

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

District: West Oxfordshire

Application No: 17/03252/RES

Proposal: Mixed use development comprising; an employment area of up to a maximum of 3,270 sq meters B1 (a) offices; a hotel (up to 62 bed); up to a maximum of 257 homes together with public open spaces; landscaping, new access to Downs Road and other associated works.

Location: Land at Downs Road, Curbridge.

Purpose of document

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

This report contains officer advice in the form of a strategic localities response and technical team response(s). Where local member have responded these have been attached by OCCs Major Planning Applications Team (planningconsultations@oxfordshire.gov.uk).

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Location: Land at Downs Road, Curbridge.

Strategic Comments

Comments:

Oxfordshire County Council objects to this proposal. Please see officer comments for full details.

Officer's Name: Amanda Jacobs

Officer's Title: Senior Planning Officer

Date: 02 November 2017

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Location: Land at Downs Road, Curbridge.

Transport

Recommendation:

Objection on the grounds of lack of suitable footways either side of the main access/spine road, lack of an appropriate surface water drainage system, lack of vehicle tracking for a refuse vehicle of appropriate dimensions, and lack of visitor parking spaces.

Key issues:

- The footways either side of the main spine road need to be continuous, with dropped kerbs either side of the vehicular accesses to individual plots.
- The Flood Risk Assessment and Drainage Plans provided do not demonstrate that sustainable urban drainage systems (SUDs) will be used in accordance with Paragraph 103 of the National Planning Policy Framework, or that the surface water drainage system proposed would be able to manage surface water flood risk on the site in all events up to and including a 1 in 100 chance in any year critical storm event in accordance with Paragraph 103 of the National Planning Policy Framework
- The applicant should consider relocating the office and hotel nearer to the eastern edge of the site to minimise the effect of peak hour traffic generated by the employment land use area on residents.
- People who want to walk or cycle to work in the offices and the hotel will have a long detour around the western part of the development via the spine road which will not encourage them to travel to work by sustainable modes.
- Drawing No. PL03 does not display the off-site highway works that were agreed at outline stage and will be part of the agreement under S278 of the Highways Act 1980 to construct a ghosted right-turn lane into the development, and links to the pedestrian and cycle network near the site.
- There are a lot of right-angled bends within the development. The applicant will need to display the height of the hedges to ensure that the forward visibility envelopes comply with the County Council's Residential Roads Design Guide.
- There are some long stretches of estate road with a straight alignment. The applicant should consider traffic calming measures here to reduce vehicle speeds and improve pedestrian safety.
- Manhole covers appear to be placed in the middle of the carriageway and, in some cases, at the centre point of a junction bell-mouth. These need to be moved to the side of the carriageway, or into one half of it, to minimise disruption to road users when utilities operators need to access them.
- More unallocated visitor vehicular parking spaces are required to prevent overspill parking on the spine road.

- Trees that are placed within 5m of the carriageway or footway will require root protection and must not conflict with street lights.

Legal agreement required to secure:

An agreement will be required under Section 38 of the Highways Act 1980 to enable the Local Highway Authority to adopt some or all of the access roads, footways, and turning areas as public highway maintainable at public expense.

Conditions:

Roads, Driveways and Footways

No dwelling shall be occupied until all the roads, driveways and footpaths serving the development have been drained, constructed and surfaced in accordance with plans and specifications that have been first submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety in accordance with the National Planning Policy Framework

Vehicular Parking

Prior to the commencement of development, full details of the individual accesses, turning areas, and parking areas, will be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to first occupation of the development, construction shall only commence in accordance with the approved details.

Reason: In the interests of highway safety in accordance with the National Planning Policy Framework

Cycle Parking

Prior to the commencement of development, full details of the cycle parking arrangements for each dwelling that does not have access to a garage or a communal cycle store shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, construction shall only commence in accordance with the approved details.

Reason: To ensure that opportunities for travel by sustainable modes are maximised in accordance with Paragraphs 29 and 32 of the National Planning Policy Framework.

Access for Emergency Service Vehicles

Prior to the commencement of development, full details for the access to the development for emergency service vehicles shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the first occupation of the development, construction shall only commence in accordance with the approved details.

Reason: In the interests of highway safety in accordance with the National Planning Policy Framework

Drainage

Development shall not begin until 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, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Discharge Rates
- Discharge Volumes

- Maintenance and management of SUDS features (this maybe secured by a Section 106 Agreement)
- Sizing of features – attenuation volume
- Infiltration in accordance with BRE365
- Detailed drainage layout with pipe numbers
- SUDS (list the suds features mentioned within the FRA to ensure they are carried forward into the detailed drainage strategy)
- Network drainage calculations
- Phasing
- No private drainage into the public highway drainage system
- No private drainage into the proposed adoptable highway drainage system.

Reason: In the interests of highway safety in accordance with the National Planning Policy Framework

Informatives:

Cycle Parking

It is important for this development to provide cycle parking that meets the Local Highway Authority’s minimum standards. This ensures that opportunities for travel by sustainable modes of travel are maximised in accordance with the National Planning Policy Framework, helps reduce the amount of single occupancy car journeys on the local road network at peak times, and makes it easier for residents to exercise.

To adhere to Oxfordshire County Council’s adopted minimum cycle parking standards set out in the table below, this development must provide a total of 621 cycle parking spaces for the residential land use, including 52 spaces for the office land use and some spaces for the hotel depending on the gross internal floor area in square metres. Please note that this assumes that one Sheffield stand would provide 2 cycle parking spaces and includes spaces provided in garages and communal cycle stores.

	Residential	Food Retail	Non Food Retail	A2 - Banks and Professional	B1 -Offices	B2 - General Industry	B8 Warehousing	D2 Assembly and Leisure	Cinema & Conference	Hotel and Guest Hse	Hospital	Higher Education	A3 - Restaurant/ pubs	Stadia
Long stay/ employee/ resident	1 bed - 1 space; 2+ beds - 2 Spaces ***	1 stand per 12 staff *	1 stand per 6 staff *	1 stand per 12 staff **	1 stand per 150 sqm	1 stand per 350 sqm	1 stand per 500 sqm	1 stand per 12 staff **	1 stand per 12 staff **	1 stand per 12 staff **	1 stand per 12 staff	Subject to individual assessment	1 stand per 12 staff **	1 stand per 12 staff
Visitor	1 stand per 2 units where more than 4 units	1 stand per 200sqm	1 stand per 200sqm	1 stand per 100sqm	1 stand per 500 sqm	1 stand per 500 sqm	1 stand per 1000 sqm	1 stand per 20 sqm	1 stand per 20 sqm	1 stand per 10 beds	on merits	Subject to individual assessment	1 stand per 20 sqm of public space	on merits (guide 1 stand per 30 seats)

I note that the applicant has not provided any details of cycle parking for houses that do not have access to a garage or access to a communal cycle store. I strongly advise the applicant to include garden sheds (preferably) or covered cycle stands within the gardens of these properties where bicycles can be secure. Please see the attached document for advice regarding the provision of residential cycle parking. Although this is not an official document of Oxfordshire County Council, it is extremely useful: <https://www.cambridge.gov.uk/cycle-planning-and-policy>.

Detailed comments:

Pedestrian and Vehicular Access to the Site

The only vehicular and pedestrian access to the site will be from the western side of Downs Road. Details of this are not shown on any of the attached plans but were agreed when application No. 16/01450/OUT that was approved, subject to conditions and appropriate legal agreements, in December 2016. The access details can be seen in Drawing No. E171/2 Rev. B and have been included as drawings within the appendices to the agreement under

Section 106 of the Town and Country Planning Act 1990 which is currently at engrossments stage. The works will be completed by the applicant under Section 278 of the Highways Act 1980.

Pedestrian Access within the Site

The applicant has shown footways on the northern side of the access road with a width of 3m and footways on the southern side of the access road of 1.8m in width. However, these must be continuous across vehicular entrances to individual plots and have dropped kerbs. It appears, in the drawings provided, that the applicant intends the footway to cease at the point of every individual vehicular access. This does not provide a continuous, attractive route for pedestrians, and does not provide safe and suitable access to the site for wheelchair users. Therefore, I recommend objection to this application on the grounds that the arrangements do not comply with paragraph 32 of the National Planning Policy Framework.

Forward Visibility for Motorists within the Site

Although the design speed within this development is intended to be 20mph, there are numerous right-angled bends along the access road that is to be offered for adoption as public highway maintainable at public expense. Please note that a forward visibility sight stopping distance of 22m must be achievable for motorists around these bends and that the forward visibility envelope must be kept clear of objects that are 0.6m in height or above. Therefore, the applicant must consider this when deciding the height of hedges for individual plots which are located on bends. Please see Paragraph 6.9 on page 8 of Oxfordshire County Council's Residential Roads Design Guide for more information on this. This document can be accessed at: <https://www.oxfordshire.gov.uk/cms/content/transport-development-control-tdc>.

Layout of the Development

The applicant has provided a main access road with a carriageway width of 6.5m, and footways on the northern and southern side of this road of 3m and 1.8m respectively. 4800m² of B1 office land use and a hotel with 60 bedrooms have been located in the north-western corner of the site within the blue line plan, plus another access that could lead to another development site in the future. The access road has the necessary carriageway and footway dimensions to operate as a spine road for a larger amount of development in the future, and could accommodate buses. However, using the applicant's trip rates that were submitted with the outline application for this site, the hotel and offices would generate a combined total of 115 extra vehicular trips during the AM peak and 92 trips during the PM peak. For this reason, I recommend that the applicant consider relocating the hotel and office block nearer the main entrance to the site as the office in particular is a significant trip attractor. Because of this, residents could suffer from increased noise pollution and the extra traffic congestion at peak times that could make journeys on foot or by bicycle less attractive.

The main purpose of the spine road through the development, and possibly leading north-westwards into another development in the future, is to ensure the expeditious movement of motor traffic, pedestrians, and cyclists. The raised table south of plots 85 and 97 does not do this as it is in the near vicinity of a lot of dwellings with tandem parking. This could lead to motorists travelling through the estate not being able to see on-coming vehicles because of vehicles parking in the near vicinity of the raised table, and having to reverse in order to let them through. This could cause congestion at this location. I strongly advise that the eastern and western arms of this raised table should be re-designed so that they are directly opposite each other so that motorists travelling in an easterly or westerly direction can see oncoming traffic clearly and react accordingly. This measure will also make it easier for emergency service vehicles to access the offices and hotel building quickly.

In addition, employees of the offices or the hotel who might want to walk or cycle to work would, under the current proposals, have to walk the whole length of the spine road to access their place of work. This might lead to more single occupancy car journeys through the development. I strongly advise that the applicant put hard surfacing on the current green lane that runs across the grassland immediately north-west of Plot 112 in a north-westerly direction. This will bring pedestrians and cyclists out on to the existing footway immediately south of plot 224 and will reduce their journey time.

The development contains at least three stretches of straight road of over 70m in length. As stated in the above-mentioned Residential Roads Design Guide, additional traffic calming measures should be considered along stretches of road of this duration. However, it does contain a large number of right-angled bends and raised tables where the main access road meets side roads. Please see paragraphs 6.40 and 6.41 of the Residential Roads Design Guide for advice on the dimensions of these tables. Please note that no highway materials, construction methods, adoptable layouts and technical details have been approved at this stage. The detailed design will be subject to a full technical audit.

Access to the site for Emergency Service Vehicles

Paragraph 6.14 of the Residential Roads Design Guide states that in instances where more than 150 dwellings and less than 500 dwellings are served by a single access, an additional emergency access needs to be provided. This should be gated to make sure motorists do not use it as a short-cut into the development. For this, I strongly advise the applicant to widen the proposed pedestrian access that is 54m south of the mid-point of the main access from its existing intended width of 1.8m to 3.7m to allow access for an ambulance and fire engine. This access needs to be widened from the point at which it meets Downs Road to the point at which it meets the un-adopted shared space area immediately to the south-east of Plot No. 132 and connected to this area.

Vehicle Tracking for Refuse Vehicles

The applicant has submitted drawings which show a refuse vehicle of 11.3m in length entering, turning in, and exiting the development. However, in order to adopt the roads that the applicant says they intend to offer for adoption, vehicle tracking for a refuse vehicle of the following dimensions should be provided:

- All internal bends and junctions will need to be tracked with two vehicles (refuse vehicle and medium sized car) using the bend/junction at the same time.
- Phoenix 2 – 23W with elite 2 6x4 chassis
- Overall length – 11.6m (including bin lift)
- Overall Width – 2.530m
- Overall body height – 3.205m
- Min body ground clearance – 0.410m
- Track width – 2.5m
- Lock to lock time – 4.00s

Drainage

The applicant has submitted a Flood Risk Assessment with the outline planning application No. 16/01450/OUT, plus a Surface Water Drainage Plan for the site with this one. However, the strategy and plans do not show that sustainable urban drainage systems (SuDS) will be used to store surface water run-off generated on site, and do not show that the drainage system proposed could manage surface water flood risk in all storm events up to and including a 1 in 100 chance in any year critical storm event. This is contrary to paragraph 103

of the National Planning Policy Framework and I have to recommend objection on these grounds.

In order to overcome the objection, the applicant must demonstrate, through their surface water drainage strategy, that SuDS has been given priority over more traditional pipe and tank systems, providing justification where it is not considered practicable to utilise infiltration based SuDS on site. Greater use of infiltration techniques such as permeable paving is required as this will improve water quality. Soakage test results are required.

The applicant must also demonstrate that the SuDS system proposed are appropriately sized to manage surface water flood risk for all storm events up to and including the 1 in 100 chance in any year critical storm event, including an appropriate allowance for climate change.

Vehicular Parking

The applicant has included 596 vehicular parking spaces within the development, inclusive of garages and two unallocated parking spaces. With the housing distribution they propose, the applicant would need to provide 577 vehicular parking spaces to meet Oxfordshire County Council's current standards which are outlined in the above-mentioned Residential Roads Design Guide. However, the applicant has only provided two unallocated vehicular parking spaces, which means that, in particular, residents living in the affordable dwellings south of the existing attenuation feature and in the affordable flats and maisonettes (many of which have only been allocated one space) will not be able to accommodate visitors to their homes travelling by car. I have to recommend objection on these grounds because of the risk of overspill parking on surrounding roads such as the stretch of spine road south of the existing attenuation feature. This has a lot of tandem parking which means motorists reversing out of allocated spaces need to be able to see oncoming motorists clearly. It could also prevent the expeditious movement of through traffic.

Officer's Name: Will Marshall

Officer's Title: Senior Transport Planner

Date: 01 November 2017

District: West Oxfordshire

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Location: Land at Downs Road, Curbridge.

Archaeology

Recommendation:

No objection

Key issues:

Archaeological investigation of adjacent areas and a geophysical survey of the application area do not indicate the presence of any significant archaeological features within the application area.

As such there are no archaeological constraints to this application.

Legal agreement required to secure:

None

Conditions:

None

Informatives:

None

Detailed comments:

Archaeological investigation to the north did not reveal any significant archaeological features. A geophysical survey of the application area does not indicate that significant archaeological features are present within it.

As such there are no archaeological constraints to this application.

Officer's Name: Hugh Coddington

Officer's Title: Archaeology Team Leader

Date: 16th October 2017
