

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

District: Cherwell

Application No: 21/00503/F

Proposal: Use of the site for the storage of operational vehicles, elevational alterations, associated parking, vehicle barriers, guard hut and associated infrastructure

Location: Banbury 200 Southam Road Banbury

Response date: 26th March 2021

This report sets out the officer views of Oxfordshire County Council (OCC) on the above proposal. These are set out by individual service area/technical discipline and include details of any planning conditions or informatives that should be attached in the event that permission is granted and any obligations to be secured by way of a S106 agreement. Where considered appropriate, an overarching strategic commentary is also included. If the local County Council member has provided comments on the application these are provided as a separate attachment.

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Strategic Comments

The site is located within an area of land that is subject to Policy SLE1 Employment Development within the Adopted Cherwell Local Plan 2011-2031 Part 1.

The County Council is raising Transport and Drainage objections. Also attached are Archaeology comments.

Officer's Name: Jonathan Wellstead

Officer's Title: Principal Planner

Date: 26 March 2021

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General Information and Advice

Recommendations for approval contrary to OCC objection:

If within this response an OCC officer has raised an objection but the Local Planning Authority are still minded to recommend approval, OCC would be grateful for notification (via planningconsultations@oxfordshire.gov.uk) as to why material consideration outweighs OCC's objections, and to be given an opportunity to make further representations.

Outline applications and contributions

The anticipated number and type of dwellings and/or the floor space may be set by the developer at the time of application which is used to assess necessary mitigation. If not stated in the application, a policy compliant mix will be used. The number and type of dwellings used when assessing S106 planning obligations is set out on the first page of this response.

In the case of outline applications, once the unit mix/floor space is confirmed by reserved matters approval/discharge of condition a matrix (if appropriate) will be applied to establish any increase in contributions payable. A further increase in contributions may result if there is a reserved matters approval changing the unit mix/floor space.

Where a S106/Planning Obligation is required:

- **Index Linked** – in order to maintain the real value of s106 contributions, contributions will be index linked. Base values and the index to be applied are set out in the Schedules to this response.
- **Administration and Monitoring Fee - £250**
This is an estimate of the amount required to cover the monitoring and administration associated with the S106 agreement. The final amount will be based on the OCC's scale of fees and will be adjusted to take account of the number of obligations and the complexity of the S106 agreement.
- **OCC Legal Fees** The applicant will be required to pay OCC's legal fees in relation to legal agreements. Please note the fees apply whether a S106 agreement is completed or not.

Security of payment for deferred contributions - Applicants should be aware that an approved bond will be required to secure a payment where a S106 contribution is to be paid post implementation and

- the contribution amounts to 25% or more (including anticipated indexation) of the cost of the project it is towards and that project cost £7.5m or more;
- where aggregate contributions towards bus services exceeds £1m (including anticipated indexation).

A bond will also be required where a developer is direct delivering an item of infrastructure.

The County Infrastructure Funding Team can provide the full policy and advice, on request.

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Transport Schedule

Recommendation:

Objection for the following reasons:

- No details on the impact on development traffic on carriageway access approach for passing traffic, neither the network intersections within close proximity of the site.
- No Details of the warehouse operational details and capacity of holding area and operational connectivity with the proposed Van Storage site submitted for approval.
- No details of parking arrangements and impacts on traffic and road network capacity in development area has been submitted

S106 Contributions

Contribution	Amount £	Price base	Index	Towards (details)
Public Transport Infrastructure contribution	16,000	August 2018	Baxter	A pair of Premium Route bus stop pole /flag /information cases and two shelters
Total	£16,000			

Key points:

- The impact the proposed increase in van storage, driver vehicle trips and parking on network within the immediate of the Van storage area and the Last-Mile Warehouse.
- Absence of information on the existing warehouse's capacity to accommodate the number of vans off the network for loading and delivery or the booking mechanism for scheduling van movements from the Storage site to Warehouse without adverse impact on traffic and capacity of road network and intersections.
- Absence of details on the Van Storage Operation Management Plan for the delivery service.

Existing Site

The Vacant site comprises an existing warehouse (Banbury 200) located approximately 800m north of Banbury town centre situated to the west of Southam Road and to the east of Ruscote Avenue (A422) to the west. The site is bounded by industrial units to the north, Southam Road and a Waitrose to the east, a cemetery to the south and a car park and Ruscote Avenue to the west. The most recent application (App ref : 18/01246/F) at this site was granted consent with conditions in December

2018 for the change of use of premises from Class B8 to B1c/B2/B8, including internal and external alterations, demolition of ancillary structures and a new access to Southam Road. The site is also close to existing bus services, walking and cycling routes.

Proposal

The proposed van storage scheme is associated with a nearby last-mile distribution centre approximately 1.5km north of the site, located to the east of Southam Road (A422). The Warehouse will operate a parcel delivery and distribution service for customers in the local area using vans. The proposed overnight van storage park would accommodate 450 operational vans, 1 car parking space, 42 Cycle Parking Space and 5 motorcycle spaces. The existing car parking spaces will be reduced from 211 car spaces, the cycle parking spaces will remain at 42 and the 10 disabled parked will be the van storage proposal.

The Applicant confirms the proposed arrangement will improve the existing operations, reduce overall journeys, enhance the sustainability of the operation and travel and be consistent with the principles of freight consolidation. In addition, the TS states the proposed van storage site will remove vans from the road network during out-of-operation hours; and allow the incorporation of passive/active Electric Vehicle (EV) charging for future increase in EV fleet.

Access to the site will be achieved from the existing priority junction onto Southam Road which is shared with a neighbouring Waitrose Service vehicle entrance and an emergency exit-only egress is proposed to the north-east of the site through an existing left turn only junction onto the A422

Comments:

The existing car parking space was 211 carparking spaces, 42, cycle storage spaces, and 10 disable parking spaces prior to the consented application. Regarding the consented application, the car parking provision was for 186 car spaces, and 34 for LGV and PSV totalling 440 outbound and inbound vehicle movements during the day.

The Transport Statement (TS) for this proposals states that local drivers would arrive at the proposed site by various means of transport, collect a van and drive on to the last-mile distribution centre to collection parcels for deliveries. Once all deliveries have been made, drivers would return the vans to the site, collect their cars, others will use sustainable modes of transport.

Referring to this arrangement the Applicant has not submitted any evidenced based information and plan covering the baseline parking demand on carriageway space, or any additional parking demand generated by the warehouse staff and delivery drivers for the proposal. The critical issue where will the 307 commuter drivers and warehouse staff park their vehicles in the area. No parking Surveys have been submitted for the existing parking demand and any additional on-street parking demand because of the proposed development (which in my view would exacerbate parking stress and reduce the capacity of the network in the area). For this scale of planning proposal, the TDC Officer will expect the Applicant to provide its own on-site parking facility for its drivers.

The route that drivers will follow between the van storage site off Southam Road and the existing last-mile distribution centre will be from the site north along Southam Road (A361 and A423) via the Southam Road/A422 roundabout.

Regarding the access, the Applicant should ensure that the gradient and sightlines complies with current highway design Standards and has sufficient drainage and ensure the dimensions are appropriate for servicing the site.

Model split for the Van Storage and Warehouse proposal

The modal split for NOMIS database for Cherwell 003 area for travel to work when applied to the above operation shows that 5% of all van drivers would commute to the site via bicycle which equates to 25 employees. There are 7 existing cycle shelters on-site which will be retained with the development will provide 42 cycle spaces. A total of 451 drivers that will go to work, 68% (307) by will do so by van or car and 16% (71) by foot.

The TS confirms that trips between the van storage and the last-mile distribution centre could start from 05:30 to 08:30 and completed between 16:00-19:00. Details on number of vehicles, the scheduling arrangement so the TDC Officer needed to assess the impact of volume of vehicle trips for various delivery time slots from the Storage area to the Warehouse has not been. This will be required within the context of Delivery Service / Van park management in support of the Application.

Table 4.1 – Modal Split and Number of Workers

Method of Travel to Work	Percentage	Worker Numbers
Underground, metro, light rail or tram	0%	0
Train	1%	5
Bus, minibus or coach	2%	7
Taxi	1%	4
Motorcycle, scooter or moped	1%	5
Driving a car or van	68%	307
Passenger in a car or van	6%	27
Bicycle	5%	25
On foot	16%	71
Other	0%	2
Total	100%	451

I note the potential trip generation figures presented in table 5.1 for the consented application (18/01246/FUL) based on 18,587sq.m of the extant development has a total of 550 two-way vehicular trips. Given that the modal split above indicates 68% of workers travel to work by car, the total two-way car driver movements of 614 plus the 451van's two -way 902 vehicle movements, a total of 1516 trips(minimum) will be associated with the proposal daily.

Table 5.1 – Consented Trip Generation

Time Period	Arrivals	Departures	Total
0500 - 0600	0	0	0
0600 – 0700	85	0	85
0700 – 0800	49	7	56
0800 – 0900	38	10	48
0900 – 1000	23	14	37
1000 – 1100	15	10	25
1100 – 1200	9	12	21
1200 – 1300	14	17	31
1300 – 1400	29	16	45
1400 – 1500	13	26	39
1500 – 1600	11	31	42
1600 – 1700	8	57	65
1700 – 1800	7	33	40
1800 – 1900	1	15	16
Daily (24hr)	303	247	550

It is also noted when the comparative generated vehicle trips for previous consented development (18/0126/FUL) Van storage site proposal only the vehicle trips as shown below exceeds that of the consented development for the same time slots.

Extant App.(18/0126/FUL)

0600-0900 189 two-way veh. trips
1700-1800 40 two-way veh. trips

Van storage site App(21/00503/FUL)

588 two-way veh. trips
252 two-way veh. trips

In line above comment Oxfordshire County Council (OCC) as Local Highway Authority (LHA) would expect the Applicant to provide evidenced based data junction capacity analysis for the existing network intersections within close proximity of the Warehouse and the Van storage park. The baseline network flows from the analysis together with the generated flows then can be utilised in demonstrating that access junction and nearby intersections (e.g. Southam Road / Ruscote Avenue etc.), in the area can accommodate both existing network and the generated development traffic.

. Other issues of concern that relate the proposed access approach are;

- The need for the access arrangements to be accompanied by swept path analyses of the vehicles likely to access the Van storage site together with drawing showing compliance to highway Visibility Splay Standards.
- Southam Road is about 6.5m wide including an on-carriage cycle lane which further reduces the effective carriageway width. No provision on carriageway to the van park access has been made by Applicant to address the issue of the heavy turning flows into and out of the van storage site or mitigate the adverse impacts on 'through' traffic and cyclist in that area. The Applicant should

consider widening that section of the carriageway for a right turning pocket facility in order ease the movement of passing traffic.

Walking

Currently there is limited pedestrian access into the site from Southam Road, this call for contributions towards footway improvements should planning consent be granted. This should include tactile paving and dropped kerbs at road junctions close to the the development. PERS Audits of the route from the Warehouse to Van Storage Park will be required to from the Applicant to ascertain the footway and highway required for pedestrians in the area

Cycling and Cycling routes

Though CDC and OCC have no set specific standards for cycle parking, 42 cycle spaces, however the Travel Plan in support of the Applicant should inform the level of cycle provision. Also details cycle parking facilities and CERS Audit will assist in enhancing cycle movements and cycle route improvements close to the Warehouse and Van Storage area. These should be provided in support in support of the Proposal.

Public Transport

The Council's Local Transport Plan provides the policy background for much improved bus services in Banbury (the 'Banbury Bus Strategy'), as a means of increasing the proportion of people travelling by bus, and therefore reducing the traffic congestion. There are two pairs of bus stop located on Southam Road in the vicinity of the site access with the closest pair located about 100metres south of the access. The quality of the stops closer to the access is extremely poor with just a flag pole and shall need significant improvements. It is considered reasonable for this development to fund for two Premium Route bus stop pole/flag./information cases and two shelters at an indicative cost of £16,000 which shall be secured via a s106.

The developer will be required to liaise with Banbury Town Council regarding the style of bus shelter to be procured, along with confirmation that the Town Council will take on the ongoing liability for maintenance. The cost of additional load factors as result of the development on bus service operation in the area.

Planning Conditions:

In the event of permission being granted for the above application, the following planning

Standard conditions for approval:

- Access arrangements
- Van Storage Parking arrangement and cycle parking details
- Work- Place Green Travel plan
- Van storage and Warehouse distribution Management Plan
- Delivery Service Plan
- Construction Management Plan

Should be attached to above application

Officer's Name: Francis Hagan

Officer's Title: Transport Planner

Date: 25 March 2021

Application no: 21/00503/F

Location: Banbury 200 Southam Road Banbury

Drainage

Recommendation:

Objection

Key issues:

LLFA appreciate the information submitted. Unfortunately, the strategy/FRA submitted does not meet our guidance and therefore we've decided to object.

The previous FRA document referred to in the strategy by "T.R. Collier & Associates Limited" (Appendix C) states the proposal to "renovate an existing building by changing the cladding with the external area's to remain generally as is but replacing the wearing course, all existing drainage is to remain". However, this does not reflect the proposal submitted in this application. According to this application, the proposal states the following "The proposed development involves the use of the site for the storage of operational vehicles, elevational alterations, associated parking, vehicle barriers, guard hut and associated infrastructure."

Therefore, for the new proposal, a detailed surface water management strategy must be submitted in accordance with the [Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire](#)

In line with this guidance, runoff must be managed at source (i.e. close to where it falls) with residual flows then conveyed downstream to further storage or treatment components, where required. The proposed drainage should mimic the existing drainage regime of the site as much as possible.

Detailed comments:

The [Sustainable Drainage Systems \(SuDS\) Policy](#), which came into force on the 6th April 2015 requires the use of sustainable drainage systems to manage runoff on all applications relating to major development. As well as dealing with surface water runoff, they are required to provide water quality, biodiversity and amenity benefits in line with National Guidance. The [Sustainable Drainage Systems \(SuDS\) Policy](#) also implemented changes to the [Town and Country Planning \(Development Management Procedure\) \(England\) Order 2010](#) to make the Lead Local Flood Authority (LLFA) a statutory Consultee for Major Applications in relation to surface water drainage. This was implemented in place of the SuDS Approval Bodies (SAB's) proposed in Schedule 3 of the Flood and Water Management Act 2010.

All full and outline planning applications for Major Development must be submitted with a Surface Water Management Strategy. A site-specific Flood Risk Assessment (FRA) is also required for developments of 1 hectare or greater in Flood Zone 1; all developments in Flood Zones 2 and 3 or in an area within Flood Zone 1 notified as having critical drainage problems; and where development or a change of use to a more vulnerable class may be subject to other sources of flooding.

Further information on flood risk in Oxfordshire, which includes access to view the existing fluvial and surface water flood maps, can be found on the [Oxfordshire flood tool kit](#) website. The site also includes specific flood risk information for developers and Planners.

The [National Planning Policy Framework](#) (NPPF), which was updated in February 2019 provides specific principles on flood risk (Section 14, from page 45). [National Planning Practice Guidance](#) (NPPG) provides further advice to ensure new development will come forward in line with the NPPF.

Paragraph 155 states; *“Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.”*

As stated in Paragraph 158 of the NPPF, we will expect a sequential approach to be used in areas known to be at risk now or in the future from any form of flooding.

The [Non-statutory technical Standards for sustainable drainage systems](#) were produced to provide initial principles to ensure developments provide SuDS in line with the NPPF and NPPG. Oxfordshire County Council have published the [“Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire”](#) to assist developers in the design of all surface water drainage systems, and to support Local Planning Authorities in considering drainage proposals for new development in Oxfordshire. The guide sets out the standards that we apply in assessing all surface water drainage proposals to ensure they are in line with National legislation and guidance, as well as local requirements.

The SuDS philosophy and concepts within the Oxfordshire guidance are based upon and derived from the CIRIA [SuDS Manual \(C753\)](#), and we expect all development to come forward in line with these principles.

In line with the above guidance, surface water management must be considered from the beginning of the development planning process and throughout – influencing site layout and design. The proposed drainage solution should not be limited by the proposed site layout and design.

Wherever possible, runoff must be managed at source (i.e. close to where it falls) with residual flows then conveyed downstream to further storage or treatment components, where required. The proposed drainage should mimic the existing drainage regime of the site. Therefore, we will expect existing drainage features on the site to be retained and they should be utilised and enhanced wherever possible.

Although we acknowledge it will be hard to determine all the detail of source control attenuation and conveyance features at concept stage, we will expect the Surface Water Management Strategy to set parameters for each parcel/phase to ensure these are included when these parcels/phases come forward. Space must be made for shallow conveyance features throughout the site and by also retaining existing drainage features and flood flow routes, this will ensure that the existing drainage regime is maintained, and flood risk can be managed appropriately.

By the end of the Concept Stage evaluation and initial design/investigations Flows and Volumes should be known. Therefore, we ask that the following Pro-Forma is completed and returned as soon as possible:

Officer's Name: Sujeenthan Jeevarangan

Officer's Title: LLFA Planning Engineer

Date: 24 March 2021

Application no: 21/00503/F

Location: Banbury 200 Southam Road Banbury

Archaeology

Recommendation:

No objection

Key issues:

The proposals outlined would not appear to have an invasive impact upon any known archaeological sites or features.

As such there are currently no archaeological constraints to this scheme.

Legal agreement required to secure:

None

Conditions:

None

Informatives:

None

Detailed comments:

The proposals outlined would not appear to have an invasive impact upon any known archaeological sites or features.

As such there are currently no archaeological constraints to this scheme.

Officer's Name: Steven Weaver

Officer's Title: Planning Archaeologist

Date: 03 March 2021
