition vehicle access may be taken along or across a public right of way without prior permission and appropriate safety/mitigation measures approved by the Countryside Access Team. Any damage to the surface of the public right of way caused by such use will be the responsibility of the applicants or their contractors to put right / make good to a standard required by the Countryside Access Team. Reason: To ensure the public right of way remains available and convenient for public use.

Vehicle access (Occupation): No vehicle access may be taken along or across a public right of way to residential or commercial sites without prior permission and appropriate safety and surfacing measures approved by the Countryside Access Team. Any damage to the surface of the public right of way caused by such use will be the responsibility of the applicants, their contractors, or the occupier to put right / make good to a standard required by the Countryside Access Team. Reason: To ensure the public right of way remains available and convenient for public use

Gates / right of way: Any gates provided shall be set back from the public right of way or shall not open outwards from the site across the public right of way. Reason: To ensure that gates are opened or closed in the interests of public right of way user safety

Improvements to routes: Public rights of way through the site should be integrated with the development and improved to meet the pressures caused by the development whilst retaining their character where appropriate.. No improvements may be implemented without prior approval of the Countryside Access Team. Reason: To ensure the public right of way through the development retains character and use as a linear corridor and is able to integrate with the development

For further information please contact Paul Harris at OCC's Rights of Way Team

paul.harris@oxfordshire.gov.uk

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: West Oxfordshire

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Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

Education

Recommendation:

Approval subject to the conditions

Key issues:

£7,390,000 S106 required for provision of a new primary school in the area. All current surplus places at primary schools in Carterton are expected to fill due to rising demographics.

No S106 is expected to be required for expansion of permanent secondary school capacity in the area.

£153,280 S106 required as a proportionate contribution to expansion of Special Educational Needs provision in the area.

Legal Agreement required to secure:

£7,390,000 Section 106 developer contributions for provision of a new 1.5fe primary school serving this area. Contributions are sought based on Department for Education (DfE) advice for new schools weighted for Oxfordshire. Based on a requirement for a 1.5 form entry school we would therefore require a contribution of £7,390,000 (index linked from 1st Quarter 2012 using PUBSEC Tender Price Index) to primary school infrastructure for these homes.

£153,280 Section 106 developer contributions towards the expansion of permanent Special Educational Needs school capacity by a total of 5 pupil places. This is index linked to 1st Quarter 2012 using PUBSEC Tender Price Index. We are advised to allow £30,656 per pupil place to expand capacity in special educational needs schools.

Conditions:

Planning permission to be dependent on a satisfactory agreement to secure the resources required for the necessary expansion of education provision. This is in order for Oxfordshire County Council to meet its statutory duty to ensure sufficient pupil places for all children of statutory school age.

Informatives:

None

Detailed Comments:

Primary education

Carterton primary schools currently have surplus places (defined as unfilled places in excess of the 8% spare places which OCC plans to allow for in urban areas to ensure schools can respond to fluctuations in local populations; it is particularly important in this area to plan for some spare places to accommodate rapid fluctuations in pupil numbers as a result of Brize Norton troop movements at short notice).

However, the town has experienced a significant rise in demand for places – Reception/Key Stage 1 cohorts are 15% larger than the Key Stage 2 cohorts. If recent trends continue, surplus places will be almost completely removed over the next few years without any additional housing.

Carterton is already planned to see significant additional local housing, including extant planning permissions (at 1st October 2013) totalling 285 homes (including the 200 at the REEMA North site); 200 homes through the redevelopment of the REEMA Central site; and 200 home developments granted permission subject to S106 at both Milestone Road and NW Carterton. To accommodate the projected pupils from these developments, it is expected that one or more of the existing town schools will need to expand. The scale of expansion will depend on whether recent trends on the existing population continue: if they do, all of the expansions of existing schools on their current sites currently considered to be possible would be needed, and any additional housing would require a new school.

Major housing developments such as this proposal should, therefore, expect to provide a new primary school of a size in line with its projected pupil generation. It is OCC policy that new schools should preferably be 1 or 2 form entry size, or 1.5 form entry where this is in line with expected future demand. In the absence of information about housing mix, it would be estimated that 1000 homes would require a 1.5 form entry school.

New school sites are required to be 2.22ha. The developer would be expected to provide this, and also fully fund the construction of a school of a size proportional to its expected pupil generation.

Secondary education

For secondary education, it is not currently expected that expansion of capacity at Carterton Community College will be necessary as a direct result of this housing development, but this will depend on the extent to which currently surplus capacity at the College is eroded as a result of existing housing commitments, and the rising population already in primary schools.

Special Education

1.11% of children across Oxfordshire are educated in SEN schools. All developments are required to contribute proportionately to the expansion of this provision.

Officer's Name: Diane Cameron

Officer's Title: School Organisation Officer

Date: 28 April 2014

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District: West Oxfordshire

Application no: 14/0482/P/OP

Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

Community Infrastructure

Recommendation:

No objection subject to conditions

Key issues:

Fire & Rescue Service

A new single pump fire station is required for the Carterton area. In order to discharge our functions under the FRS Act 2004 the Fire Authority has agreed, following consultation, and a review of attendance performance criteria, that the current service is operating at its limit within the Carterton area. The further development and subsequent increase in demand will lead to a negative performance against these requirements.

This development is expected to generate an increased demand on the fire and rescue service in the following areas:

- Accidental dwelling fires
- Number of road users – increase in the number of road traffic collisions
- Increase in the community fire safety advice to local communities
- Increase in the fire prevention education for primary school education (yr6)
- Increase in the servicing and testing of water hydrants with the increased provision of a new development.
- The fire authority in Oxfordshire is Oxfordshire County Council and we have a statutory duty under the Fire and Rescue Services Act 2004 to provide the following:
 - Fire safety advice
 - Firefighting
 - Extinguishing fire
 - Protection of life
 - Road traffic collisions
 - Rescuing people
 - Protecting people from harm
 - Dealing with emergencies other than Fires and RTCs
 - To ensure the adequate supply of water for use in the event of a fire.

We are also currently entering an agreement with South Central Ambulance Service to provide First Person On Scene (FPOS) emergency medical care. This essential medical provision will undoubtedly increase the number of calls to the Carterton area with a further increase in demand due to the development.

Without the provision of resources within the Carterton area the Fire authority would not be able to mitigate the impacts of the proposed development.

Policy and legislation reference adopted *FRS Act 2004*, *Fire and Rescue Service National Framework document*, and the *OFRS Community Risk Management Plan 2013-18*

Strategic planning for the co-location of Fire & Rescue service with the Police Service is being developed. 2000 m² is required to locate both services within the site. This West Carterton site is recognised as the preferred site for a new fire station in the Carterton area. Oxfordshire County Council welcomes discussion to accommodate these essential services within the proposed site.

ECH (Extra care Housing)

It is noted that an area has been set aside for elderly person's residential accommodation. The County Council would support this taking the form of an Extra Care Housing development.

- Oxfordshire County Council supports as part of this development a 60 unit Extra Care Housing as discussed with WODC. This application presents the preferred site in Carterton.

Education

Land reserved for a future school and associated playing fields must be approximately to a 1:2 dimension ratio forming a rectangle plan. The embedded document below '*Primary School Code Plan*' presents an indicative plan to guide the layout and massing of adjacent urban form.

A full topographical and geotechnical study will be required to determine the suitability of the land for future school provision. Representational meetings and site visits must be arranged as soon as practicable to ensure that Oxfordshire County Council's strategic planning needs are met to support the delivery of educational services.



Designing School
Grounds.pdf



school space
standards 2013.pdf



Primary School code
plan3.pdf

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- The County Council considers that the effect of the application forming this development will place additional strain on its existing community infrastructure.
 - The following development mix has been used
 - 240 No. x One Bed Dwellings
 - 250 No. x Two Bed Dwellings
 - 260 No. x Three Bed Dwellings
 - 250 No. x Four / + Bed Dwellings

It is calculated that this development would generate a net increase of:

- **2420 additional residents *including*:**
- 208 resident/s aged 65+
- 1698 resident/s aged 20 or over +
- 223 resident/s 13-19 years

Legal Agreement required to secure:

• Fire & Rescue Service	£ 327,310
• Waste Management	£ 154,880
• Libraries	£ 205,700
• Integrated Youth	£ 44,154
• Museum Resource Centre	£ 12,100
• Day care	£ 228,200

*Total to be Index-linked from 1st Quarter 2012 Using PUBSEC Tender Price Index

Financial contributions would need to be indexed-linked to maintain their real values (so that they can in future years deliver the same level of infrastructure provision currently envisaged). Amounts shown are to be index linked from 1st Quarter 2012 using PUBSEC Tender Price Index.

Detailed Comments:

Fire & Rescue Service

A new single pump fire station (350 m² on 2000 m² site) costs £948,334 at 3rd Quarter 2012 (217) price base. In terms of housing growth the West Oxfordshire District Council Draft Local Plan (Oct 2012) Core policy 29 identifies 1850 new dwellings. The average occupancy shown in the ONS 2011 census for the Carterton area is 2.46 persons per dwelling. This application presents a proposal of 1000 dwellings based on the housing mix noted above which has been calculated and forecast to generate an increase in local population of 2420 people.

£948,334 ÷ (2850 x 2.46) = 135.26 per person

£135.26 x 2420 (the forecast number of new residents) = £ 327,338

Conditions:

The County Council as Fire Authority has a duty to ensure that an adequate supply of water is available for fire-fighting purposes. There will probably be a requirement to affix fire hydrants within the development site. Exact numbers and locations cannot be given until detailed consultation plans are provided showing highway, water main layout and size. We would therefore ask you to add the requirement for provision of hydrants in accordance with the requirements of the Fire & Rescue Service as a condition to the grant of any planning permission.

Access for Fire fighting:

Oxfordshire Fire & Rescue Service (OFRS) assumes that access to the proposed sites and to the premises will be in accordance with the guidance in the current edition of Approved Document B to the Building Regulations volumes 1 & 2.

Water Supplies for Fire fighting:

We strongly recommend the provision of adequate and appropriate water supplies (fire hydrants) in accordance with the guidance in the current edition of Approved Document B to the Building Regulations volumes 1 & 2. We would also recommend that the development conforms to British Standards BS 9999:2008 (Code of practice for fire safety in the design, management and use of buildings – Section 23 Water supplies for fire and rescue service use - 23.2 Location and access to

external water supply) & BS 9990 (Code of practice for non-automatic fire-fighting systems in buildings – Section 5, Private fire hydrants - 5.2 Provision and Siting).

Automatic Water Suppression Systems:

Oxfordshire Fire and Rescue Service also believe that fitting of Automatic Water Suppression Systems (AWSS) will materially assist in the protection of life, property and fire fighter safety. AWSS such as sprinklers and water mist systems do save lives; therefore OFRS strongly recommend the provision of such systems particularly in new build properties for the proposed sites.

Flood Management:

OfRS advise that planning developments will take into account the provisions of the Flood Management Act 2010.

Emergency Response:

It should be acknowledged that the development may have an adverse effect on our emergency response times. This would be due to an envisaged increase in traffic which will potentially delay Retained Duty System Fire fighters reaching their fire station and the subsequent mobilisation en-route to an incident

Informatics:

It is recommended that new dwellings should be constructed with sprinkler systems.

Libraries

Oxfordshire County Council has an adopted standard for publicly available library floor space of 23 m² per 1,000 head of population, and a further 19.5% space is required for support areas, totalling 27.5 m². Carterton library is significantly under-size in relation to its catchment population and this development and other housing growth identified in the draft local plan for Carterton area will place additional pressures on the library facilities.

In addition options being considered include upgrading facilities and/or colocation with other local services to improve accessibility and technologies to support delivery and demand.

Costs are based upon the costs of extending a library is £2,370 per m² at 1st Quarter 2012 price base.

The development proposal would also generate the need to increase the core book stock held by the local library by 2 volumes per additional resident. The price per volume is £10.00. This equates to £85 per person at 1st Quarter 2012 price base

The full requirement for the provision of library infrastructure and supplementary core book stock in respect of this application would therefore be based on the following formula:

£85 x 2420 (the forecast number of new residents) = £ 205,700

Strategic Waste Management

Under Section 51 of the Environmental Protection Act 1990, County Councils, as waste disposal authorities, have a duty to arrange for places to be provided at which persons resident in its area may deposit their household waste and for the disposal of that waste.

Oxfordshire County Council also has statutory recycling and composting targets to meet, as well as targets to reduce the amount of waste going to landfill. Any significant new development must help rather than hinder the achievement of these targets. All developers/landowners are therefore expected to provide infrastructure and funding towards the reduction, re-use and recycling of wastes.

There are capacity issues at our current Household Waste Recycling Centres (HWRCs). Some our sites already experience queuing on the highway at peak times, including Dix Pit which is the nearest HWRC that serves Carterton.

Capacity is mainly assessed by the number of vehicles that can be accommodated in bays at any one time and we have recently developed evidence based on actual traffic data that demonstrates the extent that sites are used over different time periods. This shows that Dix pit HWRC experiences capacity issues at peak visitor times.

The additional households generated by the proposed development will place an increasing demand on the strategic waste management infrastructure. Therefore it is appropriate that contributions should be made towards increasing capacity at Dix pit, or alternative locations as determined by the emerging HWRC strategy on a pro rata basis per new dwelling.

A new site serving 20,000 households costs in the region of £3,000,000; assuming an average occupancy of 2.33 people per dwelling this equates to a contribution per person of £64 (£3,000,000 ÷ (20,000 x 2.33)) at 1st Quarter 2012 price base

£64 x 2420 (the forecast number of new residents) = £154,880

Integrated Youth Support Service

The Early Intervention Service offers high quality early intervention and specialist services to children, young people and families with additional complex needs, both through county council staff and across partner agencies.

The county council as a local CSA has a statutory duty. Currently set out in the section 508 of the Education Act 1996, to "secure that facilities for primary, secondary and further education provided for their area include adequate facilities for recreation, social and physical training." the Government considers that facilities made available through the youth support service form an important part of the education system.

The proposal would create further demands on the early intervention hub facilities (expected to generate 165 people aged 13-19). The nearest service Witney Early Intervention Hub is currently operating at capacity in the delivery of specialist services. This development would create further demands on the early intervention hub facilities, the impact of which would need to be addressed by providing contributions towards improving the existing centres to create additional capacity.

Youth provision is also currently supported and delivered by the local community at Carterton. Contributions will also be used to improve and expand (if required) this service.

The county council estimates that a new integrated you support centre providing 235sqm of accommodation will cost £595,000 to build excluding land at 1st Quarter 2012 price base. A centre of this scale would provide for catchment population of approximately 3,000 places (for 13-19 year olds); this equates to £198 per place. Contributions are calculated by multiplying the net increase in people aged 13-19 by the cost per person of £198 to provide additional infrastructure.

The corresponding contribution required to mitigate the impact of this development would be:

£198 x 223 (the forecast number of new residents aged 13-19) = £44,154

County Museum Resource Centre

Oxfordshire County Council's museum service provides a central Museum Resource Centre (MRC). The MRC is the principal store for the Oxfordshire Museum, Cogges Manor Farm Museum, Abingdon Museum, Banbury Museum, the Museum of Oxford and the Vale and Downland Museum. It provides support to these museums and schools throughout the county for educational, research and leisure activities.

The MRC is operating at capacity and needs an extension to meet the demands arising from further development throughout the county. An extended facility will provide additional storage space and allow for increased public access to the facility.

An extension to the MRC to mitigate the impact of new development up to 2026 has been costed at £460,000 (price base 1Q 12). The county council has secured £85,000 towards the extension from previous development proposals leaving £375,000 to be secured from future development.

We estimate that approximately 35,000 dwellings will be permitted and built up to 2026. Assuming an average occupancy of 2.33 people per dwelling this equates to a cost per person of £5 ($\text{£375,000} \div (35,000 \times 2.33)$).

£5 x 2420 (the forecast number of new residents) = £12,100

Social & Health Care – Resource Centres

Resource/day centers are required to support the delivery of a range of services which are vital to the well-being of local people, particularly older people and those with disabilities, with a view to preventing ill-health and enabling people to lead active, healthy, fulfilling and independent lives. It contributes to building thriving, healthy communities and contributes to reducing inequalities and tackling deprivation. The centers are community hubs where people can get social and health advice and information, and services tailored to a person's individual needs.

To meet the additional pressures on day care provision the County Council is aiming to expand and/or improve day care facilities across Oxfordshire and within the locality. A contribution is therefore required to meet the additional pressure created by this development on day care provision.

Based on previously completed projects a new day center costs approximately £1,100,000 excluding land (price base 1Q 12). A new day center would usually provide 40 places per day for day care users. This equates to £27,500 ($\text{£1,100,000} \div 40$) per daily place. The average day service user makes 2 visits a week and most day centers are open 5 days a week. Therefore the cost per new day service user is £11,000 (($\text{£27,500} \times 2$) $\div 5$).

Based on current and predicted usage figures we estimate that 10% of the over 65 population use day centre or resource centre facilities. Therefore the cost per person aged 65 years or older for day centre infrastructure is £1,100 ($\text{£11,000} \times 0.10$).

£1,100 x 208 (the forecast number of new residents aged 65+) = £228,800

Adult Learning

The Adult Learning Service (ALS) offers a wide range of educational and recreational courses to cater for all ages and abilities.

The County Council aim is to improve and provide more sustainable Adult Learning facilities in the West Oxfordshire district area including Carterton. The development would create additional demand which cannot be adequately accommodated within the existing facilities. Suitable space within the proposed community building is therefore required to deliver adequate infrastructure for adult learning. This development is expected to generate 1,698 people aged 20+.

The County Council's preference is to provide this need within the proposed on site Community building. It will require 2 rooms suitable for 1:1 interviews and careers guidance 12 m² and 2 teaching areas of 40 m² each supported by 12 m² of administrative space.

Officer's Name: Taufiq Islam/Oliver Spratley

Officer's Title: Senior Planning Officer/Asset Strategy Support Officer

Date: 06 May 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: West Oxfordshire

Application no: 14/0482/P/OP

Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

Archaeology

Recommendation:

No objection subject to conditions

Key issues:

The application site contains evidence of some archaeological features.

None of the features are of equivalent significance as a scheduled monument.

Further archaeological investigation and recording can be achieved through conditions.

Legal Agreement required to secure:

None

Conditions:

1. Prior to any demolition and the commencement of the development a professional archaeological organisation acceptable to the Local Planning Authority shall prepare an Archaeological Written Scheme of Investigation, relating to the application site area, which shall be submitted to and approved in writing by the Local Planning Authority.

Reason - To safeguard the recording of archaeological matters within the site in accordance with the NPPF (2012)

2. Following the approval of the Written Scheme of Investigation referred to in condition 1, and prior to any demolition on the site and the commencement of the development (other than in accordance with the agreed Written Scheme of Investigation), a staged programme of archaeological evaluation and mitigation shall be carried out by the commissioned archaeological organisation in accordance with the approved Written Scheme of Investigation. The programme of work shall include all processing, research and analysis necessary to produce an accessible and useable archive and a full report for publication which shall be submitted to the Local Planning Authority.

Reason – To safeguard the identification, recording, analysis and archiving of heritage assets before they are lost and to advance understanding of the heritage assets in their wider context through publication and dissemination of the evidence in accordance with the NPPF (2012).

Informatives:

None

Detailed Comments:

The application site is within an area of archaeological potential. A previously constructed pipeline revealed a Roman corn drier in the south part of the area. Due to the wet conditions only limited geophysical survey was possible but this has revealed evidence of potential archaeological features. Trial trenching (evaluation) was not possible.

We would, therefore, recommend that, should planning permission be granted, the applicant should be responsible for ensuring the implementation of a staged programme of archaeological investigation to be undertaken in advance of development. This can be ensured through the attachment of a suitable negative condition.

Officer's Name: Hugh Coddington

Officer's Title: Archaeology Team Leader

Date: 28 April 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: West Oxfordshire

Application no: 14/0482/P/OP

Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

Economy and Skills

Recommendation:

No objection subject to conditions

Key issues:

- The construction of the proposed development will create approximately 110 construction jobs during each month
- A further 562 new jobs will be created at end user stage in the commercial, retail and education sectors.
- The level of employment generated on this strategic, missed use development site will require the developers to prepare and implement an Employment & Skills Plan

Conditions:

- The developers will be required to prepare and implement, with local agencies and providers, an Employment & Skills Plan (ESP) that will ensure, as far as possible, that local people have access to training (including apprenticeships) and employment opportunities available at the construction and end user phases of this proposed development.

Detailed Comments:

The Environmental Statement notes that:

- In addition to the permanent employment associated with the completion of the commercial floor-space, the capital invested in the infrastructure and construction phase of the development will generate a range of further employment opportunities (para 2.171)
- It is likely that the development would utilise construction workers from outside the inner impact area, unless employment initiatives are implemented helping to retain a level of construction jobs locally (para 2.172)
- Depending on the level of success with employment initiatives, there is a possibility that the retention of local construction jobs could be minimal. There is a history that for major construction development, construction contracts have been typically sources nation-wide. (2.173).

Recent policy initiatives relating to skills development are contained in:

- The Oxfordshire City Deal

- Oxfordshire European Structural Investment Fund (ESIF) Strategy
- Strategic Economic Plan

The recently launched **Oxfordshire Skills Strategy** has five strategic priorities:

- SP1: To meet the needs of local employers through a more integrated and responsive approach to education and training: developed in partnership with our provider network, to encourage more training provision in priority sectors - both current and projected - to meet the needs of employers or to train future entrepreneurs, particularly in science, technology, engineering and mathematics (STEM).
- SP2: Creating the 'skills continuum' to support young people through their learning journey: the ambition is to develop integrated, seamless services that support young people through school and on into training, further education, employment or business, where they understand the full breadth of career options, including local demand, and the training path to succeed in that career.
- SP3: Up-skilling and improving the chances of young people and adults marginalised or disadvantaged from work, based on moving them closer to the labour market.
- SP4: To increase the number of apprenticeship opportunities, particularly those offered by small to medium sized businesses.
- SP5: To explore how we can better retain graduates within Oxfordshire to meet the demand for the higher level skills our businesses need.

Employment and skills planning justification

A better, appropriately skilled local workforce can provide a pool of talent to both developers and end occupiers. This will reduce the need to import skills, and in doing so reduce congestion and unsustainable travel to work modes, reduce carbon emissions and the pressure on the local housing infrastructure.

Seeking skills and training planning obligations/conditions to maximise the potential of the existing population to compete for the jobs being created, whether during the construction phase or end user phase, through improving their skills levels, is necessary to ensure that future development is economically and socially sustainable, and that barriers to employment for those marginalised from the workforce are removed.

Developers often identify projected training and employment outcomes as part of the justification for development. It is important therefore that the impacts of economic development are mitigated and the economic benefits of new development in terms of improved local skills and employment outcomes are realised.

Not only is it clear that skills levels are a key determinant of a sustainable local economy, but they also have an impact on employment opportunities and thus an individual's economic prosperity. Up-skilling the area's labour force will be key to maintaining economic competitiveness. It will also bring wider benefits in terms of income equality and, potentially, a reduction in child poverty. Securing obligations/conditions for skills development and employment of local people will be necessary to enhance social inclusion by reducing the potential for economic and social disparity, another key policy driver at the local level.

Officer's Name: Dawn Pettis

Officer's Title: Economic Development Strategy Officer

Date: 22 April 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: West Oxfordshire

Application no: 14/0482/P/OP

Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

Minerals and Waste

Recommendation:

No objection

Key issues:

The application site is underlain at depth by White Limestone but it is unlikely that this mineral would be commercially workable and the safeguarding of this mineral resource would not be justified.

The waste management implications of the proposed development are satisfactorily addressed in the application.

Detailed Comments:

The application site is underlain by Forest Marble, with White Limestone below. Forest Marble is not a mineral of commercial value in Oxfordshire but White Limestone is worked in Oxfordshire for aggregate, building stone and other products, including at Burford Quarry, to the north of Carterton. It is unlikely that the limestone underlying the application site would be commercially workable due to the depth of overburden. Therefore the safeguarding of this mineral resource would not be justified and there is no objection to the proposed development on minerals policy grounds.

The proposed development has significant waste management implications but these are satisfactorily addressed in the Site Waste Strategy accompanying the application.

Officer's Name: Peter Day

Officer's Title: Minerals & Waste Policy Team Leader

Date: 16 April 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: West Oxfordshire

Application no: 14/0482/P/OP

Proposal: Development of approximately 1,000 houses, local shops and community centre, employment area, primary school, public open space, sports pitches and play areas, Ecology Park, allotments and ancillary works.

Location: Land to west of Upavon Way and north of Alvescot Road Carterton.

Ecology

Recommendation:

Objection based on the need for further information

Key issues:

The District Council, as Local Planning Authority, need to assess the ecological aspects of the application in line with NPPF and local policies on ecology and check that they can discharge their legal duties in relation to protected species under the Habitat Regulations and under the NERC Act.

I recommend that the District Council seek their own ecological advice on this proposal.

The key issues appear to be the following, as set out in my detailed comments below, but there may well be further issues that would be picked up through further thorough assessment of the Ecology Report and survey results.

The main ecologically sensitivities appear to include the Site of Special Scientific Interest downstream of the site, the retention of a functional wildlife corridor along the Shill Brook and indirect impacts on this wildlife corridor and the Local Wildlife Sites from a significant increase in recreational pressure and other indirect impacts, such as lighting, noise and disturbance.

Legal Agreement required to secure:

- For the District Council – I may be able to provide advice depending on resources.

Conditions:

- For the District Council – I may be able to provide advice depending on resources.

Informatives:

- For the District Council – I may be able to provide advice depending on resources.

Detailed Comments:

Impacts on Designated Sites & Wildlife Corridor Function of the Shill Brook:

- I recommend that the District Council seek further information on the potential indirect impacts of the development (in particular, recreation, lighting and disturbance), on the Shill Brook, nearby Local Wildlife Sites and the Alverscot Meadows SSSI.
- Assessment is needed on the potential impacts on the Alverscot Meadows SSSI from changes to flow and water chemistry. I recommend that the District Council ask the applicant to carry out hydrological modelling and assessment of the potential indirect impacts on flows and water chemistry.
- In addition, the Drainage report refers to "*lowering land levels adjacent to the Shill Brook to provide additional flood storage*" and the ecology section of the EIA states that:
"11.184 Attenuation basins will be created on lower lying land between the brook and 'The Warren'. This will develop into a mosaic of habitats which will include dry to damp meadow, marsh and, in the wettest parts, fen. These habitats compliment habitats in Willow Meadows LWS."
However, I consider that the impact of this proposed work on the downstream SSSI should be assessed within the hydrological assessment.
- The roadbridge over the Shill Brook is proposed to be widespan with mammal ledges (to enable species such as otter to use in the event of high flows). However, I am concerned that the Design & Access Statement (paragraph 14.8) refers to "*2 or 3 additional footbridges over the Shill Brook*" and there is no confirmation that these would be widespan and would not be lit. I advise the District Council that they seek clarification that these bridges must be widespan (with mammal ledges, as is the roadbridge) and unlit, otherwise these bridges would act as barriers to the functioning of the Shill Brook as a wildlife corridor for species such as otter.
- The Design & Access Statement emphasises that the development would open up the landscape to the west side of Carterton to residents of the proposed development and that there would be additional access points south directly into the Local Wildlife Site. This would significantly increase recreational pressure on the Willow Meadows LWS, which could harm the biodiversity value of this site.

Long-Term Management:

- The correct and long-term management of ecological features within the site would be essential to ensure that the proposed ecological mitigation and enhancement is delivered. If the District Council is minded to permit this application I recommend that they ensure that appropriate and long-term management is secured.

Compensation & Enhancements:

- I agree with the principle of proposed enhancements of farmland offsite to provide some compensation for farmland birds, arable plants and brown hare, as onsite mitigation does not appear possible. However, HLS payments are suggested and I understand that these are only for 10 years. I consider that longer-term compensation would be needed for the impacts on farmland species from the proposed development.
- Contributions to habitat enhancements in the nearby Conservation Target Area (CTA) are also proposed by the applicant. I also support the principle of this and consider that the District Council, if minded to permit, should secure these, along with compensation for farmland species and the proposed mitigation measures.

Species Surveys/Mitigation:

- There do not appear to have been any bat activity surveys of the hedgerows on the site and I recommend that the District Council requires these to be carried out, also additional bat surveys of the Shill Brook Corridor.
- The majority of the ecological surveys accompanying the application are older than advised in the British Standard on Biodiversity ('Biodiversity – Code of practice for planning and development' (BS 42020:2013)). This application is for Outline consent with layout as a reserved matter. If outline consent were granted then up-to-date ecological surveys should be a requirement for reserved matters applications and there is a risk that the results of the surveys could result in the need for changes to the proposed layout of the development and could impact on the timing of works, potentially resulting in delays. Therefore, ideally up-to-date surveys would have been submitted to accompany the current application.
- Great Crested Newts (European Protected Species) have been recorded in a pond approximately 200m of the application site and the Ecology section of the ES explains that a Natural England Mitigation Licence might be required. If a licence is required then I would expect a Mitigation Statement to be provided to accompany the current application.
- Reptiles have been recorded on the site and therefore would I recommend that a Precautionary Method of Working for reptiles is required.

Officer's Name: Tamsin Atley

Officer's Title: Ecologist Planner

Date: 06 May 2014
