8. Supporting Development

Objective 5 - Secure infrastructure and services to support development

The core objective is to ensure that new developments contribute to the social and economic wellbeing of the county without creating environmental problems and, wherever possible, that they contribute to developing a more fully integrated county.

Policies

Policy SD1 **Oxfordshire County Council will seek to ensure that the location and layout of new developments minimise the need for travel and can be served by high quality public transport, cycling and walking facilities.**

Policy SD2 **Oxfordshire County Council will resist development in unsustainable locations.**

Policy SD3 **Oxfordshire County Council will oppose any new development where there is insufficient capacity on the transport network available to accommodate its impact and where arrangements for releasing additional capacity have not been agreed with the developer.**

Policy SD4 **Oxfordshire County Council will promote sustainable travel modes for all journeys associated with new developments, but particularly those to work and education.**

Policy SD5 **Oxfordshire County Council will**

i. **secure contributions from new developments towards improvements for all modes of transport, including public rights of way;**
ii. **ensure that all infrastructure associated with the developments is provided to appropriate design standards; and**

iii. **will normally seek commuted sums towards the long term operation and maintenance of facilities and services.**

Policy SD6 **Oxfordshire County Council will support the development of air travel services and facilities which contribute to the economic development of the county unless they have unacceptable environmental impacts or discourage making the best use of existing capacity.**

Development Control

8.1 The development of new housing and employment across the county is likely to have a major impact on travel patterns, both at a local and countywide level. The processes of development control carried out at district and county council level will be essential to ensure that these developments do not cause problems for the local economy and transport networks. This will entail decisions on development location, the layout of developments, connections from new development areas into the existing transport systems and developing integrated transport networks for both existing and new parts of the settlements.

8.2 All the policies set out in this document apply equally to new developments as part of the planning process. The assessment and design of new developments also plays a large part in determining the amount and choice of type of travel, and ultimately to inform and encourage more sustainable means of travel.

8.3 During the plan period, through the planning process Oxfordshire County Council acting as Highway Authority will seek to ensure that:

* Developments are located in accordance with the relevant spatial policies;
* Integrated responses across transport and planning disciplines are made for inclusion in the planning process;
* Developments have a minimal adverse impact on the existing highway network by providing appropriate highway mitigation works;
* Appropriate contributions are secured for all

developments for transport network and service provision, either for better management of existing infrastructure or for the provision of new infrastructure, including rights of way;

* Designs of alterations and new provision of highways encourage and support the increased use of sustainable means of transport;
* The impact of developments do not impose undue stress on ongoing maintenance revenue costs;
* Transport and highway elements of developments comply with current regional, national and local policy guidance, are designed to modern contemporary design standards, and are built to the Council's specifications.

8.4 Policies with respect of new developments under the planning system sometimes overlap with Local Development Frameworks. It is for this reason the detailed policies, guidance and specifications are included in other documents. The over-arching policy and objectives above are therefore set out in detail in the *Oxfordshire Residential Road Design Guide* (currently being reviewed) and in the relevant Local Development Frameworks.

8.5 Oxfordshire County Council will shortly be preparing a developer contributions strategy in which we will set out the level of funding which we will expect to receive from new developments in the future. This will include a funding strategy to integrate funding from new developments into the county's capital programmes. Funds obtained through s278 agreements will continue to be spent locally to provide mitigation for the immediate impacts of the developments.

Highway Infrastructure

8.6 Where new developments undermine the efficient, effective or safe operation of the highway then Oxfordshire County Council will expect the developer to remedy any identified impact. This can be either through their carrying out remedial works themselves or by making an appropriate contribution to allow this work to be done by us.

8.7 *Planning Policy Guidance Note 13: Transport* (PPG13) states that where a new development is likely to have significant transport implications, a Transport Assessment (TA) should be prepared and submitted with the planning application for the development. The

TA will then be used to determine whether the impact of the development on transport is acceptable. TAs are produced by developers or their consultants and are used by decision makers in the planning process.

8.8 A TA is a comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport.

8.9 We will use the threshold values set out in the Department for Transport's *Guidance on Transport Assessment* to determine which developments require a formal transport assessment and what form that would take. The thresholds are included in Appendix 1. All developments which exceed the threshold would be expected to carry out an impact. Developments which do not exceed the threshold levels may be required to produce an assessment by agreement where the impact of the development would be in a sensitive location.

8.10 In particularly sensitive locations, such as Air Quality Management Areas, the environmental impacts of the traffic generated by any development will need to be addressed. This might be covered in a separate Environmental Statement, which involves an assessment of a development's potential environmental implications including those that are transport-related, but may need to be included in the TA if no ES is to be produced. As part of the scoping exercise for the ES, it may be decided that an assessment of air quality and noise impact is required.

8.11 Where there is more than one development in any local area and an area strategy exists which will deal with the impact of all the development then developers will be expected to make a contribution towards the implementation of the wider strategy. The contribution from each development will be in line with the proportion of the whole generation of traffic in an area which each development will result in. Such a contribution will be additional to any works or contributions which are aimed at resolving any particular problems caused by the development alone in its local area.

Bus services and infrastructure

8.12 Good public transport is essential in developing successful new developments, both to provide necessary access and to minimise their impact on the environment and the road network. Oxfordshire County Council expects developers either to secure such services in agreement with us, or to provide funding sufficient to fully cover the cost of the services. In order to avoid pressure on public funds to maintain services, we will expect services to be provided or subsidised by the developer normally until they reach a point where they are commercially viable and can operate without subsidy.

8.13 To help achieve this, we will generally aim to steer significant new development in Oxford, the county's towns and appropriate villages to places where they can be served by existing high quality bus services, especially the commercial Premium Routes network, and to influence the design of developments so that priority is given to catering for commercial services to encourage the maximum use of such services by residents, staff and visitors. Developers will need to design developments to positively promote the use of public transport and provide robust and enforceable travel plans to encourage the use of public transport rather than private vehicles.

8.14 All new developments will be expected to facilitate the provision of attractive and welcoming bus service(s) to nearby towns, interchanges and other major facilities, as well as provide bus stop infrastructure (including real time information in appropriate locations) to a standard outlined in the Oxfordshire Bus Stop Infrastructure Design Guide. Developments located along a Premium Bus route corridor will be expected to contribute financially towards the enhancement of the bus service along that corridor, up to the target of four daytime buses-per-hour standard. Developments away from a Premium Route corridor may be expected to fund the entire cost of a new bus service or services, until there is sufficient patronage for a commercial self-sustaining bus service.

8.15 New developments should provide a ‘spine’ road near to the centre-line of the housing or commercial premises, and should also locate bus stops so that residents and employees have no further than 400 metres to walk. The road should be wide enough for buses to pass parked vehicles easily, including delivery vehicles and taxis. Abrupt vertical traffic calming should not be used, as

this is especially uncomfortable for bus users and drivers. The 'spine' road should be reasonably direct, especially if a bus service solution including a diverted route is involved.

8.16 Major new developments should ideally be located next to an existing Premium Bus Route or to a transport interchange. In this way, a good provision of bus service can be delivered before commencement of the development. Developments located some distance away from a Premium Route or an Interchange will be required to pump-prime a bus service, or services, through the various development phases, until it reaches financial self-sufficiency. A funding strategy will be developed for these *"Routes for Development"*.

8.17 Public transport routeing and infrastructure issues need to be considered at the earliest concept stage of any new development. Accepting that there are many other objectives to be considered in designing a new major development, spine roads which deviate too far from direct Premium Route-type alignments will find it difficult to support commercial bus services, and thus will be required to supply significant revenue funding to support a less attractive bus service.

8.18 Smaller developments will be requested to contribute to the cost of developing nearby bus services. Sums will be collected towards the cost of enhancing identified Premium Routes towards a target frequency. Strategies will be developed for other tiers of bus service. All developments will also be expected to contribute to the improving of bus stop infrastructure such as bus shelters, poles and flags, hardstanding and connections to footways etc.

Air Travel

8.19 In the UK civilian air travel is regulated by the Civil Aviation Authority (CAA), while actual air space is managed by air traffic control bodies such as the National Air Traffic Service (NATS) and Ministry of Defence (MOD). For this reason Oxfordshire County Council's position will be to work with aviation bodies in responding to relevant aviation issues.

8.20 Oxfordshire has no major civil airport. London Oxford Airport is currently mainly used for private and executive flying, although its owners are thought to have plans for expansion. RAF Brize Norton is the busiest military air base in the UK and will expand further in

the next few years; RAF Benson is a major air base for military helicopters.

8.21 Oxfordshire County Council's overall position on air travel is:

* Future air travel growth in the southeast region should be concentrated at larger and more established major airports situated within the region.
* Oxfordshire County Council will, where necessary, work closely with District Councils and partners in the aviation sector, to ensure that effective measures are in place to minimise noise nuisance produced from aviation activities.
* Oxfordshire County Council encourages its aviation partners to explore and instigate measures to reduce airborne pollutants, including carbon.
* Oxfordshire County Council supports practices and regulatory standards that minimise the load placed on the natural landscape and local wildlife from air travel activities.
* Oxfordshire County Council encourages the better integration of air facilities within their natural rural settings, while safeguarding Green Belt, natural landscapes and promoting the development of rich and varied habits.
* Oxfordshire County Council supports the use of sustainable surface transport modes to access to airports both within and outside of the county and will work with public transport providers to enhance existing services where appropriate.
* Airfield and airport operators should make the best use of their current site and runway capacity before considering expansion. Where there is future intensification of air travel activity within this existing capacity, Oxfordshire County Council will seek to liaise with facility operators and district councils to address the needs and mitigate the impacts associated with the increased activity.
* Oxfordshire County Council will expect the Ministry of Defence to fund any highway improvements that may be required to accommodate the increase in activity as RAF Brize Norton.

8.22 The development of air facilities in Oxfordshire would present opportunities for economic growth in the county. However, should there be any expansion then the development of supporting infrastructure, facilities (e.g. car parking) and

commercial developments (e.g. office buildings and business parks) on and in proximity to airport sites will bring added spatial pressures in the local area. This may, in future, give rise to pressures for new construction on currently undeveloped land, which could threaten the conservation of Oxfordshire's rural landscape and the wildlife that inhabits it.

8.23 Carbon emissions - Carbon emissions produced from aircraft together with emissions from air facilities themselves will continue to be an issue for the county and wider environment. Aircraft produce more CO_2 per mile travelled than most surface modes (excluding large car models) especially on domestic and short distance trips.

8.24 Local air quality impacts - The release of particulates and other airborne pollutants such as nitrogen oxide and carbon monoxide from aircraft and vehicles on an airfield site can bring about negative impacts to local air quality.

8.25 Aircraft noise nuisance - Noise generated by aircraft and helicopter engines during landings, take offs, low flying activities and while on the ground is a nuisance to those living along flight paths for airfields within Oxfordshire and other major airports. For example, noise generated by aircraft on London Heathrow's approach and ascent flight paths affects settlements in South Oxfordshire. An increase in passenger demand and aircraft movements will present future challenges in managing and mitigating noise impacts.

8.26 Impacts on local landscape and wildlife - Both aircraft and airfield ground operations impose a number of environmental impacts on the surrounding landscape and damage wildlife habitats. Liquid pollutants produced at airport sites from aircraft refuelling, de-icing and cleaning activities can enter water sources and, if unchecked, threaten amphibian and fish species and other wildlife. Moreover, the air, visual and noise pollution created by air travel operations can disturb wildlife and bring blight on the local landscape.

8.27 Congestion on the local road networks - Trips generated by airports and airfields can contribute to existing road congestion or create new issues on the surrounding road network. The largely rural nature of Oxfordshire's air facilities means that cars and private road vehicles are likely to remain the preferred mode for surface access.

8.28 Surface access - Oxford is linked to a number of nearby major airports outside of Oxfordshire by frequent public transport services: there are frequent coach services to Heathrow and Gatwick and rail services to Birmingham airport. Less frequent services connect to Stansted by coach and Southampton airport by rail. Other parts of the county are less well served and it is likely that road travel provides the major form of access from these areas. We would support moves to promote a better rail connection to Heathrow from the west and direct rail services to Gatwick from the midlands and south west, and connections from the county to destinations such as Luton Airport as part of a regional coach network strategy. Increased travel from other regional airports would be likely to produce more road traffic as these are unlikely to be able to support dedicated public transport connections from Oxfordshire.

Appendix 1: Indicative Thresholds for Transport Assessments

	Land use	Use/description of development	Size	No assessment	TS	TA/TP
1	A1 Food retail	Retail sale of food goods to the public – food superstores, supermarkets, convenience food stores.	GFA	<250 sqm	>250<800 sqm	>800 sqm
2	A1 Non-food retail	Retail sale of non-food goods to the public but includes sandwich bars.	GFA	<800 sqm	>800 <1500 sqm	>1500 sqm
3	A2 Financial and Professional Services	Financial services; Professional services (other than health services); other services open to the public	GFA	<1000 sqm	>100<2500 sqm	>2500 sq m
4	A3 Restaurants and Cafes	Restaurants and cafes for the sale of food for consumption on premises	GFA	<300 sqm	>300 <2500 sqm	>2500 sqm
5	A4 Drinking establishments	Use as a public house, wine-bar or other drinking establishment	GFA	<300 sqm	>300 <600 sqm	>600 sqm
6	A5 Hot food takeaway	Use for the sale of hot food for consumption off the premises	GFA	<250 sqm	>250 <500 sqm	>500 sqm
7	B1 Business	Offices other than A2; research and development laboratories or studios, light industry	GFA	<1500 sqm	>1500 <2500 sqm	>2500 sqm
8	B2 general Industry	General industry (other than B1)	GFA	<2500 sqm	>2500 <4000 sqm	>4000 sqm
9	B8 Storage or distribution	Storage or distribution centres - wholesale warehouses, distribution centres and repositories	GFA	<3000 sqm	>3000 <5000 sqm	>5000 sqm
10	C1 Hotels	Hotels, boarding houses and guest houses	Bedroom	<75	>75 <100	>100
11	C2 residential institutions - hospitals, nursing homes	Used for the provision of residential accommodation and care	Beds	<30	>30 <50	>50
12	C2 Residential institutions - education	Boarding schools and training centres	Students	<50	>50 <150	>150
13	C2 Residential institutions - hostels	Homeless shelters, accommodation centres for people with learning difficulties and people on probation	Residents	<250	>250 <400	>400
14	C3 Dwelling Houses	Dwellings for individuals, families and not more than six people living as a single household.	Dwelling unit	<50	>50 <80	>50
15	D1 Non - residential institutions	Medical and health services, museums, art galleries places of worship etc	GFA	<500 sqm	>500 <1000 sqm	>1000 sqm
16	D2 Assembly and leisure	Cinemas, theatres. Swimming pools, bingo halls etc	GFA	<500 sqm	>500 <1500 sqm	>1500 sqm
17	Others			Discuss with council		

Thresholds based on other considerations

		TS	TA	TA/TP
1	Any development not in conformity with adopted development plan			✓
2	Any development generating 30 or more two-way vehicle movements in any hour		✓	
3	Any development generating 100 or more two way vehicle movements per day		✓	
4	Any development proposing 100 or more parking spaces		✓	
5	Any development that is likely to increase accidents or conflicts among motorised users and non-motorised users, particularly vulnerable road users			✓
6	Any development generating significant freight or HGV movements per day, or significant abnormal loads per year		✓	
7	Any development proposed in a location where the local transport infrastructure is poor		✓	
8	Any development proposed in a location within or adjacent to an Air Quality Management Area		✓	

Key:

TS - Transport Statement

TA - Transport Assessment

TP - Travel Plan