

Agenda

Special meeting of the East Area Planning Committee

Date: **Wednesday 1 February 2017**

Time: **6.00 pm**

Place: **Long Room**

For any further information please contact the Committee
Services Officer:

Jennifer Thompson, Committee and Member Services Officer

Telephone: 01865 252275

Email: democraticservices@oxford.gov.uk

If you intend to record the meeting, it would be helpful if you speak to the
Committee Services Officer before the start of the meeting.

East Area Planning Committee

Membership

| | | |
|-------------------|--------------------------------|-------------------------------|
| Chair | Councillor Van Coulter | Barton and Sandhills; |
| Vice-Chair | Councillor David Henwood | Cowley; |
| | Councillor Nigel Chapman | Headington Hill and Northway; |
| | Councillor Mary Clarkson | Marston; |
| | Councillor Ben Lloyd-Shogbesan | Lye Valley; |
| | Councillor Michele Paule | Rose Hill and Iffley; |
| | Councillor Sian Taylor | Northfield Brook; |
| | Councillor Ruth Wilkinson | Headington; |
| | Councillor Dick Wolff | St. Mary's; |

The quorum for this meeting is five members. Substitutes are permitted.

Copies of this agenda

Reference copies are available to consult in the Town Hall Reception. Agendas are published 6 working days before the meeting and the draft minutes a few days after.

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- downloaded from our website
- viewed using the computers in the Customer Services, St Aldate's, or
- subscribed to electronically by registering online at mycouncil.oxford.gov.uk

AGENDA

Pages

- | | | |
|---|---|--------|
| 1 | Apologies for absence and substitutions | |
| 2 | Declarations of interest | |
| 3 | 16/03078/FUL: Horspath Sports Ground - Land South Of Oxford Road, Oxford | 9 - 28 |

Site Address: Land at Eastings 456292 Northing 204452, Oxford Road, Oxford OX4 2PG

Proposal: The change of use of land for purposes within Class D2 'Assembly & Leisure' of the Town & Country Planning (Use Classes) Order 1987 (as amended) including the development of: a new vehicular access; an internal road and vehicle parking area; grass and floodlit artificial sports pitches; a pavilion building including changing facilities; cycle tracks; drainage infrastructure including surface water storage; means of enclosure; and the creation of wildlife habitat.

Officer recommendation: to grant planning permission with the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials as specified.
4. Playing Fields and Pitches to required standards.
5. Restriction of use of playing field.
6. Landscape plan required.
7. Landscape carried out by completion.
8. Landscape hard surface design - tree roots.
9. Landscape underground services - tree roots.
10. Tree Protection Plan (TPP) 1.
11. Arboricultural Method Statement (AMS) 1.
12. Ecological Mitigation and Enhancement Plan.
13. Drainage Scheme.
14. Sustainable Drainage Maintenance Plan.
15. Details of Visibility Splays.
16. Site Access Arrangements.
17. Turning Area and Swept Path Analysis
18. Details of Coach Parking
19. Details of cycle parking areas
20. Access Road Dedicated Footpath.
21. Construction Traffic Management Plan.
22. Event Travel Management Plan.
23. Electric Charging Points in Parking Area.

- 24. Playing Field Survey.
- 25. Management and Maintenance Plan.
- 26. Details of all means of enclosure on site.
- 27. Details of all Floodlighting.
- 28. Contaminated Land Risk Assessment.
- 29. Archaeological Written Scheme of Investigation.

4 Dates of future meetings

The Committee will next meet at 6.00pm on 8 Feb 2017.

Councillors declaring interests

General duty

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

What is a disclosable pecuniary interest?

Disclosable pecuniary interests relate to your* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licenses for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members' Code of Conduct and public perception

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

Code of practice for dealing with planning applications at area planning committees and planning review committee

Planning controls the development and use of land in the public interest. Applications must be determined in accordance with the Council's adopted policies, unless material planning considerations indicate otherwise. The Committee must be conducted in an orderly, fair and impartial manner. Advice on bias, predetermination and declarations of interest is available from the Monitoring Officer.

The following minimum standards of practice will be followed.

At the meeting

1. All Members will have pre-read the officers' report. Members are also encouraged to view any supporting material and to visit the site if they feel that would be helpful (in accordance with the rules contained in the Planning Code of Practice contained in the Council's Constitution).
2. At the meeting the Chair may draw attention to this code of practice. The Chair will also explain who is entitled to vote.
3. The sequence for each application discussed at Committee shall be as follows:-
 - (a) the Planning Officer will introduce it with a short presentation;
 - (b) any objectors may speak for up to 5 minutes in total;
 - (c) any supporters may speak for up to 5 minutes in total;
 - (d) speaking times may be extended by the Chair, provided that equal time is given to both sides. Any non-voting City Councillors and/or Parish and County Councillors who may wish to speak for or against the application will have to do so as part of the two 5-minute slots mentioned above;
 - (e) voting members of the Committee may raise questions (which shall be directed via the Chair to the lead officer presenting the application, who may pass them to other relevant Officers and/or other speakers); and
 - (f) voting members will debate and determine the application.

Preparation of Planning Policy documents – Public Meetings

4. At public meetings Councillors should be careful to be neutral and to listen to all points of view. They should take care to express themselves with respect to all present including officers. They should never say anything that could be taken to mean they have already made up their mind before an application is determined.

Public requests to speak

5. Members of the public wishing to speak must notify the Democratic Services Officer before the meeting starts giving their name, the application/agenda item they wish to speak on and whether they are objecting to or supporting the application. Notifications can be made via e-mail or telephone, to the Democratic Services Officer (whose details are on the front of the Committee agenda) or given in person before the meeting starts.

Written statements from the public

6. Members of the public and councillors can send the Democratic Services Officer written statements and other material to circulate to committee members, and the

planning officer prior to the meeting. Statements and other material are accepted and circulated by noon, two working days before the start of the meeting.

7. Material received from the public at the meeting will not be accepted or circulated, as Councillors are unable to view give proper consideration to the new information and officers may not be able to check for accuracy or provide considered advice on any material consideration arising. Any such material will not be displayed or shown at the meeting.

Exhibiting model and displays at the meeting

8. Applicants or members of the public can exhibit models or displays at the meeting as long as they notify the Democratic Services Officer of their intention by noon, two working days before the start of the meeting so that members can be notified.

Recording meetings

9. Members of the public and press can record the proceedings of any public meeting of the Council. If you do wish to record the meeting, please notify the Committee clerk prior to the meeting so that they can inform the Chair and direct you to the best place to record. You are not allowed to disturb the meeting and the chair will stop the meeting if they feel a recording is disruptive.
10. The Council asks those recording the meeting:
 - Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule, or show a lack of respect towards those being recorded.
 - To avoid recording members of the public present unless they are addressing the meeting.

Meeting Etiquette

11. All representations should be heard in silence and without interruption. The Chair will not permit disruptive behaviour. Members of the public are reminded that if the meeting is not allowed to proceed in an orderly manner then the Chair will withdraw the opportunity to address the Committee. The Committee is a meeting held in public, not a public meeting.
12. Members should not:
 - (a) rely on considerations which are not material planning considerations in law;
 - (b) question the personal integrity or professionalism of officers in public;
 - (c) proceed to a vote if minded to determine an application against officer's recommendation until the reasons for that decision have been formulated; or
 - (d) seek to re-design, or negotiate amendments to, an application. The Committee must determine applications as they stand and may impose appropriate conditions.

Code updated to reflect changes in the Constitution agreed at Council on 25 July 2016.

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East Area Planning Committee

1st February 2017

Application Number: 16/03078/FUL

Decision Due by: 28th February 2017

Proposal: The change of use of land for purposes within Class D2 'Assembly & Leisure' of the Town & Country Planning (Use Classes) Order 1987 (as amended) including the development of: a new vehicular access; an internal road and vehicle parking area; grass and floodlit artificial sports pitches; a pavilion building including changing facilities; cycle tracks; drainage infrastructure including surface water storage; means of enclosure; & the creation of wildlife habitat.

Site Address: Land At Eastings 456292 Northing 204452 Oxford Road Oxford OX4 2PG (**site plan: appendix 1**)

Ward:

Agent: Mr Timothy Pope

Applicant: Fusion Lifestyle

Recommendation:

The East Area Planning Committee is recommended to grant planning permission for the following reasons:

Reasons for Approval

- 1 The change of use of this agricultural land to an outdoor sports and recreation facility would accord with the aims of the site allocation policy, and represent a significant improvement for the provision of sport and leisure facilities in Oxford, and also on the existing facilities at Roman Way. The proposal would constitute appropriate development within the Green Belt and has been designed in a manner that would preserve its openness and the use would not conflict with the purposes of including land within the Green Belt. The proposal would not introduce any significant impacts in terms of highway safety, noise and disturbance for adjoining properties, biodiversity, flood risk, archaeology, or contaminated land and any such impacts could be successfully mitigated by appropriately worded conditions. It would be consistent with the aims and objectives of the National Planning Policy Framework, and the relevant policies of the Oxford Core Strategy 2026 and Oxford Local Plan 2001-2016.

- 2 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials as specified
- 4 Playing Fields and Pitches to required standards
- 5 Restriction of use of playing field
- 6 Landscape plan required
- 7 Landscape carried out by completion
- 8 Landscape hard surface design - tree roots
- 9 Landscape underground services - tree roots
- 10 Tree Protection Plan (TPP) 1
- 11 Arboricultural Method Statement (AMS) 1
- 12 Ecological Mitigation and Enhancement Plan
- 13 Drainage Scheme
- 14 Sustainable Drainage Maintenance Plan
- 15 Details of Visibility Splays
- 16 Site Access Arrangements
- 17 Turning Area and Swept Path Analysis
- 18 Details of Coach Parking
- 19 Details of cycle parking areas
- 20 Access Road Dedicated Footpath
- 21 Construction Traffic Management Plan
- 22 Event Travel Management Plan
- 23 Electric Charging Points in Parking Area
- 24 Playing Field Survey
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- 26 Details of all means of enclosure on site
- 27 Details of all Floodlighting
- 28 Contaminated Land Risk Assessment
- 29 Archaeological Written Scheme of Investigation

Main Local Plan Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP8** - Design Development to Relate to its Context
- CP11** - Landscape Design
- CP13** - Accessibility
- CP20** - Lighting
- CP21** - Noise
- CP22** - Contaminated Land
- CP23** - Air Quality Management Areas

TR1 - Transport Assessment
TR2 - Travel Plans
TR3 - Car Parking Standards
TR4 - Pedestrian & Cycle Facilities
NE4 - Loss of Agricultural Land
NE13 - Water Quality
NE15 - Loss of Trees and Hedgerows
NE21 - Species Protection
NE22 - Independent Assessment
NE23 - Habitat Creation in New Developments
HE2 - Archaeology
EC1 - Sustainable Employment

Core Strategy

CS2_ - Previously developed and greenfield land
CS9_ - Energy and natural resources
CS11_ - Flooding
CS12_ - Biodiversity
CS13_ - Supporting access to new development
CS18_ - Urban design, town character, historic environment
CS21_ - Green spaces, leisure and sport
CS27_ - Sustainable economy

Sites and Housing Plan

SP21_ - Horspath Site, Land South of Oxford Road
SP49_ - Rover Sports and Social Club, Roman Way

Other Material Considerations:

National Planning Policy Framework – Paragraphs 14, 88, and 89

Representations Received:

Statutory Consultees:

Oxfordshire County Council: No objection

Natural England: No objection.

Thames Water: No objection

Network Rail: No objection

Sport England: Sport England supports this application but has requested planning conditions to ensure that the facility meets relevant design guidance standards and is fit for purpose so that it provides adequate replacement for the proposed loss of the BMW sports ground.

Horspath Parish Council:

The Council is unanimous in their support of this project to improve the sports facilities in the area and approved of the change of the use of this land within the

Oxford Green Belt. However some concerns were expressed, which you may wish to take account of when finalising the details of your plan:

1. Any floodlighting of the pitches in the far south-west side of site should be configured so that it does not shine light towards Horspath village, and there should be no over-spill of any floodlighting so that it is distracting to motorists using Oxford Road/Horspath Road at night.
2. Any car parks should be located within that south-west part of the site in the rectangle of land which is not within the Green Belt.
3. Any future major building developments on the site must be confined to that south-west part of the site in the rectangle of land which is not within the Green Belt.
4. The vehicular entrance and exit from the site in Horspath Road should be designed with due regard to maintaining road safety, and for the avoidance of traffic congestion, as this road carries almost 1,000 vehicles an hour in the two peak rush hours during the 5-day working week.

Overall, Horspath Parish Council is very supportive of this proposed development, and would be happy to send a representative to join any stakeholders' group to help Oxford City Council finalise the design of the Sports Park and to assist Fusion in its subsequent operation for the benefit of the wider community.

Third Parties

None

Officers Assessment:

Background to the Proposal

1. The site is located on the southern side of Oxford Road, on the edge of the city between Cowley and Horspath Village. The site is bordered by the Rover Sports & Social Club facilities to the west; the Cowley Branch Railway Line to the south, with BMW and Unipart beyond; Oxford Road and Horspath Road to the north (**site plan: appendix 1**)
2. The site comprises approximately 15.85ha of agricultural land, including some disused allotments in the north-western corner. The site is relatively flat and the perimeter defined by hedgerows with a number of mature trees along the southern boundary.
3. The majority of the site is located within Oxford's Green Belt, apart from a small piece of land (approximately 2ha) in the south-west corner. There are no preservation orders on site for any of the perimeter trees.
4. The planning application is seeking full planning permission for the change of use of the land to a mixed outdoor sports complex, which would be operated and managed by Fusion Lifestyle. The complex would include the following:
 - A single-storey pavilion and changing facilities building which would include a function room, kitchen, and associated storage area, 6 x team changing rooms, 2x officials changing rooms, public WCs, maintenance/equipment store room, main entrance, and external covered viewing area.

- 16 new football pitches
 - 3 x full size football pitches (100m x 65m)
 - 2 x 9v9 football pitches (73.2m x 45.7m)
 - 3 x 7v7 football pitches (54.9m x 36.6m)
 - 8 x artificial 3G small sided football pitches (varying sizes)
 - 1 x goal keeper training area
 - 2 cricket pitches and cricket practice nets
 - External works to provide a site entrance from Oxford Road, access road, 150 space car park, and access to the pavilion
 - New perimeter fencing and landscaping to improve visual appearance and security on site
 - Landscape works to provide a dedicated habitat area and wildlife balancing pond
5. The proposal is also intended as a replacement for the sports facilities that are currently located on the adjoining Rover Sports & Social Club. This sports ground has a site area of approximately 9ha, and includes 2 cricket pitches, 5 senior football pitches and additional junior pitches. It has a pavilion, cricket nets, and formerly a bowls club (which ceased use 8 years ago). The main users of the site in recent years have been Oxford United Football Club, Oxford Cricket Club, and Oxford Softball. The relocation of the facilities from this adjoining site will then enable BMW Mini Plant to consider redeveloping that site for manufacturing purposes as envisaged in Sites and Housing Plan Policy SP49.
6. Officers consider that the principle determining issues are as follows
- Principle of development
 - Need for the Multi-Sports Facility
 - Site Layout, Built Form, and Impact on Openness of Green Belt
 - Transport
 - Landscaping
 - Ecology
 - Archaeology
 - Air Quality
 - Other Matters – Land Contamination, Noise, Lighting, CIL

Principle of Development

7. The National Planning Policy Framework (NPPF) paragraph 14 has a presumption in favour of sustainable development, which for decision makers means approving development proposals that accord with the development plan without delay.

8. In terms of the general principle of development, the majority of the site is located within Oxford's Green Belt. The NPPF places great importance on Green Belt's to prevent urban sprawl by keeping land permanently open. Paragraph 88 goes on to state that substantial weight should be given to any harm to the Green Belt when considering planning applications. This view is also supported by Oxford Core Strategy Policy CS4.
9. Paragraph 89 of the NPPF identifies the provision of facilities for outdoor sport and recreation as appropriate development within the Green Belt provided that it preserves the openness of the Green Belt, and does not allow conflict with the purposes of including land within it. The Sites and Housing Plan recognises that essential facilities for outdoor sport and recreation are considered acceptable uses within the Green Belt by allocating the site for these purposes within Policy SP21.
10. On this basis, officers would advise Members that there would be no objection to the general principle of providing a multi-sports complex involving the outdoor sports proposed within the scheme. However in order to support the scheme consideration would need to be given as to whether the facility would preserve the openness of the Green Belt.

Need for a Multi-Sports Complex

11. The provision of a Multi-Sports Complex on this site is considered an important strategic development for the city for the following reasons
12. The development would provide a multi-sports hub for the community, as part of the Councils overarching Leisure & Wellbeing Strategy 2015-2020 and Playing Pitch & Outdoor Sport Strategy 2012-2026, which seek to increase adult participation in sport and meet an identified demand for community access to quality natural grass sports pitches and artificial sports pitches within the city. This would also align with national priorities and strategies such as Sport England's 'Towards an Active Nation', and Oxford Core Strategy Policy CS21 which seeks to encourage improvements to the provision of outdoor sports facilities.
13. The proposal would also play an important part in meeting the Oxford Core Strategy's aims to strengthen Oxford's economy by safeguarding the future of the BMW plant at Cowley. BMW have been looking at a number of options to expand its operations over the years, with the most feasible being to develop the existing sports pitches at Roman Way. The Sites and Housing Plan acknowledges this by allocating the existing sports pitches for car manufacturing under Policy SP49 and the application site for outdoor sports and recreation under Policy SP21.
14. The existing sports site adjacent to the BMW plant on Roman Way was previously operated and managed by Oxford Sports and Social Club with a lease from BMW. This site included a poor quality indoor space that did not meet modern standards or guidance, and approximately 9ha of outdoor pitches used for Football, Cricket and Softball. The main users of the site in recent years have

been Oxford United Football Club, Oxford Cricket Club, and Oxford Softball. The Oxford Sports and Social Club were subsequently wound up, and since that time the Council has worked closely with BMW and the various clubs operating at the site to secure a short-term lease whilst the project for a new facility on the adjoining site was developed. This short-term lease has enabled the main users such as Oxford United to remain on site.

15. In terms of replacing the existing sports facility at Roman Way, the proposed complex would be substantially larger than the existing site with approximately 15ha of useable open space compared to the 10ha at Roman Way. The proposed layout would also allow for a better mix of sports pitches, more modern facilities, along with greater access for the local community and potential for future investment into the site making it more sustainable in the long term.
16. Sport England supports the proposal on the basis that it would meet their objectives to address established deficiencies in playing pitch provision within the city. They have recommended conditions be imposed to ensure that it would provide an adequate replacement for the proposed loss of the BMW sports ground. These include requiring an assessment of the ground conditions to be undertaken in order to ensure that the playing fields will meet their specification; the pavilion is provided as shown on the plans; and a management and maintenance plan is developed for the facility.
17. Officers would advise members that the proposal would therefore represent a significant improvement to the provision of sport and leisure facilities in Oxford, and also on the existing facilities at Roman Way, thereby increasing community access and helping to secure the long term sustainability of the key stakeholders based on the existing site. Moreover the proposal would also have a very important role in strengthening Oxford's economy by safeguarding the future of the BMW plant in Oxford.

Site Layout, Built Form, and Impact on Openness of Green Belt

18. Policy CS18 of the Oxford Core Strategy 2026 requires development to demonstrate high-quality urban design responding appropriately to the site and surroundings; creating a strong sense of place; contributing to an attractive public realm; and providing high quality architecture. This is supported through Policy CP6 and CP8 which emphasise the need to make an efficient use of land in a manner that suits the sites capacity and where the siting, massing, and design of new development creates an appropriate visual relationship with the built form of the surrounding area.
19. In accordance with the requirements of the site allocation policy (SP21) and Paragraph 88 and 89 of the NPPF, the site layout has been designed in such a manner to not physically alter the openness of the Green Belt or conflict with the purposes of designating land within the Green Belt. The site layout would primarily consist of open air sports pitches, which would maintain the open character of the existing land which is within the Green Belt. The main built elements of the development – such as the single-storey pavilion, parking area, AGP pitches with its associated fencing and lighting - would be sited within the

2ha of the site that lie outside of the Green Belt as recommended within the allocation policy for the site. Nevertheless officers recognise that despite this part of the site not technically lying within the Green Belt, it would still be viewed as part of the entire site.

20. With this in mind, the south-western corner of the site would represent the most sensible location for the main built elements of the development in terms of preserving the open setting of the site. The relatively flat nature of the site and the surrounding public realm restricts views of this part of the site, and the visible elements such as the pavilion building, AGP fencing, and lighting would all be viewed against the backdrop of the large scale industrial buildings of the BMW plant and Unipart that lie beyond the rail line. The overall size, scale, and design of the pavilion would be appropriate for the site and would sit comfortably within its setting. Similarly the AGP fencing would have little visual impact given its siting and is a type of built form normally associated with an outdoor sports facility. The main built elements are modest and appropriately designed features that serve the function of the complex, and considered 'essential' facilities for this type of development. Subject to conditions requiring approval of the materials for the pavilion building, AGP fencing, and lighting columns, officers consider that these elements would create an appropriate visual relationship with the site and its setting in accordance with the respective design policies of the development plan and significantly the requirements of paragraphs 88 and 89 of the NPPF.
21. Although an access road would be required to provide a link between the Oxford Road and the parking area and pavilion building in the south-western corner of the site, it would constitute an 'engineering operation' required as part of the facility. It has been located as tight to the western boundary as possible in order to provide suitable access, and considering the need to retain a habitat area along this boundary. In this location, built at grade, and situated alongside the playing fields and the backdrop of the surrounding buildings, officers consider this element will have little or no impact on the openness of the Green Belt.
22. In summary, officers would advise members that the site layout and built form would be appropriate for this setting and be considered appropriate development which preserves the openness of the Green Belt and the purposes for including land within it and therefore with the Councils design policies of the Oxford Core Strategy and Local Plan and also national planning guidance.

Landscaping

23. The site is relatively flat with the existing hedgerows and trees limited to the boundaries of the site. The new vehicular access is likely to require the removal of a section of the hedgerow alongside Oxford Road, and ground works and construction activities for other parts of the development will be required in close proximity to the boundary hedgerows and trees. In order to preserve the existing perimeter planting, a condition should be attached which ensures that there are adequate tree protection measure in place during construction works, and that any new hard surfaces, underground utilities and drainage are routed outside of the root protection areas of trees.

24. The hedgerow along the northern boundary with Oxford road is currently low rise with gaps and lacks diversity. Officers consider that this boundary could make a positive contribution to the development in terms of providing screening from the public realm and enhancing biodiversity value through the planting of a variety of new native hedge plants into the gaps and allowing it to grow taller. The planting of new large growing native trees along the Oxford Road boundary would deliver additional significant landscape and visual and biodiversity benefits to the area. Therefore a condition should be imposed seeking approval of a landscape plan for the site which includes new planting along this boundary.

Transport

25. The application has been accompanied by a Transport Assessment that considers the highway impacts of the proposal.
26. Site Accessibility: The proposed development site is located around 1km from the Eastern By-pass Road, in close proximity to the Horspath Sports Ground and the Horspath Youth Football Club. A shared footway and cycle lane is present along the southern side of Oxford Road, which runs for the length of the road and is part of the National Cycle Route 57.
27. The Transport Assessment suggested that the application site is well related to residential and employment areas. However, only Horspath village and a small portion of the residential areas within east Oxford are within what is usually considered to be an acceptable walking distance (of 2km) to the site. Notwithstanding this the site is within an acceptable cycle distance for much of south and east Oxford and that being a sports related development, cycling, and to some extent walking, is likely to be an attractive mode for travel to the site.
28. The Transport Assessment has stated that the nearest bus stop to the site is within Horspath village and that, through the use of the service which serves this stop (service number 103) the development site would be within a 60 minute journey time by public transport for large areas of southeast Oxfordshire. The Local Highways Authority has confirmed that this service is no longer running and there is currently no bus service serving the village of Horspath. Therefore the nearest bus stop to the proposed site is the stop on Horspath Road, to the west of the Eastern By-pass, around 1km from the development site. This is within a reasonable walking distance from the proposed site. The service number 10 which stops at this stop serves the city centre, Cowley, Headington and the JR hospital. The site would therefore be accessible by public transport to a large area of Oxford city, but not as easily accessible for those traveling from beyond the city.
29. While the development may be accessible by sustainable modes for much of Oxford City, it is likely that many visitors to the site will travel by car, minibus or coach. The Local Highways Authority have raised no objections to the general accessibility of the site, however, it is important to understand how the site will be accessed when considering the traffic impacts of the development.

30. Traffic Generation: The Transport Assessment sets out that the forecasted trip generation under normal operating circumstances would be substantially less than the day-to-day traffic flows on both the A4142 and Oxford Road.
31. The Assessment identifies that over the course of a weekday evening on which the proposed 5 a-side football league games will be held, a total of 236 vehicle movements can be expected to be generated from this use on the site. While the youth / academy football training that is also likely to take part during weekday evenings, will generate up to 136 vehicle movements.
32. The Local Highways Authority have stated that the Transport Assessment provides robust figures regarding traffic generation which assume that all site users arrive by car and that all pitches would be in use at the same time. It is not entirely clear from the Transport Assessment whether the 5-a-side matches and youth / academy football training would take place on the same weekday evenings. Should this be the case, the proposed site could be expected to generate up to 372 vehicle movements over the course of a weekday evening. To this end the Local Highways Authority accepts that these vehicle movements are likely to be spread over the course of an evening and that the peak arrival and departure times for the proposed site are not likely to coincide with the peak network hours of the local highway network, and present a worst case scenario that is still within the observed daily fluctuation in traffic volumes. Furthermore, as the proposed development is intended to relocate and replace the existing sports facilities at the adjoining Oxford Sports and Social Club it would be reasonable to accept that a proportion of the trips anticipated to the facility could already be generated by the adjacent Oxford Sports and Social Club and thereby on the surrounding network, even if the proposal is likely to generate a higher number of trips.
33. The Local Highways Authority has therefore not raised any objection in terms of the development having an adverse impact upon the local highway. However in order to promote the use of sustainable transport for the site's users and minimise the site's potential traffic impact, the provision of an Event Travel Management Plan which focuses on both day to day travel to and from the site as well as any special events that will be held at the site such as tournaments where more people are expected to require access the site simultaneously. This should be secured by condition.
34. Site Access & Layout: The proposal includes the provision of a new vehicle access onto the Oxford Road to the east of the existing access to the Horspath Sports Ground. To the west of the proposed vehicle access, Oxford Road is subjected to a 40mph speed limit. Between the existing access to Horspath Sports Ground and the proposed new vehicle access to the development site Oxford Road becomes unrestricted. To the west of the proposed vehicle access the road remains unrestricted until it reaches the village of Horspath.
35. The Local Highways Authority have recommended that for the benefit of highway safety the 40mph speed limit on Oxford Road should be extended to around 90m from the eastern end of the proposed hatching for the right turn lane, east of the new access. This would require an amendment to the Traffic Regulation Order

(TRO). With an extension of the 40mph speed limit to the east to the access the visibility splays of 2.4m x 120m as set out in the Transport Assessment would be considered appropriate and in line with the standards set out in the Design Manual for Roads and Bridges (DMRB) for speeds of up to 40mph.

36. However, since the extension of the 40mph speed limit and amendment to the TRO would be subject to statutory consultation, this cannot be predetermined. With this in mind the Local Highways Authority requires that visibility splays are provided in accordance the standards for an unrestricted road, namely 2.4m x 215m in order to ensure that the development provides a safe access in the event that the extension to the 40mph speed limit is not approved. These visibility splays could be accommodated although the boundary fence / hedge may have to be set slightly further back from the carriageway at the site access in order to achieve this. Officers would recommend a condition be attached which requires details of the visibility splays to be agreed depending on which set are required.
37. The proposed access arrangements also include some highway works on the Oxford Road outside of the new entrance and the entrance to the Horspath Sports Ground. These include the provision of right turn lanes into both facilities and islands on the hatched areas. The provision of the islands could deter possible overtaking, but will add to on-going maintenance requirements which the Local Highways Authority are concerned about. With this in mind they have recommended that a revised access plan is submitted with the central island between the two turning bays remaining but with the two islands at either end of the right turn lanes removed. The proposed site access arrangement also indicates give way markings from the new access are to be set back in order to give priority to cyclists using the shared cycle lane / footway along the southern side of Oxford Road. The Local Highways Authority would agree with the aims of this arrangement but are concerned that the proposed surface treatment would not be strong enough to ensure compliance by turning traffic. Therefore, they have requested that the give way markings are installed on the cycle track at the access junction, as has been done at the junction of Horspath Road and Roman Way further west.
38. The other site access arrangements shown on the plans indicate that appropriate dropped kerbs and tactile paving is to be provided at the site access for the benefit of pedestrians crossing from the shared cycle lane / footway. There is already street lighting present along the southern side of Oxford Road up to a point just east of the existing access the Horspath Sports Ground and west of the proposed access (the same point at which the road becomes unrestricted). The Local Highways Authority has indicated that the street lighting should be extended to the east of the proposed vehicle access.
39. Within the site, the drawings indicate that the footways from Oxford Road on either side of the access road will not continue on alongside the access road into the site. In the absence of a dedicated footway into the site it is likely that the access road will be used as a shared surface between pedestrians, cyclists and motor vehicles. Having regards to the distance between the Oxford Road and sports pavilion, a dedicated footway is also to reduce the potential for conflict

between pedestrians and cyclists or motorists and provide a safe area for pedestrians to pass without stepping out onto the grassed area. This would be particularly important for disabled visitors to the site as well as parents with young children in pushchairs. The footpath must be appropriately lit. This should be secured by condition.

40. The Transport Assessment has included Swept Path plans to demonstrate that the largest vehicles expected to require access to the site (in this case coaches, refuse vehicles and emergency vehicles) can safely enter, turn and exit the site in a forwards gear. However, it is noted that these manoeuvres can only be undertaken with the suspension of six parking spaces. This arrangement would be difficult to manage should coaches need to turn on in the car park on a match day when the car park is likely to be well used. Furthermore the instances in which emergency vehicles will require access the site cannot be anticipated and so the suspension of those bays could not be ensured at those times. A dedicated turning area is therefore required for such vehicles and so officers would recommend a revised plan be provided by condition showing the turning area.
41. Car Parking: The Local Plan states in Policy TR3 that developments should provide an appropriate level of car parking although the Local Plan does not include any set standards for this type of facility. The proposal would provide a total of 150 parking spaces. The Transport Assessment sets out that the anticipated peak parking demand on the site for the various uses could reach the following levels:
- 59 - 61 spaces on weekday evenings associated with the proposed 5 a-side league
 - 68 spaces on weekday evenings for youth / academy training sessions
 - Up to 129 spaces if the weekday training sessions and 5 a-side league games take place on the same weekday evening and all pitches are in use
 - 145 during the weekend while football matches are taking place
42. The provision of 150 parking spaces is likely to be sufficient given the assumptions contained within the Transport Assessment. The Local Highways Authority has raised no objection to the level of parking or assumptions in the Transport Assessment, but has rightly stated that it is vital all the parking demand associated with the facility can be accommodated on site. Therefore they have recommended that an area is set aside for overflow parking in the event that demand for car parking exceeds capacity in order to ensure that vehicles do not park on the access road to the facility impacting on emergency vehicles or coaches arriving to the facility. This point is accepted by officers, however, it is also important to bear in mind that the Horspath Road Sports Ground is sited on the opposite side of the Oxford Road which could provide overflow parking for the facility and clearly the Event Travel Management Plan can provide details of the parking management for the facility including actively promoting options such as car sharing.
43. The County Council also requests that Double Yellow Lines are included along the Oxford Road as part of the proposed highway works in order to ensure that overspill parking cannot occur along the Oxford Road outside of the site. This

would also be secured by condition.

44. In addition to vehicle parking, it is also likely that coaches will require access to the site, particularly on match days, however the site plans do not show where coaches are expected to park on the site. Therefore a condition should be imposed requiring details of the coach parking area.
45. Cycle Parking: The development would provide 60 secure and covered cycle parking spaces on the site. Having regards to the potential for trips to the proposed site to be made by cycling and the anticipated numbers of people to be on the site during peak times, the Local highways Authority would recommend that a higher provision of cycle parking be provided in order to encourage cycling as a preferred mode for travel to the site.
46. The cycle parking provision must be located in an easily visible and accessible location within the site with a clear and level access from the internal access road to the cycle parking area. There is sufficient space to provide more cycle parking spaces, and also to locate this area in a convenient location for users. Therefore officers would recommend a condition be attached requiring approval of these details.
47. Officers would therefore recommend to members that subject to appropriately worded conditions, the proposed development would be acceptable in highway terms in accordance with Policies CP3, TR1, TR3, and TR4 of the Oxford Local Plan 2001-2016.

Flood Risk and Drainage

48. A Flood Risk Assessment has been submitted with the application. It identifies that the site is located within Flood Zone 1, but that an area along the southern boundary of the site parallel with the railway line is susceptible to surface water flooding.
49. Having regards to the nature of the development and the layout, it is not anticipated that the buildings or other facilities will be at an increased risk of flooding or create further unacceptable risk of flooding elsewhere.
50. A Drainage Strategy has also been submitted with the application, which primarily deals with pitch drainage. The strategy identifies that the surface water drainage scheme for the access road, hardstanding, and building will need to be developed as part of the strategy for the whole site. However, considering that only 7% of the site will be impermeable ground, the size of the development site and the estimated attenuation volume likely to be required it is considered that an appropriate drainage strategy could be developed to ensure that the built elements of the development do not adversely impact on surface water flooding. This could be secured by condition.
51. Thames Water has reviewed these documents and has raised no objections to the proposal with respect to surface water drainage, wastewater, and foul water.

Ecology

52. An Ecological Appraisal has been submitted which considers the potential impacts upon biodiversity and any mitigation measures that are necessary within the site layout.
53. The site is not subject to any statutory designations of nature conservation interest. The Phase 1 survey identified that the hedgerows on the perimeter of the site were species poor, but that suitable habitat is present for ground and tree nesting birds, foraging and commuting badgers, and bats within the site. A total of six bat species were recorded on site, but activity is generally low, and there was only one tree with bat roosting potential. The site also includes some habitat in the west that supports slow-worm and common lizard.
54. In order to mitigate any ecological impact, the appraisal recommends that the layout of the site retains and restores the open mosaic habitat and hedgerows on the site for the creation and enhancement of habitat to offset / compensate for that which is lost. The site layout has identified a habitat area in the west where this could be achieved and the landscaping plan will encourage planting along the hedgerows. The development of an appropriate lighting scheme that is sensitive to bats (i.e. avoiding lighting boundary features and any newly created habitat areas such as ponds and swales). To avoid killing or injury to badgers and reptiles through appropriate mitigation and for the reptiles translocation to a prepared receptor site. This would all be achieved through an Ecological Management and Enhancement Plan.
55. Officers would concur with the findings of the appraisal and consider that the proposal would accord with the aims of Oxford Core Strategy Policy CS12 subject to a condition which requires the development of an Ecological Mitigations and Enhancement Plan.

Archaeology

56. The application has been accompanied by an Archaeological Desk Based Assessment and Field Evaluation Report.
57. This site is of interest because evaluation trenching has demonstrated the presence of localised Late-Iron Age and early Roman settlement activity. The site is located within a wider landscape of extensive and dispersed Roman manufacturing compounds and associated infrastructure orientated on the Dorchester-Alchester Road. Limited activity of Late Bronze Age-Early Iron Age in the form of a single 2m wide ditch was recorded during extensive trenching at the adjacent Rover VQ building site in 1995 (OAU 1995). The Oxford pottery industry can be considered of national importance in the field of Roman studies and therefore well preserved kilns or related infrastructure have the potential to be significant archaeological interest. The application site has previously been subject to archaeological field walking survey and phased evaluation trenching in relation to a previous application 001/1001/NFY. The 2001 surface collection recovered a random scattering of Roman and medieval pottery. The volume of

finds recovered was small with no evidence for kiln waste and no particular concentration of activity noted. In April 2002 a field evaluation in the north-west corner of the site recorded a 1st century east-west ditch and to the south of this two further undated gullies, posthole and pit. In September 2002 four further trenches were excavated targeted on proposed impacts, these did not reveal any further features.

58. The applicant is currently undertaking further investigations in the form of evaluation trial trenching on site. Having regards to the results of the desk based assessment a condition should therefore be attached requiring full details of the scheme of archaeological investigations taking into account the work that is underway and programme for post-investigation assessment.

Air Quality

59. An Air Quality Assessment has been submitted with the application which considers the impacts potential impacts of vehicle exhaust emissions on air quality during the operational phase of the proposed development.
60. Having reviewed the assessment officers consider that the development would not have an adverse impact on air quality. However, a key theme of the National Planning Policy Framework is that development should enable future occupiers to make “green” vehicle choices and “incorporate facilities for charging plug-in and other ultra-low emissions vehicles”. Oxford City Council’s Air Quality Action Plan 2013 commits to seeking to ensure that new developments make appropriate provision for walking, cycling, public transport and low emission vehicle infrastructure e.g. Electric Vehicle charging points.
61. As a minimum requirement, new development schemes should include the provision of electric vehicle recharging provision and any mitigation requirements arising from the exposure assessment, where applicable. The recommended provision rate is at least 1 Electric Vehicle (EV) charging point per 10 parking spaces. Therefore officers would recommend a condition be imposed which seeks the provision of charging points within the parking area.

Other Matters

62. Noise: An Operational Noise Management Plan has been submitted which outlines key noise areas in general terms but with only limited information relating to this particular proposal. The plan identifies that the nearest residential accommodation is some 400m away and therefore it is extremely unlikely that the intended use would present a noise problem for surrounding residents.
63. In light of this, officers would raise no objections in terms of noise pollution. However, in order to mitigate any possible noise pollution, officers would request a management plan which includes operating times for the facility, so as to reduce general ambient noise levels in the area.
64. Lighting: A lighting plan has been included with the application. Although the site is agricultural land, it is not entirely dark at night due to the surrounding industrial

and highways lighting required for these uses. During the consultation process, the Horspath Parish Council has raised a concern about the potential impact of floodlighting upon their local residents. The lighting plan shows that the access road, parking area, and AGP would need to be lit. The plan indicates that the light spillage from this lighting would be extremely limited and contained well within the site. A condition should be attached which requires details of the lighting columns for the site, and the method of ensuring that the lighting plan spillage is achieved (i.e. lighting hoods etc)

65. Land Contamination: A Phase 1 desk study has been submitted with the application. The report identified numerous potential contamination sources both on and off site and assessed the risks from contamination on site to be low to moderate. A phase 2 intrusive site investigation is recommended to characterise the ground conditions on site and further assess the risks to future end users. Officers would therefore raise no objection to the proposal subject to a condition requiring the further phase 2 and 3 surveys being carried out on site.

66. Community Infrastructure Levy: The Community Infrastructure Levy (CIL) is a standard charge on new development. The amount of CIL payable is calculated on the basis of the amount of floor space created by a development and applies to developments of 100 square metres or more. Based on the floor area of the proposed development the proposal will be liable for a CIL payment of £13,878.

Conclusion:

67. The proposal is considered to be in accordance with the relevant policies of the Oxford Core Strategy 2026 and the Oxford Local Plan 2001-2016 and therefore Members of the East Area Planning Committee are recommended to grant planning permission for the proposed development.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider

that the proposal will not undermine crime prevention or the promotion of community safety.

Contact Officer: Andrew Murdoch

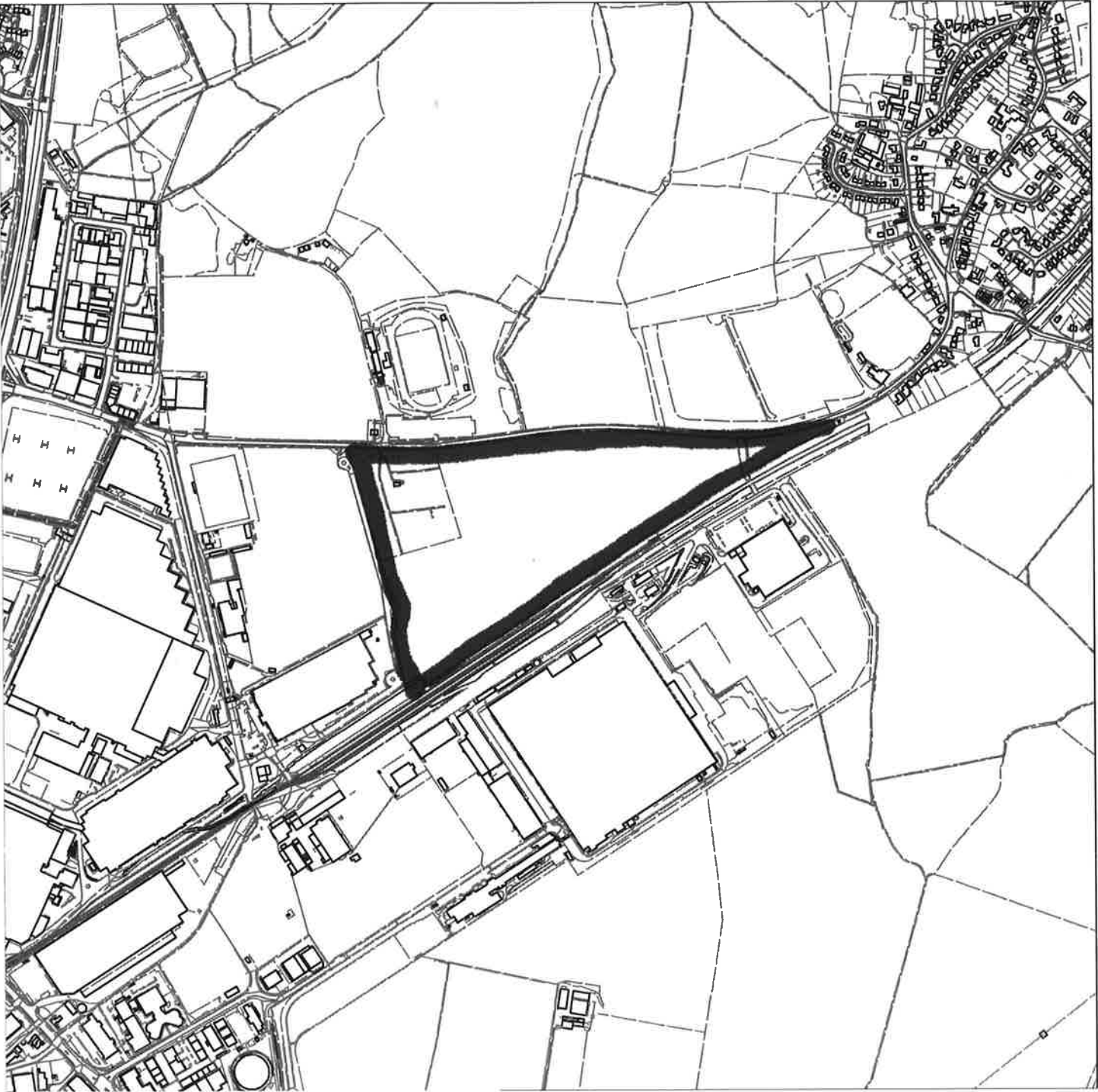
Extension: 2228

Date: 18th January 2017

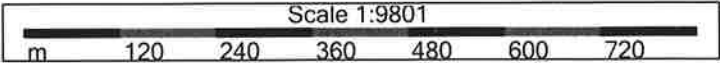
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Appendix 1

Land South of Oxford Road - 16/03078/FUL



[1:9800



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|--------------|---------------------|
| Organisation | Oxford City Council |
| Department | City Development |
| Comments | Not Set |
| Date | 23 January 2017 |
| SLA Number | 100019348 |

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