

<b><u>Consultee</u></b>	<b><u>Date Sent</u></b>	<b><u>Expires</u></b>	<b><u>Reply</u></b>
Bicester Town Council	28.11.2019	19.12.2019	15.01.2020
Chesterton Parish Council	28.11.2019	31.01.2020	09.03.2020
Arboriculture CDC	28.11.2019	19.12.2019	16.01.2020
Building Control CDC	28.11.2019	19.12.2019	09.01.2020
Campaign to Protect Rural England Oxfordshire	28.11.2019	19.12.2019	03.01.2020
Ecology CDC	28.11.2019	19.12.2019	04.02.2020
Economic Development CDC	28.11.2019	19.12.2019	
Environment Agency	28.11.2019	19.12.2019	13.12.2019
Environmental Health CDC	28.11.2019	19.12.2019	12.12.2019
Finance (New Homes Bonus)	28.11.2019	19.12.2019	
Highways England	28.11.2019	19.12.2019	19.12.2019
Landscaping CDC	28.11.2019	19.12.2019	28.01.2020
Legal Services Rights of Way Officer CDC	28.11.2019	19.12.2019	04.12.2019
Licensing CDC	28.11.2019	19.12.2019	29.11.2019
Natural England	28.11.2019	19.12.2019	05.12.2019
Open Spaces Society	28.11.2019	19.12.2019	
Oxfordshire County Council – Single Response – Major Planning Applications Team	28.11.2019	03.01.2020	10.01.2020
Planning Policy CDC	28.11.2019	12.01.2020	26.02.2020
Public Art CDC	28.11.2019	19.12.2019	18.12.2019

Ramblers Association	28.11.2019	19.12.2019	30.01.2020
Rights of Way OCC	28.11.2019	19.12.2019	
Secretary of State for HCLG	28.11.2019	19.12.2019	
Thames Valley Police (Design Advisor)	28.11.2019	19.12.2019	20.12.2019
Thames Water	28.11.2019	19.12.2019	12.12.2019
Weston on the Green Parish Council	28.11.2019	12.01.2020	06.01.2020
Archaeology OCC	18.12.2020	08.01.2020	27.01.2020
Ecology CDC	18.12.2020	01.01.2020	05.02.2020
Oxfordshire County Council – Single Response – Major Planning Applications Team	27.01.2020	10.02.2020	03.03.2020
Bicester Delivery Team	20.02.2020	12.03.2020	17.01.2020
Somerton Parish Council	20.02.2020	12.03.2020	03.02.2020
Middleton Stoney Parish Council	20.02.2020	12.03.2020	13.02.2020
Conservation CDC	20.02.2020	12.03.2020	11.03.2020
Duns Tew Parish Council			09.03.2020
Upper Heyford Parish Council			10.03.2020

## **Planning Application 19/02550/F – CDC Wellbeing Department Consultation Response**

**The Wellbeing department object to the development proposals, on the grounds that it will lead to the loss of an 18-hole golf facility within the district.**

The 2018 Cherwell District Sports Studies recommend that existing golf facilities are protected, unless the tests in the NPPF are met. In the opinion of the Wellbeing department, the proposals submitted do not meet these tests, despite the detailed submission, including a needs assessment that draws different conclusions to the Cherwell Sports Studies.

The recommendations of the 2018 Sports Studies were drawn, based on the nationally endorsed Sport England methodology for analysing sports facility needs for the future. The Wellbeing department does not recognise the robustness and independence of the needs assessment submitted with these development proposals.

Notwithstanding the objection stated, should this application progress, then the Wellbeing department would wish to see firm proposals from the developer, golf club / land owner, endorsed by England Golf (the National Governing Body for the sport) for an enhanced / improved facility offer on the remaining nine holes.

## Rachel Tibbetts

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**From:** Planning  
**Sent:** 16 January 2020 16:19  
**To:** DC Support  
**Subject:** FW: Great Wolf - Arboriculture

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**From:** Iain Osenton <iain.osenton@cherwell-dc.gov.uk>  
**Sent:** Thursday, January 16, 2020 4:16 PM  
**To:** Clare Whitehead <Clare.Whitehead@Cherwell-DC.gov.uk>  
**Cc:** Planning <Planning@Cherwell-DC.gov.uk>; dcregistration <dcregistration@Cherwell-DC.gov.uk>  
**Subject:** RE: Great Wolf - Arboriculture

Hi Clare,

Reviewing the Arboricultural Impact assessment from desk based assessment.

The proposal seeks to remove a large portion of the current trees on site. The report identifies 221 Arboricultural features, of which 101 require removal in order to facilitate the proposal. However, it is accepted according to the report, the majority of removals are formed from Low quality (BS5837, Category C) trees with a useful life expectancy of 10-20 years. The proposal seeks to retain boundary trees and vegetation, therefore amenity offered by trees proposed for removal is generally internal to the site, and is not expected to be visually detrimental from an external point of view.

Retained trees appear to have been considered, and appropriate protective measures demonstrated. TPO no.1 1991 will require review, however in principle it is accepted the condition of the trees included in 1991 are likely to have changed, therefore their appropriateness for continued protection may also require review.

The AIA suggests 660 Extra Heavy standard trees are to be planted, along with 16000 trees for screening within the proposal. I would suggest this is an opportunity to seek high quality replacement trees as mitigation for those removed, and also to increase screening to the site. Therefore, providing plans for replanting/screening have been approved, in principle I have no objections from an Arboricultural perspective.

Kind regards,

**Iain Osenton**  
Arboricultural Officer (South)  
Environmental services  
Cherwell District Council

 Direct Dial 01295 221708

[www.cherwell.gov.uk](http://www.cherwell.gov.uk)

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**From:** Clare Whitehead <[Clare.Whitehead@Cherwell-DC.gov.uk](mailto:Clare.Whitehead@Cherwell-DC.gov.uk)>  
**Sent:** 13 January 2020 13:21  
**To:** Iain Osenton <[iain.osenton@cherwell-dc.gov.uk](mailto:iain.osenton@cherwell-dc.gov.uk)>  
**Subject:** FW: Great Wolf - Arboriculture

Attached for your reference.

Kind regards,

**Clare Whitehead MRTPI**  
**Principal Planning Officer**

Direct Dial: 01295 221650  
[clare.whitehead@cherwell-dc.gov.uk](mailto:clare.whitehead@cherwell-dc.gov.uk)

**Please note my working days are Monday, Tuesday and Wednesday**

---

**From:** Peter Twemlow <[Peter.Twemlow@dp9.co.uk](mailto:Peter.Twemlow@dp9.co.uk)>  
**Sent:** 13 January 2020 13:20  
**To:** Clare Whitehead <[Clare.Whitehead@Cherwell-DC.gov.uk](mailto:Clare.Whitehead@Cherwell-DC.gov.uk)>  
**Subject:** RE: Great Wolf - Arboriculture

Hi Clare

The Arboricultural Impact Assessment is a separate document (attached for ease)

The Ecological surveys are ES Vol Appendices 9.[xxx]. Does that help locate these?

Kind regards

Peter.

**Peter Twemlow**  
Associate Director  
direct: 020 7004 1704  
mobile: 07860 946 610  
e-mail: [Peter.Twemlow@dp9.co.uk](mailto:Peter.Twemlow@dp9.co.uk)

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**From:** Clare Whitehead [<mailto:Clare.Whitehead@Cherwell-DC.gov.uk>]  
**Sent:** 13 January 2020 13:10  
**To:** Peter Twemlow <[Peter.Twemlow@dp9.co.uk](mailto:Peter.Twemlow@dp9.co.uk)>  
**Subject:** Great Wolf - Arboriculture

Hello Peter

I can't seem to find any tree survey or arboricultural reports. I've trawled the environmental statement and biodiversity sections to no avail. Can you advise?

Many thanks

Kind regards,

**Clare Whitehead MRTPI**  
**Principal Planning Officer**

Development Management  
Place and Growth Directorate  
Cherwell District Council  
Direct Dial: 01295 221650

[clare.whitehead@cherwell-dc.gov.uk](mailto:clare.whitehead@cherwell-dc.gov.uk)

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## **Great Wolf Resort Proposal – 19/02550/F**

### **Bicester Delivery Team, Cherwell District Council – Comments on the Travel Plan/Transport Assessment**

#### **Walking and Cycling Connectivity**

Bicester Town Centre is within a comfortable cycling distance (approx. 5km) from the proposed development. The proposals include the provision of a 2.5m off-road shared cycling facility on the southern side of the A4095 beginning to the west of the main access and finishing at the edge of the village of Chesterton. As such the proposed level of improved provision is for access to Chesterton only with the route between Chesterton and Bicester necessitating the cycling on carriageway with high traffic speeds (unrestricted speed limit and unlit) and in the case of the route north to Vendee Drive, high traffic volumes which will be further exacerbated by the proposals. Furthermore, the 2.5m width of the proposed shared use facility is defined as the minimum provision as opposed to what is recommended within the Oxfordshire County Council Cycling Design Standards.

Further enhancements would be required to provide a safe cycle route to connect with the network of cycle routes on the periphery of Bicester (Vendee Drive and the A41).

#### **Shuttle Bus Provision**

The TA sets out that the Guest Shuttle Bus will be available free of charge for use by guests and Chesterton residents, operating between 0900 and 1700. The service will separately serve Bicester North and Bicester Village stations on a once every two-hour basis and will be advertised to guests at the time of booking. A separate shuttle bus is proposed for staff travel from Bicester. This will also be available for use by Chesterton residents and will operate to coincide with shift start and finish times only.

The operation of the shuttle bus needs to be developed further to ensure that non-car travel is maximised amongst both guests and staff. Targets for non-car use need to be provided with a robust monitoring strategy and penalties in place where targets are not met to ensure that the shuttle bus represents a central component of the access strategy.

To meet such targets the service is likely to need to operate more frequently for guests and detailed consideration should be given to on-demand services/the use of technology to increase efficiency and capacity and improve the users experience. The shuttle bus should be marketed in such a way that it represents a more attractive transport choice than the private car, offering reassurance that the guests can seamlessly access the site. Rail travel should be packaged with the purchase of passes for the resort with costs comparable to travelling by private car allowing for the whole group costs. Discussions should be undertaken with Chiltern Railways to explore options and develop a ticketing strategy.

On-demand and flexible routing should be considered for the staff shuttle bus to maximise coverage and minimise wasted mileage.

The compact route requirements provide opportunities to employ electric vehicle technology to minimise negative impacts on air quality.

As the shuttle services will be open for use by Chesterton residents it is necessary to confirm where in the village the service will pick up. Stopping points will need to have adequate shelter provision and should an on-demand/flexible service be developed residents will need to be given access to the booking system.

## **Car Parking Provision**

The car parking accumulation analysis attached as Appendix E which in turn refers to the trip generation analysis within Appendix H. This trip generation analysis is based upon three existing Great Wolf resorts in the USA. The sites used are not identified and the data referred to is not verified as such there is no understanding of the comparability of the selected survey sites with that which is proposed in Bicester. The proposed parking provision therefore does not have a clear evidence basis. Furthermore, the accumulation analysis which has been provided does not give any detail about the underlying assumptions used. More detail is required with appropriate reductions in the proposed parking provision made with respect to a more robust sustainable transport access strategy.

Angela Smith

Active and Sustainable Travel Advisor

[angela.smith@cherwell-dc.gov.uk](mailto:angela.smith@cherwell-dc.gov.uk)





Bicester Local History Society  
c/o Newby Cottage  
Weston on the Green  
Bicester  
Oxfordshire OX25 3QL

For the attention of Clare Whitehead  
Senior Planning Officer  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury  
OX15 4AA

January 12<sup>th</sup> 2020

**Ref: 19/02550/F: Redevelopment of part of Chesterton Golf to provide new leisure resort.**

Bicester Local History Society would normally be consulted to comment on such applications where they are likely to affect Conservation Areas and Listed Building consents.

We do object most strongly to this planning application for the following reasons:

- Environmental Statement – Volume 1, Chapter 10 – Archaeology & Cultural Heritage. The Written Scheme of Investigation for this work was agreed with OCC's Planning Archaeologist in September 2019. This included trial trenching and although some of this work has been completed it is not complete. A final report of the archaeological evaluation needs to be submitted before this application can be determined. Similarly, the desk based assessment set out in the scoping report needs to be undertaken. Also the cultural heritage chapter of the EIA needs to be submitted prior to any determination of the application.
- The above Environmental Statement lists the proximity of the Roman road – "Akeman Street" and also the Roman town of "Alchester". There is mention that although these Roman sites exist they are unlikely to affect the proposed development. A wealth of information exists for Alchester, and the study of this important town is still ongoing and is giving an indication that there may well be other associated Roman remains in the area. Akeman Street runs to the south of the proposed development – there is a lack of evidence of Roman remains along this road simply because there has been no archaeological work along its route in the area because there have until now been any developments proposed. It's important that a full archaeological survey of the site be carried out to determine whether any archaeology exists.

- The Society is concerned that the development will affect the rural setting of Chesterton, due to its enormous size and the potential of increasing traffic in the vicinity and neighbouring villages which goes against Policy ESD15 of the local plan (Character of the Built and Historic Environment).
- We have restricted our comments to archaeological and historical concerns - there are concerns that others have already commented on and we support those objections.

Yours sincerely

Bob Hessian  
Chairman, Bicester Local History Society

**Matthew Swinford**

---

**From:** Julie Trinder <Julie.Trinder@bicester.gov.uk>  
**Sent:** 15 January 2020 11:53  
**To:** Clare Whitehead; Planning  
**Cc:** Samantha Shippen; Nick Mawer; Councillor John Broad; Les Sibley  
**Subject:** RE: Planning Application Number : 19/02550/F

**Importance:** High

Dear Clare

Further to my telephone conversation with you earlier, please find below comments made regarding Planning Application Number : 19/02550/F following Bicester Town Council Planning meeting held on Monday 9<sup>th</sup> December 2019. Please can these comments be considered at the Cherwell District Council Planning meeting to be held on Thursday 16<sup>th</sup> January 2020.

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**19/02550/F – Bicester Town Council OBJECT to this planning application: Allocation outside of the Local Plan; in contravention of both transport and green open space policies. Significant concerns regarding anticipated traffic issues the impact that use of Satnav in contravention of proposed traffic management plan as drivers will follow easiest route rather than any signposts; impact of traffic on both Bicester and surrounding villages. Building footprint is large and excessive, it is considered to be in contravention with the local design guide, overbearing and not in keeping with the size or scale of development locally. Concerns regarding impact on water resources locally to facilitate such a development placing undue pressure on local resources. Given recently approved applications for hotels, it is considered that the cumulative effect of development is in excess of local demand and therefore overdevelopment of the local area. Location is considered completely unsuitable, including being outside of the development envelope of the local settlements having an adverse effect on open green areas. Guest turnover of 1.5 days with 900 car parking spaces in addition to other vehicle movements will result in an unacceptable number of vehicles utilising roads which are already at capacity.**

With kind regards

Julie Trinder  
Bicester Town Council  
The Garth Launton Road Bicester Oxon OX26 6PS  
Telephone 01869 252915 | [julie.trinder@bicester.gov.uk](mailto:julie.trinder@bicester.gov.uk)

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## Bicester Town Council

Planning Department -  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury  
OX15 4AA

Mrs Samantha Shippen - Chief Officer  
The Garth  
Launton Road  
Bicester  
OX26 6PS

Telephone 01869 252915

Fax

Case Officer : Clare Whitehead

Date 15/01/2020

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Application No :19/02550/F

Type : FULL

Status : 0 New Application

Date Received :29/11/2019

Applicant : Great Lakes UK Ltd  
Land to the east of M40 and  
South of A4095  
Chesterton  
Bicester, Oxon

Agent/Architect :

Location : Land to the east of M40 and  
South of A4095

Parish : Fringford/Heyford

N.G.R. :

Road Class :

Proposal : Ward: Fringford/Heyford

Proposal: Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping.

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### TOWN AND COUNTRY PLANNING ACT 1990 - LOCAL COUNCIL OBSERVATIONS

Bicester Town Council have considered the Application No 19/02550/F and observations thereon are as follows :

RESOLVED that BTC object to this application. Allocation outside of the Local Plan; in contravention of both transport and green open space policies. Significant concerns regarding anticipated traffic issues the impact that use of Satnav in contravention of proposed traffic management plan as drivers will follow

easiest route rather than any signposts; impact of traffic on both Bicester and surrounding villages. Building footprint is large and excessive, it is considered to be in contravention with the local design guide, overbearing and not in keeping with the size or scale of development locally. Concerns regarding impact on water resources locally to facilitate such a development placing undue pressure on local resources. Given recently approved applications for hotels, it is considered that the cumulative effect of development is in excess of local demand and therefore overdevelopment of the local area. Location is considered completely unsuitable, including being outside of the development envelope of the local settlements having an adverse effect on open green areas. Guest turnover of 1.5 days with 900 car parking spaces in addition to other vehicle movements will result in an unacceptable number of vehicles utilising roads which are already at capacity.

# Comment for planning application 19/02550/F

<b>Application Number</b>	<input type="text" value="19/02550/F"/>
<b>Location</b>	<input type="text" value="Land to the east of M40 and south of A4095 Chesterton Bicester Oxon"/>
<b>Proposal</b>	<input type="text" value="Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"/>
<b>Case Officer</b>	<input type="text" value="Clare Whitehead"/>
<b>Organisation Name</b>	<input type="text" value="Bletchingdon Parish Council"/>
<b>Address</b>	<input type="text" value="Bletchingdon Village Hall,Whitemarsh Way,Bletchingdon,Kidlington,OX5 3FD"/>
<b>Type of Comment</b>	<input type="text" value="Objection"/>
<b>Type</b>	<input type="text" value="neighbour"/>
<b>Comments</b>	<input type="text" value="500,000 visitors per year + 400 employees means a huge increase in traffic which will have a major negative impact on our already very busy roads. These are already in a poor state of repair and will only be made worse, especially during the development stage. Chesterton, Little Chesterton, Middleton Stoney, Weston on the Green, Bucknell, Ardley with Fewcott, Bletchingdon and Kirtlington will all be impacted on. 500 rooms x 4.5 people, average occupation 2-3 nights = 1000+ car movements per week not including food delivery vehicles, laundry services etc. Bicester would experience even more traffic on already congested road system, particularly the A41 and A4095. There is huge potential for an increase in accidents and traffic jams if these plans go ahead. This is not in keeping with Oxfordshire County Council plans of being Carbon Neutral by 2050. In accordance with government policies such developments should be directed to brownfield sites. The design of the development is not in keeping with the Oxfordshire landscape, eg. 80ft high indoor water park - eyesore. 4 storey hotel twice the height of the existing Bicester Golf Hotel - eyesore. We also have concerns over the amount of disruption and pollution caused by a 2-year build programme and the impact this will have on the environment, the local wildlife and the neighbouring farming communities. Noise pollution, light pollution during evening/nighttime, air pollution from extra vehicles of all sizes (cars, deliveries/construction) people. So much green space/trees etc has already been lost due to Kingsmere and other developments around Bicester."/>
<b>Received Date</b>	<input type="text" value="09/12/2019 09:20:29"/>
<b>Attachments</b>	

# Consultee Comment for planning application 19/02550/F

<b>Application Number</b>	<input type="text" value="19/02550/F"/>
<b>Location</b>	<input type="text" value="Land to the east of M40 and south of A4095 Chesterton Bicester Oxon"/>
<b>Proposal</b>	<input type="text" value="Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"/>
<b>Case Officer</b>	<input type="text" value="Clare Whitehead"/>
<b>Organisation</b>	<input type="text" value="Building Control (CDC)"/>
<b>Name</b>	<input type="text" value="Building Control (CDC)"/>
<b>Address</b>	<input type="text" value="Building Control Surveyors"/>
<b>Type of Comment</b>	<input type="text" value="Comment"/>
<b>Type</b>	<input type="text"/>
<b>Comments</b>	<input type="text" value="The development would require a building regs application. Fire engineers design statement and disabled access statement required. Unable to comment further at this time due to the size and complexity of the application."/>
<b>Received Date</b>	<input type="text" value="09/01/2020 14:38:53"/>
<b>Attachments</b>	

Clare Whitehead  
Cherwell District Council  
Bodicote House,  
Bodicote,  
Banbury  
OX15 4AA

Mayfield House  
256 Banbury Road  
Oxford  
OX2 7DE

*By email*

[Clare.whitehead@cherwell-dc.gov.uk](mailto:Clare.whitehead@cherwell-dc.gov.uk)

09 March 2020

Dear Ms Whitehead,

**Planning application: 19/02550/F – Land to the east of M40 and south of A4095, Chesterton.**

***Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping***

Further to my letter of 29 January, as you know Carter Jonas LLP has been instructed by Chesterton Parish Council with the support of others as listed previously. The Parish Councils note the letter sent to you by DP9 Ltd on 10 February and would now wish to comment on that letter. The DP9 letter does not change the Parish Councils' view in any way. The proposals are outwith the development plan and planning decisions should be made in line with the development plan unless material conditions dictate otherwise. There are very limited material considerations that would suggest that the application is acceptable. The harms to landscape, character, loss of golfing facilities and transport are not outweighed by the suggested benefits.

The Parish Councils have also read your report to Planning Committee and support the assessments and recommendation therein. The Councils' thank you for reading their letter and reporting its contents to the Planning Committee.

The Parish Councils would also like to make the following specific observations in response to the latest comments received from DP9:

### **Sustainable location**

The proposed location for the resort is remote from Bicester and beyond the recognised limits of Chesterton. The site is in the open countryside. It is not a sustainable location and cannot be easily accessed from the M40, without the need to travel through the neighbouring villages and/or on minor 'back roads.'

### **Transport**

The Parish Councils note the significant objections from the County Council as the Highways Authority, specifically in respect of the severe congestion at the Middleton Stoney junction. Furthermore, in response to the technical note provided by Motion (appended to the DB9 letter) the Parish Councils remain concerned that it has failed to address key concerns, such as:

- the lack of crossing facilities across the A4095;
- the nature of site-users and their likely distance travelled to the site means that there is no realistic prospect of them walking or cycling to the site;

Your ref:

Our ref:

- the infrequency of the proposed shuttle bus service and irregularity of public bus services; and,
- that the proposed level of parking provision makes unsustainable modes of travel a more convenient and attractive option for future site-users.

In addition, the Parish Councils also note that there is limited detail relating to safe access to the site as might be required through a stage 1 Road Safety Audit. It is unclear what level of cumulative impact has been assessed and some committed development is not included in the modelling and there is a lack of appropriate mitigation measures offered to address the traffic impact of the development on both the A4095/Vendee Drive and the B430/B4030 junctions.

### **Landscape, Built Environment and Heritage**

The Parish Councils remain unconvinced by the applicant's arguments that the resort would have a limited adverse effect on the landscape. The Parish Councils are of the opinion that regardless of mitigation measures any built form which is introduced into the currently undeveloped part of the golf course will fundamentally change its character and that this will not be for the better.

The concerns relating to the heritage value of the area are as much related to increased traffic movements through the Conservation Area and its setting as they are to direct visual impacts. This is not the headline concern of the Parish Councils, but it weighs against the proposal and cumulatively will increase the reasons to resist its development.

### **Natural environment and the Nature trails / Public Right of Way**

The Councils acknowledge that the applicant has undertaken surveys in accordance with an agreed scope. This however does not resolve the concern that this scope has potentially undervalued the biodiversity quality of the golf course and that the scale of any replacement nature reserve or trail is limited compared to what the Parish Councils believe currently exists.

### **Drainage, Flood Risk and Water Availability**

The Parish Councils note the objection from Oxfordshire County Council as the Lead Flood Authority and are still of the view that there is the potential for significant downstream effects that have not been considered in the application.

The Parish Councils remain acutely concerned that, in a time of raised awareness regarding resource stress and scarcity, a proposal such as the Great Wolf Resort can be proposed in an area where there is a seriously limited water supply. Swindon and Oxfordshire (SWOX) is an area where the standing advice from Thames Water is that water usage should be carefully managed. Local Authorities have adopted the highest levels of building control relating to domestic water usage and this too, must be transposed into sustainable and responsible commercial uses.

### **Golfing Facilities**

The Parish Councils remain unconvinced that the loss of 9 holes of the golf course can be absorbed locally. There is a lack of local alternatives and the District Council's evidence points towards an increased need, not a decrease. Moreover, the loss of 9 holes is likely to reduce the local patronage of the existing golf course. Whilst the Parish Councils are not suggesting that there is an explicit proposal to develop over the land currently comprising the whole 18-hole golf course, the Parish Councils are of the opinion that the viability of the whole of the course is threatened by the loss of half its offer. If 9 holes are lost, then the other 9 are likely to follow particularly as there will be a significant drop in membership of the golf club.



**Needs and benefits**

The Parish Councils acknowledge that there might not be a policy that requires the identification of need for the 'resort,' however, the applicant has set this out in their application material and the Parish Councils have sought to respond. The Parish Councils also accept that the 'resort' is not a disaggregated proposal for a hotel and other uses, however, each of these uses will have an impact and the hotel *will* affect others recently consented and planned. Should the need for a resort of this nature become part of the District Council's strategy, then its consideration is most appropriate as part of a comprehensive plan making exercise and not a speculative planning application.

In conclusion, the Parish Councils strongly support the recommendation for the refusal of this application. The proposal is poorly justified; is in the wrong location as matter principle; and, is unsustainable.

Yours sincerely,



**Peter Canavan MRTPI**  
Associate Partner

E: [Peter.canavan@carterjonas.co.uk](mailto:Peter.canavan@carterjonas.co.uk)



## Foreword

### Chesterton Parish Council response to

### Planning Application No: 19/02550/F Great Lakes (UK) Ltd

The Parish Council unconditionally objects to this development proposal and urges the Planning Officer to recommend refusal of the planning application to the Planning Committee of Cherwell District Council.

The Council objects strongly on grounds of lack of sustainability, with the proposal being against both the adopted Local Plan and NPPF guidelines. These points are outlined in detail in the commissioned reports. The Council holds the view that to put forward a proposal in such an unsustainable location is ill conceived and unjustified.

If the Planning Committee were to support this proposal the Parish Council would expect significant S106 investment in the local infrastructure and road network both locally and sub-regionally and would wish to be included in any transport consultation to ensure that travel plans are implemented effectively.

In addition the Parish Council would want to see contributions to village improvement issues to include:

- (a) Improving the energy efficiency of both the Community Centre & Village Hall along 'low carbon' lines.
- (b) Electric charging points adjacent to the Community Centre.
- (c) Extension to the existing kitchen in the Community Centre.
- (d) An extension to the Sports Pavilion to house necessary equipment and an extension to the Car Park, necessitating land purchase
- (e) The conversion of the Annex to create storage, an archival centre and an internet cafe.
- (f) Increased recreational activities to include a bowling green and tennis courts, necessitating land purchase [as in (d)]
- (g) The creation of a kitchen and toilet facilities in the Church
- (h) Improved signage to village amenities.
- (i) A contribution to the management & maintenance costs of the above.

However we reiterate our strong objections to this development proposal within our parish.

Philip J Clarke

Chair, Chesterton Parish Council

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*By email*

[Clare.whitehead@cherwell-dc.gov.uk](mailto:Clare.whitehead@cherwell-dc.gov.uk)

Your ref:

Our ref:

29 January 2020

Dear Ms Whitehead,

**Planning application: 19/02550/F – Land to the east of M40 and south of A4095, Chesterton.**

***Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping***

## 1.0 Introduction

1.1 Carter Jonas LLP has been instructed by Chesterton Parish Council with the support of adjoining Parish Councils of Weston on the Green, Middleton Stoney, Ardley with Fewcott, Wendlebury, Piddington, Kirtlington, Bletchingdon, Bucknell, Fringford, and Ambrosden (“the Parish Councils”).

1.2 The Parish Councils wish to object to the principle of the above listed proposals and are concerned that the application does not take proper account of development plan policies, nor national policy, and neither does it provide proper justification. The Parish Councils’ main concerns are the negative landscape impacts of the proposed development and the significant negative traffic impacts on the surrounding areas. The Parish Councils also note deficiencies with the submitted information in support of the planning application which are detailed through these objections.

1.3 The Parish Councils are also supported in their objections by Victoria Prentis, MP for North Oxfordshire. A letter detailing this support is at **Annex A** to this letter.

1.4 The proposal site is well beyond the urban edge of Bicester and the village of Chesterton. It is in the open countryside where the prevailing character is if of agricultural fields and the landscaped ‘Bignall Park’ to the north.

1.5 To date, the Parish Councils have engaged with the applicants through local consultation exercises and have raised fundamental concerns, which they consider remain unresolved, including:

- the loss of half of an existing and well established the golf club with strong links to the parish council;
- whether there is any evidential need for such a holiday resort in the area, and what benefits it would bring;
- the likely landscape impacts of the proposals;

- how the proposals will be out of character with the locality; and
  - the severe transport impacts that the proposals would bring.
- 1.6 This objection has been compiled with input from transport consultants (Paul Basham Associates) and landscape consultants (Applied Landscape Design Limited) also appointed by the Parish Councils (technical assessments can be seen at **Annexes B and C**).
- 1.7 The following is a review of the policy context for the proposals, its harms and reported benefits and the conclusion that the development does not represent sustainable development, and moreover the purported benefits cannot be considered sufficient to outweigh the harms to allow for a permission that is contrary to the adopted Local Plan.

### Planning history

- 1.8 Proposed developments in this area involving Bicester Golf Club and a proposed housing estate on The Hale have been subject to appeals to the Planning Inspectorate since 2006.

Ref: 15/00454/OUT – Appeal by Ms Philippa and Georgina Pain – Land north of Green Lane and east of The Hale, Chesterton, OX26 1TN

- 1.9 Appeal dismissed. Comments included:

Para.30: *The Hale is, in character, very rural despite the amount of traffic using it at present. On the other side of The Hale is a golf course, but this itself rural in character, despite its somewhat manicured appearance.*

Para.34: *The harm would be, limited to short or medium distance views, as there are no long-distance views of the site, but nonetheless in those short to medium views the harm would be noticeable and material.*

Para.35: *I conclude that the development would have a significantly harmful effect on the setting of Chesterton and or the rural character and appearance of the area.*

Para.43: *Taking all these considerations into account (dimensions of sustainability) I conclude that the harm the development would cause would significantly outweigh the benefits, and it would not amount to sustainable development as envisaged in the Framework.*

- 1.10 The Parish Councils contend that these observations made in February, 2016 are still applicable to the proposal site.

Ref: APP/C3105/A/05/1190294 - Bicester Golf & Country Club

Para.4: *Cherwell Local Plan, adopted in 1996, will only generally permit hotels, motels, guest houses and restaurants in the countryside under policy T5 when they can be accommodated within existing buildings, or would totally replace a commercial use.*

Para.11: *It is also feasible that the 8 Lodges with 19 bedrooms each capable of accommodating two persons could generate a significant amount of additional travel. In view of the limited public transport services in Chesterton and the absence of roads with*

*continuous footways linking the appeal site to the village.... the site is in an unsustainable location.*

Para.15: *It remains the case that a general hotel would not be permitted in this general location unless it had passed the need and sequential site tests. It also adds the observation that a hotel would not normally be permitted (in this location)*

## 2.0 Planning Policy

2.1 To provide some context to these objections, outlined hereunder is the policy framework against which the proposals will need to be assessed.

### **Cherwell Local Plan 2011-2031 Part 1 (Adopted 20<sup>th</sup> July 2015)**

2.2 The Cherwell Local Plan explains at paragraph A.29:

*"...that sustainable development is about change for the better. It is about positive growth, making economic, environmental and social progress for this and future generations. To achieve sustainable development, economic, social and environmental gains should be sought jointly."*

2.3 Paragraph 1.9 of the local plan affirms that Bicester and Banbury are the most sustainable locations for growth, with the plan seeking to strengthen the role of the towns as the centre of the local economy set within a "rural hinterland".

2.4 At policy SLE3: Supporting Tourism Growth; Cherwell District Council (CDC) has identified a clear demand for hotel provision in the county. The policy references the demand and sets out that proposals for new or improved tourist facilities that increase overnight stays, will be supported within the District, provided they are in *sustainable* locations.

2.5 The local plan contains various strategic development areas at Bicester, as a strategy to promote growth. Three of the strategic development areas include hotels as part of the expected leisure provision requirements:

- South West Bicester Phase 2 (Policy Bicester 3)
- Bicester Business Park (Policy Bicester 4)
- Former RAF Bicester (Policy Bicester 8)

2.6 Chesterton, by comparison, is identified as a Category A Village (Policy Villages 1) which would be suitable for minor development, infilling and conversions.

2.7 Chesterton village is served by minor roads, including Alchester Road and Green Lane. Policy SLE4: Improved Transport and Connections states that financial and/or in-kind contributions will be required to mitigate the transport impacts of development. It also clarifies that development that is not suitable for the roads that serve the development, and which have a severe traffic impact will not be supported.

2.8 Policy ESD1 sets a general context to mitigate and adapt to climate change. The policy is to balance the needs for growth against their direct impacts and effects on the environment and especially the climate. This policy reiterates the importance of locating development in

sustainable locations; promotes sustainable construction techniques; and, seeks the use of resources more efficiently, including water.

2.9 Turning specifically to the efficient use of water Policy ESD8 sets out that the Council will seek to maintain water quality, ensure adequate water resources and promote sustainability in water use.

2.10 The settlement of Chesterton has a distinct rural character which should be protected and enhanced. Policy ESD13: Local Landscape Protection and Enhancement sets out a range of factors that would limit the approval of development proposals in respect of settlement character, including the following:

- *The proposal is inconsistent with local character*
- *The proposal would harm the setting of settlements*
- *The proposal would harm the historic value of the landscape.*

2.11 Chesterton Conservation Area encompasses most of the village. Policy ESD15: The Character of the Built and Historic Environment sets out criteria for new development proposals that could potentially impact on such areas:

- *Development of all scales should be designed to improve the way an area functions*
- *Support the efficient use of land and infrastructure, through appropriate land uses, mix and density/development intensity*
- *Contribute positively to an area's character and identity by creating or reinforcing local distinctiveness and respecting local topography and landscape features, including skylines, valley floors, significant trees, historic boundaries, landmarks, features or views, in particular within designated landscapes, within the Cherwell Valley and within conservation areas and their setting*

2.12 Policy BSC10: Open Space, Outdoor Sport and Recreation Provision states that – amongst other measures – the Council will ensure that enough quantity and quality of, and convenient access to open space, sport and recreation provision will be secured through protecting existing sites.

2.13 In the accompanying text at paragraph B.159 further detail is provided as follows:

*Development proposals that would result in the loss of sites will be assessed in accordance with guidance in the NPPF and NPPG, and will not be permitted unless the proposal would not result in the loss of an open space of importance to the character or amenity of the surrounding area, an assessment has been undertaken which demonstrates that the site is surplus to requirements including consideration of all functions that open space can perform, or the Council is satisfied that a suitable alternative site of at least equivalent community benefit in terms of quantity and quality is to be provided within an agreed time period.*

2.14 Policy ESD 15: The Character of the Built and Historic Environment, meanwhile, sets out other criteria for new development proposals as follows:

- *Development of all scales should be designed to improve the way an area functions*
- *Support the efficient use of land and infrastructure, through appropriate land uses, mix and density/development intensity*

- *Contribute positively to an area's character and identity by creating or reinforcing local distinctiveness and respecting local topography and landscape features, including skylines, valley floors, significant trees, historic boundaries, landmarks, features or views, in particular within designated landscapes, within the Cherwell Valley and within conservation areas and their setting*

2.15 Finally, through its policy ESD 17: Green Infrastructure, CDC seeks to maintain and enhance the green infrastructure network through:

- *Pursuing opportunities for joint working to maintain and improve the green infrastructure network*
- *Protecting and enhancing existing sites and features forming part of the green infrastructure network*
- *Ensuring that green infrastructure network considerations are integral to the planning of new development*

### **Cherwell Local Plan 1996 Saved Policies**

2.16 The application site currently sits outside of the built-up limits of Chesterton. The site is therefore deemed to be in open countryside. Saved Policy T5 suggests that development proposals in this location must either:

- i) Be largely accommodated within existing buildings which are suitable for conversion or for such use, OR
- ii) Totally replace an existing commercial use on an existing acceptably located commercial site.

2.17 The explanatory text for Policy T2 states that large establishments will generally be unacceptable in smaller villages. It also clarifies that the Council supports the provision of new hotel, motel, guest houses and restaurants within settlements, provided that the nature of the proposed development is compatible with the size and character of the settlement and there are no adverse environmental or transportation affects resulting from the proposal.

2.18 Saved Policy TR7 sets out that development that would regularly attract large commercial vehicles or large numbers of cars onto unsuitable minor roads will not normally be permitted.

2.19 Saved Policy C8 clarifies that sporadic development in the open countryside will generally be resisted. The accompanying text for the policy includes that development in the countryside must be resisted if its attractive, open, rural character is to be maintained. It also states that Saved Policy C8 will apply to all new development proposals beyond the built-up limits of settlements.

### **National Planning Policy Framework (NPPF)**

2.20 Paragraph 8 of the NPPF outlines that:

*“Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):*

*a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*

*b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*

*c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.”*

2.21 Paragraph 11 of the NPPF, of course, requires that local plans and planning decisions should apply the presumption in favour of sustainable development.

2.22 Regarding rural enterprise and development, the NPPF includes the following text at paragraphs 83 and 84:

*83. Planning policies and decisions should enable:*

*a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings;*

*b) the development and diversification of agricultural and other land-based rural businesses;*

*c) sustainable rural tourism and leisure developments which respect the character of the countryside; and*

*d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.*

*84. Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.*

2.23 Where leisure proposals are to be considered by a planning authority the NPPF offers the following direction at paragraphs 89 and 90:

*89. When assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500m<sup>2</sup> of gross floorspace). This should include assessment of:*



*a) the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and*

*b) the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider retail catchment (as applicable to the scale and nature of the scheme).*

*90. Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the considerations in paragraph 89, it should be refused.*

2.24 Also, of relevance to this proposal is paragraph 98 which requires:

*“Planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.”*

2.25 Paragraph 103 of the NPPF which sets out that:

*“significant development should be focussed on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.”*

2.26 Paragraphs 148 and 149 which outlines the role of the planning system and planning decisions in engaging with the challenges of climate change including:

*“...Shap[ing] places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy...”*

*“...taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures...”*

2.27 And paragraph 170 which recognises that:

*“Planning policies and decisions should contribute to and enhance the natural and local environment by... recognising the intrinsic character and beauty of the countryside...[and] minimising impacts on and providing net gains for biodiversity...”*

### **3.0 The proposed development**

3.1 The proposal is for the development of a large hotel and leisure complex in the countryside. It will involve the loss of (at least) half an active golf course and will have an effect the local transport network, the landscape character and the built and historic environment. The proposed location, and its relative sustainability is considered hereunder as are the other impacts. The suggested benefits of the scheme are also considered. In summary, the Parish Councils are not convinced that the purported benefits are sufficient so as to outweigh the significant harms to allow for a proposal that is contrary to the policies of the adopted plan.

### Sustainable location

- 3.2 The term ‘sustainable location’ is not defined in the local plan with regards to tourism development. The applicant has created a definition to suit the proposals. The Parish Councils consider that this disregards the CDC identification of sustainable locations – i.e. at Banbury and Bicester – as preferred locations for growth. Moreover, this disregards Strategic Objective 12 of the local plan, which clarifies the following (with our emphasis):

*“...development will be focussed in Cherwell’s sustainable locations, making efficient and effective use of land, conserving and enhancing the countryside and landscape and the setting of its towns and villages.”*

- 3.3 The applicant has stated in the submitted planning statement at point 6.37, that due to the site’s close proximity to Bicester and the proposed public transport links, that the site is viewed as being in a sustainable location. The applicant also refers to the site being ‘on the edge of a growth settlement’ at 6.40 in the planning statement, referring to Bicester as a growth settlement identified by CDC. This ignores the clear separation of Bicester and Chesterton as two distinct settlements, in order to appear compliant with policy SLE3.
- 3.4 Furthermore, the proposed development does not comply with saved policy T5. There are no buildings on the proposed development site and the development cannot therefore be accommodated within converted existing buildings, as required by criterion (i). The Parish Councils also question whether the proposals are capable of complying with criterion (ii) of policy T5. Notwithstanding that the Parish Councils are very concerned at the potential loss of all or part of an important local sporting facility; the proposed development site only contains half of the current golf course at Bicester Hotel, Golf & Spa. Therefore, only half of the current existing commercial use would be replaced and for this proposal to be policy compliant, it ought to “totally replace” what is currently in place
- 3.5 The Parish Councils also note that the current use of the site is for playing golf that has a very limited landscape impact. Whilst golf is a ‘commercial use’ (save for the clubhouse which is not within the application area) there is no built form on the site. The proposal is not for the redevelopment of an industrial estate for example, where to replace large industrial “sheds” with a large hotel complex might be less intrusive.

### Transport Impact

- 3.6 At paragraph 6.83 of the planning statement the applicant has asserted that:
- “...Detailed junction capacity analysis demonstrates that the proposed site access junction from the A4095 will operate within capacity with negligible queuing or vehicle delay. Furthermore, the Proposed Development will not have a material effect on the operation on junctions on the local highway network.”*
- 3.7 However, Paul Basham Associates (PBA) has considered the transport evidence that has been submitted, and the proposed transport strategies and drawings. PBA has identified some methodological errors in work and drawings which give rise to serious questions about the accuracy of what is claimed. The full response from PBA can be seen at **Annex B** to this letter but it has concluded that it has:

*“...serious concerns with regards to the sustainability of the proposed development and its impact on the local road network. We do not believe that the measures put forward by the applicant are sufficient to overcome the inherently unsustainable location for this type of*

*development. A negligible proportion of staff or visitors are likely to walk or cycle, and the proposed shuttle bus is not sufficiently attractive to encourage a significant amount of site users to travel by public transport. We also have concerns relating to the calculation of trip generation which in turn has informed the level of car parking. The trip generation calculations have failed to consider the trip impact and subsequent parking requirements of the on-site conference facilities which are likely to generate a substantial level of activity. This further calls into question the assessments of the development impact presented in the TA.*

*Despite the signage strategy, visitors will likely route via unsuitable roads, and the impact of the development on the local road network has not been mitigated. It has also not been proven that safe and suitable access is achievable due to issues with the drawings and the lack of a Road Safety Audit.*

*When taken together, all of the above issues are such that the development is considered to be contrary to local and national policy set out in the adopted local plan and the NPPF. We would therefore respectfully suggest that if the above issues cannot be satisfactorily addressed, that the only course of action is to refuse planning permission for the reasons outlined above.”*

- 3.8 The Parish Councils conclude that this application, as submitted, fails to demonstrate a sustainable location in transport terms and as such does not comply with Local Plan policy SLE4 or NPPF paragraph 103.
- 3.9 The Parish Councils also note the objections that has been submitted to these proposals from Highways England, and the Local Highway Authority (Oxfordshire County Council).

### **Landscape Impact**

- 3.10 The applicant contends that the effects of the proposal on the landscape are negligible and can be mitigated where necessary. In the planning statement at paragraph 6.67 the applicant contends that:

*“The LVIA concludes that there would be no effects on the character of the wider landscape once the Proposed Development is operational and that there would be ‘Long Term Minor Beneficial’ effects on site and ‘Long Term Negligible Adverse’ effects on the surrounding local landscape. These not being considered as significant in EIA terms. In terms of visual effects, the establishment of woodland elevated on mounding along the southern boundaries would reduce views of the Proposed Development from the adjacent properties of Vicarage Farm and Stableford House, resulting in ‘Long Term Minor to Moderate Adverse’ effects, which are considered to not be significant in EIA terms.”*

- 3.11 However, Applied Landscape Design Limited (ALD) has reviewed the landscape assessments and (as PBA did with the Transport assessments) has noted some serious failings in the methodological approach that the applicant has taken in making assessments. ALD considers that some of these failings could be overcome with additional work and the full opinion can be seen at **Annex C** to this letter, but nevertheless ALD concludes that:

*“...the impact both visually and in terms of change to the landscape character, is considered significant and a development of such a scale, footprint and massing is not commensurate with a site of this nature in this location.”*

- 3.12 The Parish Councils believe that this demonstrates that the application fails to fulfil the requirements of Local Plan policy ESD13 and paragraph 170 of the NPPF.

#### **Built environment and Heritage impact**

- 3.13 The applicant contends at paragraph 6.76 of the planning statement that:

*“In relation to above ground heritage assets the LVIA concludes that “potential effects on the settings of six designated heritage assets have been assessed ... [and] ... no significant residual effects have been found.”*

- 3.14 The Parish Councils are not necessarily arguing that there are direct visual effects upon any specific heritage assets. However, only considering direct visual effects fails to consider the full breath of CDC Local Plan Policy ESD 15. The increase of traffic through Chesterton, and specifically its Conservation Area, will not *“improve the function of the area.”* this will impact of traffic flow and impede people’s movement and interactions. Furthermore, the increase of traffic can only be considered as an adverse impact upon the setting of the Conservation Area.
- 3.15 The Parish Councils also question whether the proposed scheme meets the second criterion of policy ESD 15. Since it is accepted that the application site is in the open countryside (and it does not include the redevelopment of existing buildings as required by policy T5) it cannot be considered to be an appropriate land use. Hotel and leisure users ought to be directed to town centre locations.

#### **Natural environment impact**

- 3.16 The Parish Councils have serious and fundamental concerns about the applicant’s approach to understanding and assessing the biodiversity impacts of the proposals, especially in terms of aiming to achieve net gains. The baseline assessment of the site assumes that the ‘managed’ grassland (and other flora) of a golf course will be of little biodiversity value because it is regularly cut and cleared. Whilst this might be true of the tightly cut greens; the rough at the edges of the playing areas and the landscaping in between is mature and has the potential to hold a reasonable biodiversity value or at least semi-natural habitat. With the baseline set too low then the proposed biodiversity returns will appear greater than they are in reality. The Parish Councils submit that the applicants ought to be asked to reassess the existing biodiversity value of the site and reassess the impacts and proposed benefits, before any decision can properly be made.
- 3.17 Turning to the water impacts of the proposals, and whilst it is acknowledged that the site is entirely in Flood Zone 1 – the lowest level of flood risk – the site is 18.6 Ha and as such is accompanied by a flood risk assessment. However, this assessment pays little attention to the ‘downstream’ effects that a proposal of this nature would have. The introduction of significant amounts of hard standing and built form to an area will increase the amount and speed of water runoff. The applicant might be able to manage the effects of this run off on its own site, and the inclusion of attenuation ponds / sustainable drainage in the proposals is welcomed. However, the Parish Councils consider that there is insufficient consideration of the impact on the Wendlebury Brook and the village of Wendlebury which is a short distance down-stream. Wendlebury has been the unfortunate focus of recent flood events, and the Environment Agency, Oxfordshire County Council (Lead Flood Authority) and

Cherwell District Council have all engaged and invested significant time a resource in managing and seeking to mitigate these event that will be at serious risk if a proper assessment of the proposal and its potential cumulative impacts with other local developments is not undertaken. The Parish Council's note that the Lead Flood Authority has raised objections to this proposal.

- 3.18 Flood risk, moreover, is not the only serious concern regarding water of the proposals. Chesterton falls within the Thames Water: Swindon and Oxfordshire (SWOX) water management area. SWOX is an area of very serious water stress; an area which supplies London and an area where a number of large reservoirs are being considered along with the potential to pipe water from the Severn or the Trent into the Thames. Given these fundamental challenges the Parish Councils are deeply concerned to read in the supporting evidence for the application that water usage is described as follows in the Outline Water Resources scoping note on pages 7 and 8:

*"In advance of any design works or the implementation of any water consumption mitigation measures, Great Wolf Resorts estimated the annual water consumption for the development to be 192,600,000 litres per annum. This estimate was developed by Great Wolf Resorts and is based on operational data from equivalent operational Great Wolf Resort developments across the USA."*

*"Through the adoption of the identified water consumption mitigation measures, it is estimated that the annual water consumption for the development can be reduced to 141,512,000 litres, which equates to circa 395,285 litres per day. This estimate is considered a worst-case scenario, and is based on 100% occupancy throughout the year, factoring in a one-week maintenance shut down period per annum (i.e. operational for 358 days per annum)."*

- 3.19 The Parish Councils consider that such a cavalier approach to resource use – even after supposed mitigation – can only be understood as direct contraventions of Local Plan policies ESD1 & ESD8 and the NPPF at paragraphs 8, 11, 148-150 and 170.

#### **Loss of Golfing facilities**

- 3.20 Before Christmas there was a response to the application from the Leisure team at CDC. This response suggested that there was a continued need for golfing facilities in the Bicester area. This response can no longer be found on the CDC website, and despite requests from the Parish Councils, it appears not to have been reinstated. However, a copy of that response can be found at **Annex D** of this letter.
- 3.21 The Parish Councils are of the view that the potential loss of (half of) this facility is deeply concerning; would reduce opportunities for improved health and wellbeing; result in a loss of active engagement in sport; and, moreover is inappropriate in an area which would have a deficit if the development is allowed to go ahead. Furthermore, 18-hole golf course users would have to travel further afield which would represent a further unsustainable result of the proposals and increase in car usage. At **Annex E** of this letter is a report produced by Chesterton Parish Council which considers the likely effects of the proposals on the golf club and golfers in the local area.

- 3.22 The accompanying text to Local Plan policy BCS10, at paragraph B.157, reports that:

*responsibility for provision of open space and recreation facilities in the district is shared between the councils, private sports clubs (such as Bicester hotel golf and spa) and associations and requires partnership working.*

3.23 Paragraph B.158 continues:

*The Districts PPG17 Open Space Sport and Recreational Facilities Needs Assessment, Audit and Strategy 2006 and the subsequent Green Spaces and Playing Pitch Strategies 2008... highlighted the need to protect all sites identified in the audit to ensure an adequate supply of open space provision.*

3.24 Chesterton golf course is in the green spaces strategy 2008, and therefore identified for protection. The Parish Councils are of the view that this demonstrates the continued need for the facility contrary to the assertions of the applicant.

3.25 Furthermore, the Green Space Strategy – Background Document (July 2008) was used as part of the leisure evidence base to inform the policies relating to open spaces and recreation for the Cherwell Local Plan Part 1. It identifies at point 7.26 an action plan for the current and future need of Golf Courses in the Cherwell Area. It identifies that there is a shortfall of 1 course, and that the action plan should ‘encourage a club/commercial operator to provide one additional course in the Chesterton area’. This document also shows that Chesterton golf course is used to offset the deficit of golfing in the surrounding areas.

3.26 The Green space strategy 2008 also reports:

- At page 12: “local consultation suggests that there is a need for more facilities with 53% stating that current provision is inadequate.”
- At page 23 of green space strategy it also states that CDC should consider the provision of an additional course in the Chesterton Area.

3.27 The CDC Open space, sport and recreation assessment and strategies Part 2 Sports facilities strategy executive summary in august 2018, which was published in the evidence base for local plan part 1 partial review’ also reports:

- The existing golf course sites should be protected, unless the tests set out in the NPPF are met (Point 11.15)
- Current forecast long term need is for additional provision by 2031 in the Bicester sub area of: 1x 18 hole course or 2x 9 hole courses, 8 driving range bays. (Point 11.18)
- modelling future growth based on membership – “In the Bicester sub area, there is already a slight shortfall of provision, but this will increase in the period up to 2031 at a level which will mean that a new golf club is very likely to be required with a standard course(s) and driving ranges. Alternatively, the existing clubs may also wish to expand, potentially with new shorter courses and/or new forms of the game.” (Point 11.44)

## 4.0 The need for the development

### Identified Employment Need

- 4.1 As stated in paragraph B.44 of the CDC Local Plan Part 1, “to ensure employment is located in sustainable locations, to avoid problems such as traffic on rural roads and commuting, employment development in the rural areas will be limited”. CDC then link this to its strategy of focusing new housing development at Banbury and Bicester, making clear its intention to seek the sustainable colocation of housing and employment. Given the relative distance of the application site to the homes both existing and proposed in Bicester – especially when compared with other employment opportunities and mixed developments – the Parish Councils are not convinced that this proposal is in conformity with this general strategy.
- 4.2 Moreover, paragraph B.46 of the CDC Local Plan Part 1 states that “the new allocated employment sites in Banbury and Bicester, along with existing employment sites are considered to ensure a sufficient employment land supply”. This can be seen to confirm that there is not a significant need for the Great Wolf lodge Resort as a contribution to the CDC employment land supply.
- 4.3 In the Economic Statement which supports the application, the Applicant attempts to demonstrate how the proposals are consistent with the Oxfordshire Local Industrial Strategy (LIS). Reference is made to providing jobs for young and old and to increase the skills of the local community by providing opportunities for life-guard training. These are laudable arguments but not demonstrably an addition to opportunities that already exist both locally in Bicester and across Oxfordshire. The case studies that are included in the Economic Statement also include examples of career paths that can be followed once one has a job at a Great Wolf Resort, and again these appear impressive but are similar to others that can be gained in the leisure and hospitality sectors (including in locations across Oxfordshire). The Parish Councils are less clear however, how these claims fit with the explicit ambition of the LIS which is as follows (taken from its explanatory overview):

*“Our ambition for the Oxfordshire Local Industrial Strategy is to position the county as one of the top three global innovation ecosystems, highlighting our world-leading science and technology cluster and to be a pioneer for the UK and our emerging transformative technologies and sectors.”*

### Identified Hotel Need by Cherwell District Council

- 4.4 As previously mentioned, CDC has identified three strategic areas which are expected to have hotels included as part of its leisure provision in Bicester. This will meet the demand for overnight stays as expressed in Policy SLE3. These hotels have been identified in appropriate sustainable areas that are allocated for growth in Bicester.
- 4.5 In the accompanying text for Policy Bicester 3, South West Bicester Phase 2, it states that Phase 1 of the urban extension (known as Kingsmere) is already under construction, including a hotel. The hotel at this strategic area has now been completed and is a Premier Inn. The Premier Inn was granted planning permission for 80 bedrooms on 4/05/2012 (12/00063/REM of 06/00967/OUT) and a 56-bedroom extension was granted on 21/12/2018 (18/01208/F). The premier inn is now a 136-bed hotel.

- 4.6 Policy Bicester 4, Bicester Business Park, includes a 149-bed hotel as part of its already approved planning permission (16/02586/OUT and 17/02557/REM). Full implementation of this scheme requires the completion of Junction 9 improvements, of which both CDC and Oxfordshire County Council are both supportive. Oxfordshire County Council has already agreed the junction improvements to allow this site to be developed.
- 4.7 Policy Bicester 8, Former RAF Bicester, includes the provision of a hotel – “the development of hotel and conference facilities will also be supported as part of a wider package of employment uses”. An application at this site for a 344-bed hotel has already been submitted by Bicester Heritage Ltd in July 2018 and is currently under consultation (18/01253/F).
- 4.8 The combined total of hotel rooms that would/could be provided in these three strategic areas is 629 rooms. Details of their applications can be seen in the table and map below.

Map	Reference	Address	Proposal	Validation Date	Status
1	12/00063/REM	Premier Inn Kelso Road Bicester OX26	80 bedroom hotel	03/02/2012	Approved 04/05/2012
	18/01208/F	1AN	56-bedroom extension	09/07/2018	Approved 21/12/2018
2	17/02557/REM	Bicester Business Park Wendlebury Road Chesterton Bicester OX25 2BX	149-bedroom hotel	19/12/2017	Approved 28/03/2018
3	18/01253/F	Bicester Heritage Ltd	344-bedroom hotel	17/07/2018	Under consultation





- 4.9 Furthermore, in Bicester town centre, the Travelodge Hotel has recently extended to provide 18 additional bedrooms (ref 17/01792/F).
- 4.10 There are also additional hotels that are identified in local plan policy for the wider Cherwell Area and the associated strategic development areas:
- Policy Banbury 8: Bolton Road Development Area (SPD currently being made, no active planning permissions)
  - Policy Banbury 9: Spiceball Development Area (Ref 13/01601/OUT approved on 7/10/2016 to include a 92-bed hotel)
  - Policy Villages 5: Former RAF Upper Heyford (Ref 16/01000/F approved on 3/11/2016 to include 16 bedrooms)
- 4.11 These recent permissions, and allocations, are in addition to a range of hotel facilities in Bicester, and around Chesterton. The Parish Councils consider therefore that the needs for hotel beds has been more than met.
- 4.12 The addition of the proposed unallocated 498-bedroom Great Wolf Lodge Resort is expected to host on average 500,000 visitors per annum. This could potentially undermine the delivery of hotels and indeed the wider development allocations of the Local Plan (i.e. if conditions requiring hotels cannot be discharged – because they are no longer viable – then the developer of new homes and genuinely sustainable development is put at significant risk).

- 4.13 The introduction of another hotel facility in the proximity of the other mentioned above also runs the significant risk that it could reduce visitor numbers at the allocated hotels within the strategic areas of the Cherwell Local Plan Part 1. Considering that two of the strategic area hotels are not yet built, the viability is yet to be fully tested and the established business case could be impacted. The economic value of proposed Great Wolf Resort is likely to create significant pulls away from sites allocated in the Plan (more detailed is provided on this later in this objection). Moreover, the strategic evidence that supports the allocated sites – including the transport modelling (e.g. Bicester Transport Model) supported by the Highway Authority – is directing at managing and mitigating the known effects. These new proposals will be ‘breaking new ground’ and creating wholly new impacts and cumulative effects that will require yet more infrastructure at additional cost. This again, will add burden to existing infrastructure and draw focus away from newly planned mitigation measures.
- 4.14 The applicant has undertaken a sequential test in an attempt to demonstrate that the proposed location is appropriate and that the impacts of delivering the scheme will be sustainable and of social and economic benefit to Cherwell. A review of the sequential test reveals that the ‘town centre first’ approach has been – to an extent – set aside. This is explained in the Planning Statement by the need to consider the “*particular market and locational requirements*” for the proposals. Whilst this follows the text of the Planning Practice Guidance (PPG) it misses the lead concept that main town centre uses should remain, as first preference, a town centre use. The same paragraph of the PPG (ID: 2b-012-10190722) goes on to explain that in such cases “*robust justification will need to be provided*” and the Parish Councils do not believe that such a level of justification has been shown by the applicant. Instead the requirements are listed as follows:
- Located 90 minutes’ drive time from London and Birmingham
  - Approximately 12ha (this being the built part of the Site) with a relatively level topography Reasonably well concealed with no nearby sensitive receptors
  - Proximity to and ability to connect to public transport infrastructure
  - Main road proximity and visibility and ease of access
  - M40 corridor location
  - Proximity (within 30 minutes’ drive time) to population of 30,000 plus providing local workforce
- 4.15 This list of requirements is not accompanied by any identified need for the proposals or how this wish list has had any regard to the local or indeed national planning context. As outlined above, the Local Plan sets out how and where employment and leisure provision will be delivered in sustainable locations, and the application fails to properly engage with that.
- 4.16 Moreover, these “*specific requirements*” go against the identification of a sustainable location (a large site with “reasonable” connections linked to road systems with a workforce that lives up to 30 mins away). Except the identification of accessible public transport which (perhaps ironically) is not actually available at the proposed site and has resulted in the inclusion of the shuttle bus. Furthermore, the Parish Councils are not convinced that the shuttle bus, given its limited timetable and sphere of influence and that most visitors to the resort will travel from some distance, is likely to be effective.
- 4.17 The Applicant goes on to argue that:

*“It is not considered appropriate to disaggregate the proposed resort into its constituent components on the basis that they are all core parts of the Great Wolf Lodge experience and could and would not exist in isolation from one another.”*

- 4.18 This presents another problem in identifying exactly what the application is for in ‘land use’ planning terms – as explored below – but furthermore this confuses the assessment of economic impacts and a sequential test because it fails to identify what use will have an effect on its surrounds and where its most appropriate location might be. It is considered therefore, that this provides an even stronger argument that this kind of bespoke, mixed use, scheme ought to be supported by specific needs assessment evidence and be genuinely plan led in its approach, not decided on an ad hoc single application basis.
- 4.19 Turning to those sites that are considered through the sequential test; first there is a seemingly random selection of towns included at a radius of some 120 minutes from London. The premise for which is a flexing of the applicant’s desires – there is no robust planning reason for considering this or suggesting this approach. Following this listing of towns there is then a trawling of large sites. A number of sites are listed as not available because they have some form of allocation or consent for a different use (usually housing) and this raises the question as to why they were then included in the list at all, or why more reasonable alternatives were not included. It would be a simple assessment that as a first step filtered out sites that were consented for different uses and then as a ‘stage two’ looked more closely at available sites.
- 4.20 At Bicester specifically, strategic site allocations of the Local Plan are considered but of the three listed at our paragraph 2.5 above, which specifically *include* a hotel provision, one is missed and the other two are suggested to be unsuitable. This is an illogical conclusion, given their explicit allocation for such uses and just because they have some form of consent, does not mean that all the reserved matters or conditions that relate to a hotel have been extinguished. There could exist some form of commercial agreement to include a Great Wolf Resort within the allocated sites. Also, as explained above, the very fact that there are allocated hotel developments around Bicester means that any new applications risks undermining what is planned.
- 4.21 Additionally, the Parish Councils note that the ‘front nine’ holes of the Chesterton golf course has not been included in the sequential assessment. This would appear to be an odd decision given that it has an existing access point, has some built form and would be a more reasonable and logical alternative to a number of those that are included in Appendix 3 of the planning statement.
- 4.22 The Parish Councils consider therefore, that the sequential approach taken to identifying this location for development has not been undertaken in a justified or robust manner that would comply with the provisions of the NPPF, PPG or the Local Plan.

### **Conference Facility Need**

- 4.23 The Parish Councils question the need or justification for this element of the application. The proposed development at the Great Wolf Lodge Resort includes 550sqm GIA of conference space at a dedicated conference centre. The Cherwell Local Plan Part 1 only includes conference facilities in one of its policies (Policy Bicester 8: Former RAF Bicester) as a reflection of the lack of need. The conferencing facilities at this strategic location have

not yet been built out. A planning application was validated on 17/07/2018 (Reference: 18/01253/F) for conferencing facilities at this location and is currently under consideration.

- 4.24 The addition of the proposed unallocated conferencing facilities at the Great Wolf Lodge Resort is expected to contribute to the resorts average of 500,000 visitors per annum. This, as with the hotel bed provision has the potential to undermine the Local Plan's aspirations and allocations. The provision on the application site could potentially reduce visitor numbers at the allocated conferencing facilities within the strategic area of the Local Plan at Former RAF Bicester. The conferencing facilities at Former RAF Bicester have not yet been built and as a result their popularity and viability are yet to be established. The reduction in visitor numbers to the proposed development at Former RAF during their first few active trading years could cause potential closure and therefore local plan policy failure due to lack of use.
- 4.25 Bicester Hotel Golf and Spa currently provides a range of flexible conferencing facilities, with the maximum number of delegates being able to attend at any one time being 200. The proposed conferencing facilities at the Great Wolf Lodge Resort would be in direct competition to those adjacent, potentially create an adverse economic impact to the local and wider economy of Cherwell. The Parish Council's therefore suggest significant caution should be places on any claimed economic benefits of this element of the proposals.

#### **Destination Resorts vs Hotel**

- 4.26 Great Wolf Lodge Resort is described in the submitted DAS Part 1 as being "a one-of-a-kind family resort experience with an exciting indoor Water Park, other attractions and entertainment offerings and dining options all under one roof, creating an affordable and fun-filled getaway that families can enjoy together". The Cherwell Local Plan Part 1 and its evidence base does not identify a need in the area for a "destination resort."
- 4.27 The Cherwell Local Plan Part 1 does however identify a need for hotels. Provisions have been made for this demand as explained above at section 4.0, in the strategic growth towns of Bicester and Banbury. These are settlements which have been clearly outlined for major developments due to their size, scale and capacity for sustainable growth. Chesterton has not been identified in the Cherwell Local Plan Part 1 as a sustainable location for this type of growth or development.
- 4.28 The applicants DAS Part 1 includes the following statement:

*"In The UK, Great Lakes UK Ltd [has] selected Bicester as the location for the first resort due to the areas profile, proximity to major urban centres, as well as links to the motorway network."*

The Parish Councils are not convinced by this statement and consider it to be misleading as the applicant has actually selected Chesterton as their site location, rather than Bicester. The applicant has justified the choice of location using characteristics of the sustainable growth town of Bicester, rather than characteristics of the village community of Chesterton. It is important to note that Bicester and Chesterton are physically separated by an area of sensitive greenfield land.

4.29 As demonstrated above, the proposed destination resort does not meet the hotel demand in Cherwell. The Great Wolf Lodge Resort has many different identified uses, rather than just a hotel (C1), such as the following:

- Family entertainment centre
- Indoor rope course
- Climbing walls
- Mini golf
- Arcade
- Bowling
- Interactive games
- 6ha nature trail
- Waterpark
- 24 Hour grab & go food outlet
- Fast food restaurant
- Taco restaurant
- Pizzeria
- Barnwood restaurant (including breakfast buffet)
- Coffee Shop
- Candy shop
- Ice Cream Parlour
- Conference facilities

4.30 It is clear that the above uses are included to ensure guests at Great Wolf Lodge Resort are entertained and remain at the resort. This is in comparison to a traditional hotel (of which there is an identified need in Cherwell) to support the local tourist attractions and amenities, where potential day visitors to the area would stay overnight.

4.31 The intention to retain visitors for the duration of their stay is confirmed in the submitted planning statement – “Great Wolf Resorts ... are an icon in the hospitality industry by offering everything under one roof”, “a new type of indoor family resort”. The Parish Councils question the social and economic value of such a proposal to the wider community of Cherwell. This situation also raises a further question which is that of the land use under consideration and whether it is to be determined as a hotel (C1) with ancillary uses or as a sui generis “destination resort.”

## **5.0 Claimed benefits of the scheme**

### **Economic and social Benefits**

5.1 Chapter 5 of the Environment Statement is the socio-economic assessment of the proposals. At paragraph 5.3.29 proposed visitor spend is summarised as follows:

- *Visitors to the Proposed Development spend the same proportion of their total expenditure on accommodation, shopping, food and drink, and attractions as staying visitors;*
- *The average room rate at the Proposed Development is 41% of visitors’ total spend, which is the total of accommodation and attraction spend for staying visitors in Oxfordshire. This conservatively assumes that all of visitors’ expenditure on attractions would be within the Proposed Development. After travel expenditure (which is assumed*

*to be fully absorbed by the transport providers), the remaining 43% would therefore be spent on shopping and food and drink;*

- A high proportion of the food and drink and shopping spend would also take place in the Proposed Development. However, there are some opportunities for local retail and food and beverage spend outside the Proposed Development, particularly in Bicester Village. It is conservatively assumed that 25% of total spend on food & drink and shopping is spent outside the Proposed Development in the rest of Oxfordshire; and*
- There will be a high proportion of children visiting the Proposed Development and whilst these will support expenditure in Oxfordshire, they will not be expected to do so directly. This analysis therefore only accounts for spending of adult visitors, which, based on likely attendance, is expected to be approximately half of visitors.*

- 5.2 The summary appears to suggest that the majority of the spend by visitors and staying guests will be retained within the resort. This is, after all, the business model which is described elsewhere through the application and supporting documentation. Moreover, the off-site spend is suggested to be most likely focussed at 'Bicester Village' which is a destination in its own right at Bicester (and in Oxfordshire) that brings some limited benefits to the surrounding area but is not a large generator of local economic growth. At best, it appears that a quarter of the overall spend might be in the local area, but the Parish Councils are not convinced that once people arrive at the resort they will be enticed beyond the front gates because everything is on site. Moreover, the unsustainable nature of the location means anyone will have to travel by car, quite some distance, to find a food offer or indeed visit 'Bicester Village.'
- 5.3 The applicant claims that the Great Wolf Lodge Resort will create "*additional local spin off jobs and wider economic benefits, through demand for local goods and services in the area associated with increased visitor numbers and £4.9 million of additional spend per year to the area.*" The Parish Councils have serious concerns regarding the validity of these claims.
- 5.4 As explained above, the Great Wolf Lodge Resort will encompass a large number of food and beverage outlets, as well as various recreational activities. As a result, the Parish Councils envisage the majority of spending to be internal as 'everything is under one roof'. The economic statement (prepared by Volterra) states that the Great Wolf Lodge Resort visitors are expected to spend £4.9 million per year on food and beverage and retail across Oxfordshire. Point 4.17 of the economic statement clarifies that this amount was based on an assumption that 25% of the total spend on food and drink being outside of the proposed development. The Parish Councils are not convinced that a resort which provides the range of dining facilities as proposed would also provide a compelling reason for visitors to leave and spend their money outside its gates. Furthermore, those that do leave are likely to do so by private car given the closest alternative eating options are at some distance, so again, this undermines the sustainable location arguments for the proposal. The Parish Councils also note, on this point, that the transport assessment that is submitted alongside the proposals does not appear to include traffic movements for visitors leaving temporarily to find food in the local area. It is suggested that the transport assessments are revised to cover this matter.
- 5.5 The nature of hotel employment is that it is necessarily seasonal, and staff are generally lowly paid. 4.13 of the economic statement identifies that workers are expected to spend

an estimated £157,000 per year in the local area. 4.14 continues: “*due to lack of relative spending options within close proximity of the site, it is likely that many workers will have their lunch at the proposed development or bring lunch from home*” Chesterton has two options – the Red Cow pub or the brasserie at the Chesterton Hotel – and there is no local shop. The Parish Councils are far from convinced that the claimed figures are accurate. Once more, if staff do choose to go to a shop for lunch it will be in Bicester which means more vehicle trips.

- 5.6 Furthermore 42% of the jobs are targeted at those under the age of 21 (lifeguard and hospitality training). The wages for this are likely to be limited and represent a limit on the spending power. Also, it is not clear exactly how this fits with the Local Industrial Strategy and Oxfordshire’s focus on high-value job, apprenticeships and the science and technology sector.
- 5.7 The employment of construction staff is likely to be a short term social and economic benefit. Spending is based on the assumption that 60% of workers will spend £10.32 a day for 220 days a year. However, a ‘Yougov’ survey found that workers spent £6 average in local area on average in 2005, this has been uplifted to reflect earnings growth and then a 50% leakage applied to total spend to account for lack of options at the site and current lack of transport. As with the hotel staff considered above, the direct local return seems limited and certainly there will be very few benefits to Chesterton locally during construction regarding worker spending. Moreover, the Parish Council do not consider that this is a significant or unique benefit of this proposal. Development jobs – and the limited associated spending – will be generated by all development proposals in and around the local area, and across Cherwell.
- 5.8 The arguments that the applicants present in terms of the supply chain for the proposals are not convincing. There is limited convincing evidence that this will be sourced locally. It is likely that a corporate chain like Great Wolf Resorts will have a branded catalogue which ensures that products and supplies are kept within a company or often shipped in with minimal positive impact for local providers. Moreover, the fact that the proposal is to include laundry facilities and other ‘back of house’ functions within the site will prevent other opportunities for local supplies to engage with the new resort.
- 5.9 Finally, the generation of business rates is suggested as a potential benefit of the scheme. However, it is considered that contributions for local and regional benefit is not likely to be sufficient to outweigh the harm in to landscape and the local highway network. Moreover, this benefit is a general benefit of most commercial development and is of limited weight in a single case. This must also be balanced against the potential that business rates could be lost through increased hotel or conference competition where no increase need has been identified and at BHGS for example due to closure of half of the golf course and reduction in conference facility use.

### **New Nature Trails**

- 5.10 The proposed development includes the provision of a 6ha nature trail area at the north of the site, which has been identified to provide genuine public open space (as explained in the planning statement).
- 5.11 Policy ESD 17: Green Infrastructure (CLP1) accompanying text, B.279 protection and enhancement of open space, sport and recreation sites will assist in maintaining the green infrastructure network. The loss of half the golf course is clearly contrary to this policy. it

is considered unlikely that a net gain in biodiversity will be achieved because the new nature reserve only protects a small section of the existing green infrastructure at this site.

- 5.12 The new nature trails area will not be permanently open – it will only be accessible during certain times – and these are set to replace the public right of way that was clearly also open and accessible. Furthermore, it is in close proximity to the motorway where noise and air pollution is likely to have a significant adverse effect. The nature reserve is also in the least accessible location at the back of the development area, furthest away from the Chesterton. The benefits of the nature trails area, to the local community, will be reduced as a consequence.

## **6.0 Conclusion**

- 6.1 The Parish Councils consider that the application is contrary to the adopted Local Plan. It is not on a site allocated for its development and it would result in the loss of a locally needed sports facility. There is no demonstrable need for the proposals, and the chosen location is not sustainable.
- 6.2 The Parish Councils have identified harms to the landscape, the local transport network, and potentially to the local economy. These harms clearly outweigh the suggested social and economic benefits and it is therefore respectfully suggested that on this basis the application for development consent should be refused.

Yours sincerely,



**Peter Canavan MRTPI**  
Associate Partner

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**ANNEX A: Victoria Prentis Support Letter**



Mrs Jackie Williams  
Clerk  
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OX26 1BJ

**Our Ref: AW/VP23889**

**20 January 2020**

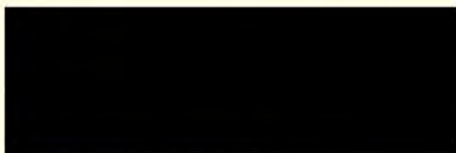
Dear Jackie,

I am writing in support of your ongoing efforts to draw attention to the potentially damaging Great Lakes UK Ltd Planning Application, No. 19/02550/F.

Having spoken to my constituent, Mr Nick Newton, of Stableford House, Chesterton, I understand your efforts to rally the support of the community has been invaluable.

I am, as you are, particularly concerned with the threat to biodiversity this application proposes. Protecting our beautiful countryside, and championing responsible development, has always been important me.

Please do keep me updated and let me know if I can be of any help.



**Victoria Prentis MP**

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**ANNEX B: PBA Transport review**

Our Reference: 502.0073/280120/JR



28<sup>th</sup> January 2020

Clare Whitehead  
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Dear Clare

**Planning Application 19/02550/F – Land to the east of M40 and south of A4095, Chesterton**

We are writing on behalf of Chesterton Parish Council, who have appointed Paul Basham Associates to undertake a review of the transport aspects of the above planning application, for the, *“Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping.”*

We have a number of serious concerns with regards to the application and the information that has been submitted in support of it, in relation to the sustainability of the proposals, the access and off-site highway improvements and the impact on the local road network. It is noted that Oxfordshire County Council’s (OCC’s) consultee response dated 10<sup>th</sup> January 2020 outlines similar concerns with regards to the development proposals.

Sustainability

The National Planning Policy Framework (NPPF) sets out a general presumption in favour of sustainable development, and states that, *“it should be ensured that... appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location,”* (paragraph 108). Policy SL4 of the adopted Cherwell Local Plan 2011-2031 states that, *“all development where reasonable to do so, should facilitate the use of sustainable modes of transport to make the fullest possible use of public transport, walking and cycling.”* Policy ESD1 states that, *“Measures will be taken to mitigate the impact of development within the District on climate change... delivering development that seeks to reduce the need to travel and which encourages sustainable travel options including walking, cycling and public transport to reduce dependence on private cars.”* This policy is echoed by the local highway authority, Oxfordshire County Council in Policy 18 of the Local Transport Plan 2015-2031, which states, *“OCC will seek to ensure... that the location of development makes the best use of existing and planned infrastructure, provides new or improved infrastructure and reduces the need to travel and supports walking, cycling and public transport.”*

It is considered that the development proposals do not accord with the national and local policies outlined above. As outlined with OCC’s comments, *“the proposal is not allocated in the Cherwell Local Plan and is not in a sustainable location in transport terms.”* The development will generate a significant amount of travel, and by virtue of being situated in a rural, isolated and unsustainable location neither reduces the need to travel, nor reduced dependence on private cars. It is noted that the proposals include the creation of a new footway between the site and Chesterton, along the A4095. However, it is unclear how this will encourage walking to/from the site given the customer catchment area for the development of *“a 125-mile drive”* (Transport Assessment ref 1803047/gwvice para 5.24). Whilst it is possible that a very modest number of the anticipated 460 FTE staff may live in Chesterton (population 850 according to 2011 Census data) it is not considered that the footway will increase walking to/from the site to any meaningful degree.

Cont.



Transport Planning



Highway Design & Civil Engineering



Travel Planning

QMS0096/v4/200818/SA

At the point at which the proposed cycleway/footway terminates at the A4095/Hale junction, cyclists would be required to cross the A4095 to join the carriageway towards Bicester.

Substantial volumes of traffic in this location combined with vehicles turning out of the Hale/A4095 junction make it considerably difficult for cyclists to safely cross the carriageway in this location therefore raising highways safety concerns. Pedestrians too would be required to cross the A4095 between the A4095/Hale junction and the A4095/Alcester Road junction, and no crossing facilities are provided.

Furthermore, it is considered highly unlikely that any visitors will cycle to the site, given the size of the catchment area and lack of dedicated cycling facilities on the A4095, as well as the likely need for luggage. The Transport Assessment states that National Cycle Network Route 51 (NCN51) runs alongside the A41 Oxford Road south east of the site and is a traffic-free shared pedestrian and cycle route. This is not however correct; beyond the Bicester Avenue Home and Garden Centre the route becomes an on-road route requiring cyclists to cycle alongside vehicular traffic. Considering the likely family nature of typical guest groups (typical room occupancy is 4.5 guests per room including children according to TA para 5.16), even if visitors were prepared to cycle to the site, the lack of cycle routes will discourage most groups from cycling.

The above places great importance upon the use of public transport to reduce dependency on private cars. The TA acknowledges that only one bus service operates per day between Chesterton and the site. This service is a one-way service and departs Chesterton at 07:25 (Monday-Friday). The absence of any bus service back to Chesterton and the infrequency of this one-way service are insufficient to serve a development of this scale. In this respect, the proposed shuttle bus from the site to Bicester Village and Bicester North train stations could encourage visitors to travel by train. However, in practice, the shuttle bus of unspecified size offers a poor, infrequent service and will do little to encourage sustainable travel. At a frequency of once every 2 hours, the shuttle bus is impractical and unattractive, which would discourage those who would otherwise consider travelling by train. Those that do travel by train may have to wait considerable amounts of time at the station. It is noted that the TA states that the shuttle bus will be timed to meet arriving/departing trains at each station (para 4.9). However, trains arrive and depart Bicester Village and Bicester North at much higher frequency than once every 2 hours (up to 10 arrivals every 2 hours at each station). Even if customers chose to travel by train to coincide with a shuttle bus pick up, train delays may occur, which may then have a knock-on impact on passengers waiting at the other rail station. With such an infrequent bus service and up to 20 arriving trains between shuttle bus trips, a substantial number of customers may wish to use the shuttle bus (other issues notwithstanding). It is unclear what would be done if the shuttle bus were full.

Whilst the staff shuttle bus is also in theory positive, this is again considered unlikely to encourage any significant amount of sustainable travel, with similar issues to the customer shuttle bus. With 460 FTE staff, a significant percentage of employees are likely to live outside of Bicester. Working on a shift pattern, the staff shuttle bus is to be timed with the start/end of shifts (TA para 4.11). It is unknown whether this will also coincide with suitable train or other bus journeys for those commuting from outside of Bicester. Furthermore, due to the shift pattern, demand for the shuttle bus will be concentrated in short periods, and the protocol is again unclear if the staff shuttle bus were to be full. This bus will also be open to residents of Chesterton as specified within TA para 4.8, no information is provided on how priority will be organised and how residents will access this bus.

If the development were to go ahead, it would be fundamentally important for the shuttle bus to be secured in perpetuity with details of the bus specification, size, route and frequency all set out the legal agreement. Whilst the submission of a Framework Travel Plan is welcome, it does not overcome the issues associated with the unsustainable location of the site.

Cont.



Furthermore, the provision of 900 car parking spaces is excessive and is contrary to the requirement to reduce dependency on the private car and encourage sustainable travel. By virtue of the level of parking provided, the unattractive sustainable travel options and inaccessible nature of the site, the application encourages use of the private car at the expense of sustainable travel modes for both visitors and staff. A reduction in the amount of car parking provided on-site would make driving a less attractive option and encourage use of more sustainable modes (other concerns outlined above notwithstanding).

The provision of 30 Sustainable Day Passes for those who utilise the shuttle bus is a positive measure; however, this is in addition to the 2250 other guests. This measure therefore does nothing to encourage sustainable travel for 98.7% of visitors and will not discourage use of the private car.

In summary, the nature of the use and local context are such that it is considered unlikely that any meaningful amount of staff or visitors will walk or cycle to the site. The customer shuttle bus is not considered to offer an attractive service and is unlikely to encourage travel by sustainable modes. The staff shuttle bus is also not considered to offer a sufficiently attractive alternative to driving. Also taking into account the proposed level of on-site parking provision, visitors and staff will be reliant on use of the private car, contrary to national and local policy, creating an unsustainable form of development.

#### Access and off-site highway improvements

With regards to the proposed access and off-site highway improvements, the drawings are based on OS mapping and do not contain any measured geometries. As such it is difficult to determine whether or not these are correct or accord with the relevant design standards, also making it difficult to assess whether the right-turn lane into the site provides sufficient capacity to accommodate vehicles turning right, particularly during the evening peak times when the A4095 is particularly busy.

Furthermore, the primary visibility splay is drawn incorrectly to the far side of the carriageway, rather than the nearside as required by Design Manual for Roads and Bridges. It cannot therefore be determined whether suitable access is achievable. Furthermore, a Road Safety Audit does not appear to have been submitted, and it has not therefore been proven that safe access is achievable either. The proposals therefore fail to meet the requirements of the NPPF which states at paragraph 108: *“It should be ensured that... safe and suitable access to the site can be achieved for all users.”*

The plans of the off-site highway improvements lack details such as the provision of corduroy paving at the end of the footway/cycleway (although the plan indicates it continues into Chesterton, which is presumably in error).

#### Public Rights of Way

As outlined in the TA, there is an existing Public Right Of Way (PROW 161/06) which currently crosses through the centre of the site. It is understood that the applicant proposes to divert the existing PROW along the south-eastern boundary of the site (although the TA states the western boundary), connecting with the new section of shared footway/cycleway alongside the A4095.

Whilst a Public Right of Way can be diverted under s119 of the Highways Act 1980, it must be demonstrated that:

- a) *The diversion is expedient in the interests of the person(s) stated in the Order;*
- b) *The path will not be substantially less convenient to the public as a consequence of the diversion; and*
- c) *It is expedient to confirm the Order having regard to the effect it would have on public enjoyment of the path as a whole, on other land served by the existing path and on land affected by the proposed new path, taking into account the provisions for compensation.*

Cont.



It is understood that this section of footpath is well used by residents of Chesterton and offers a traffic-free route between the golf resort's car park and the A4095. The re-alignment of the PROW reduces the traffic-free extent of the route and would require users to walk along a shared footway/cycleway which runs along the A4095. It is considered that the proposed re-alignment leads to a worsening in comparison to the existing scenario and that the proposals do not lead to an overall betterment for existing public footpath users. Furthermore, the realignment will also require footpath users to cross the main vehicular access to the site subsequently increasing the risk of collisions between vehicles and pedestrians. The path is not considered to be more convenient to the public as a consequence of the diversion and local residents will be seeking to ensure this route remains in situ.

#### Impact on Local Road Network

Notwithstanding the issues outlined above, upon review of the TA a number of additional points raise further concern. The PIA data assessment reveals a high occurrence of incidents on the local road network, and given that the majority of trips to and from the site are likely to be via private vehicle, this is a cause for concern.

It is noted that vehicle trip rates and parking provision for the proposed development have been based on surveys of three of the applicant's American sites. No details of this modest number of surveys or derivation of the trip rates are available, and as such it is impossible to assess the suitability of this method or the application of these to the proposed site. There are any number of socio-economic factors that mean the trip rates may not be suitable for use in the UK, and also no assessment of the similarities or otherwise in terms of the sustainability of the American sites has been undertaken. Furthermore, it is not clear whether the trip rates and subsequent level of parking provision include for the proposed conference facilities. It is noted that the TA states that the sites within the TRICS database are not considered to be representative of the proposed development.

A Technical Note appended to the TA contains a 'first principles,' assessment of the trip rates, by comparing the Great Wolf Lodge trip rates to trip mode share at Center Parcs in Woburn. Application of the Center Parcs trip rate on a changeover day per unit of accommodation to the proposed development would be instructive but does not appear to have been carried out. No comparison of the accessibility credentials of the two sites is presented and the assertion that the mode shares are likely to be similar appear to be unfounded. The TN also assumes that all single occupancy car trips to/from the Center Parcs site were staff trips, which is an overly generous assumption. A review of the Center Parcs website also shows that discounts on train travel are offered to customers to encourage sustainable travel, which the site in question does not.

Paragraph 5.26 of the TA relates to the signage strategy for the proposed development, which is suggested to be from the M40 J9 to the A34 and the B430 and takes 10 minutes to cover a distance of 5.6 miles. Whilst the proposed signage strategy may divert drivers away from using smaller local roads, the reality is that a significant proportion of visitors are likely to use sat nav devices or route-finding software. For example, at the time of writing, Google maps directs drivers through Little Chesterton, with an alternative via Chesterton (**Figure 1**).

Given the size of the catchment area, the majority of visitors are unlikely to be acquainted with the local area and be unaware of the suitability of these routes. Furthermore, the application includes an assessment of economic benefit to the wider area arising from the scheme, which states the spill over benefits of £5.9m will "particularly" go to Bicester Village. This would suggest that even if the proposed signage strategy diverts drivers away from using smaller local roads when travelling to/from the site, the proposed development would generate increased vehicular traffic on the local road network between the proposed development and Bicester Village.

Cont.





Figure 1: Google Maps route from M40 J9 to Site and Suggested Signed Route

Visitors from the northern home counties e.g. Milton Keynes and as far afield as the Midlands may choose to avoid the motorways and travel to the site via Bicester and the surrounding villages. The A41 and Bicester itself are already experiencing operational stress and a number of serious collisions have been reported at the A41/Vendee Drive junction in recent years.

Besides the Travel Plan, the applicant has not proposed any physical measures to proactively prevent visitors from using Akeman Street or Little Chesterton which are highly unsuitable routes for the quantum of development proposed due to their sinuous nature and general width. It is therefore considered that the development proposals will result in additional traffic through local roads and villages, which are ill-suited to accommodating this level of additional traffic. The development is therefore contrary to saved policy TR7 of the Cherwell Adopted Local Plan (1996) which states that, “development that would regularly attract... large numbers of cars onto unsuitable minor roads will not normally be permitted.”

Modelling assessments of the impact on the local road network have also been undertaken within the submitted TA. Our client has a number of concerns over the committed developments that have been omitted from the modelling assessments. Notwithstanding this or the concerns over trip generation calculation, the development pushes the ratio of flow to capacity (RFC – a measure of how well the junction will operate) at the A4095/Vendee Drive junction over 0.85. A RFC of 0.85 equates to the practical capacity which the TA acknowledges within paragraph 6.5, and values over this warrant the need to strongly consider capacity improvements in order to avoid operational issues and associated delays. However, the TA is silent on any possible improvements at this junction despite the development resulting in the junction exceeding its practical capacity.

Given the level of additional traffic that the proposed development will generate, the lack of any consideration to the impact of the additional development traffic on the single lane traffic calming measures in Chesterton is of concern and additional information should be provided to determine whether this impact is acceptable.

Cont.



Transport Planning



Highway Design & Civil Engineering



Travel Planning



Both Junction 9 and 10 of the M40 are already operating at capacity and when accidents occur, significant queueing occurs on surrounding roads. The M40 and A34 hold strategic importance and it is critical that their operation is not hindered. Furthermore, the A34 junction at Weston-on-the-Green is substandard by virtue of its accident history, and Highways England's Solent to Midlands Route Study identifies the presence of a number of road merges in this area as contributing to capacity issues.

Furthermore, the B430/B4030 signalised crossroads is shown to be operating over capacity in future year assessments, even without the proposed development, mainly as a result of the Heyford Park development. However, the proposed development will add traffic to this junction, resulting in greater queueing and capacity issues. The TA relies on improvements being brought forward by others, but as far as we are aware there are no identified improvement schemes available. The proposed development should at least be required to mitigate its own impact. OCC's position is that the development will have a material effect on the operation of the junction, and that further mitigation works (beyond Heyford Park Phase 2) will not be able to counteract the effect. OCC anticipate that the development traffic will have a severe impact on the road network and have objected to the scheme for the following reason:

*"Severe congestion at the Middleton Stoney signalised junction will be exacerbated by the additional trips generated by the proposed development. This is contrary to paragraphs 103, 108 and 109 of the NPPF, Cherwell Local Plan Policy SLE4 and Oxfordshire Local Transport Plan 4 Policy 17".*

#### Summary

In summary, we have serious concerns with regards to the sustainability of the proposed development and its impact on the local road network. We do not believe that the measures put forward by the applicant are sufficient to overcome the inherently unsustainable location for this type of development. A negligible proportion of staff or visitors are likely to walk or cycle, and the proposed shuttle bus is not sufficiently attractive to encourage a significant amount of site users to travel by public transport. We also have concerns relating to the calculation of trip generation which in turn has informed the level of car parking, which also discourages use of sustainable travel. The trip generation calculations have failed to consider the trip impact and subsequent parking requirements of the on-site conference facilities which are likely to generate a substantial level of activity. This further calls into question the assessments of the development impact presented in the TA.

Despite the signage strategy, visitors will likely route via unsuitable roads, and the impact of the development on the local road network has not been mitigated. It has also not been proven that safe and suitable access is achievable due to issues with the drawings and the lack of a Road Safety Audit.

When taken together, all of the above issues are such that the development is considered to be contrary to local and national policy set out in the adopted local plan and the NPPF. We would therefore respectfully suggest that if the above issues cannot be satisfactorily addressed, that the only course of action is to refuse planning permission for the reasons outlined above.

We would welcome the opportunity to comment further should any additional relevant information be submitted.

Yours sincerely



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**ANNEX C: ALD Landscape review**

Project Ref: ALD856\_L200113

Date: 23rd January 2020



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## Letter Raised in Objection to the Proposed Great Wolf Resort Development

**Planning Application No.:** 19/02550/F

**Applicant:** Great Lakes UK Limited

**Application Type:** Full Development

**Case Officer:** Clare Whitehead @ Cherwell District Council

**Location:** Land to the east of M40 and south of A4095 Chesterton, Bicester, Oxon

**Proposal Summary:** Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping.

### 1.0 Introduction:

- 1.1 This letter is prepared by Applied Landscape Design Limited (ALD). ALD are Chartered Landscape Architects, and members of the Landscape Institute.
- 1.2 ALD are appointed in a professional capacity, by Chesterton Parish Council, specifically to review the landscape and visual impact assessment, and the landscape proposals submitted as part of the application. Other matters of significance, including ecology, highways and transport, economic need and employment analysis, provision of open space, sport and recreation provision, and compliance with Development Plan and associated planning policies, are commented on by other consultants in support of Chesterton Parish Council.
- 1.3 ALD operate out of offices at Bignell Park Barns, Chesterton, OXON, OX26 1TD. We are therefore 'neighbours' of the existing golf course and associated hotel and leisure facility – and are based within the Chesterton Parish.
- 1.4 The observations, and concerns, raised herein, are therefore based on the premise that (a) ALD are professional consultants complying with the code of conduct and professional guidelines associated with the preparation of Landscape and Visual Impact Assessments, (b) ALD are professional Landscape Architecture consultants with a detailed understanding of planning consultation processes, and (c) ALD work within the immediate vicinity of the development under review, with all members of the team commuting to the ALD office along roads which are located immediately to the side of the proposed development. We have family members living in Chesterton and a number of staff living in Bicester and the immediate environs. As tenants, we have in principle, the

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ability to up and relocate if alternate and equivalent office facilities were available, and the adjacent proposed development were considered to be creating a significant impact on our operations – however facilities of the size and format we occupy in Chesterton are few and far between that would allow us to continue operating with our current team.

- 1.5 As a local practice, ALD do also have a vested interest in the local community with members of the team currently involved in the community volunteer work at the Burnehyll Woodland – a scheme which recognises the need for the protection of existing landscapes and the creation of new green areas and wildlife corridors in and around Chesterton.
- 1.6 ALD make note that in our professional consultancy capacity, we are involved in projects throughout the Oxfordshire and Cherwell District Council areas – with LVIA's and Landscape information being prepared in support of a range of project types.

## **2.0 Review of the Landscape and Visual Impact Assessment:**

- 2.1 A review of the Landscape and Visual Impact Assessment is two fold in that (a) the process and outcomes as recorded and reported can be interrogated, and (b) the overall or cumulative impact of the proposed development can simply be considered.
- 2.2 In the context of the later, the sheer size and massing of the proposed development means it does not comply with the following statements extracted from Planning Policy ESD13:

*'Development will be expected to respect and enhance local landscape character, securing appropriate mitigation where damage to local landscape cannot be avoided'.*

*And 'proposals will not be permitted if they would cause undue visual intrusion into the open countryside, cause undue harm to natural features, be inconsistent with local character, harm the setting of settlements, or harm the historic value of the landscape'.*

- 2.3 Regardless of the initial assessment that the development does not align with policy, the LVIA is commented on as follows:
  - the LVIA is carried out in accordance with the now superseded 2011 guidelines, albeit the new guidelines have a grace period for those projects already submitted prior to the update
  - a review of the receptors raises a query about the scoping process and how the receptors were determined and whether the Landscape Officer assisted in defining those to be visited?
    - o Viewpoints 14b, 16 and 18 appear to be from private locations
    - o Viewpoint 17 appears to be from a private location (refer to ALD additional point D)
    - o ALD visited potential receptors at additional locations on the road to the south of the existing golf course (A and B), where the allotments and new housing development might offer potential views
    - o ALD visited the point (C) at which the new entrance cuts through the hedge, a receptor which will open up for vehicle users and cyclists (as no public footpath here other than walking along the road or grass verge – which does happen)

The following observations relate to a number of the individual viewpoints:

- **viewpoint 1a**, was taken at the end of April, with leaves on the trees and hedgerows. Receptors represented are defined as road users, yet this is also the access point to the PROW.

Everyone within the ALD team who has looked at the wireframe, feels the proposed building massing sits very low in the landscape – the trees in the background give a point of reference and a measurable height against which to anchor an 18m plus high structure. Confirmation of the positioning of the wire frame should be sought if this is considered contributory to the decision making process as ALD believe, with the inevitable changes to the boundary screening that arise from the footpath link, substation, utility connections and road widening, the hotel and leisure building and the extensive associated car parking will become visible.

Note: Direct views into the existing golf course are available pretty much the full length of the A4095 at this time of year (winter views) – the impact on these views into the course and what would be the proposed car park with built form behind – are not captured on any of the views along this boundary interface.

- viewpoint records associated with the PROW (**Viewpoints 1b and 3**) are included but no indication of the built form / massing is provided. These are considered to be receptors with direct views of the car parking, ancillary structures, the hotel and potentially the water park elements as pedestrians passing through the boundary hedge will see views across the development open up in front of them. The LVIA image for 1b is taken at the end of April and the trees are clearly in leaf – it doesn't therefore comply with best practice for assessing landscape impact.
- **viewpoint 2** from the bridge over the M40 to the NW of the proposed site, was taken in mid February, and is supported by a photomontages at year 1 and year 15. This viewpoint highlights the query as to what is on the motorway embankment and where the development boundary is? And at Year 1 confirms that the height of the development means a long flat linear structure becomes evident above the tree tops – something which is not occurring elsewhere in the landscape characteristic of this area.
- **viewpoint 4** from the bridge over the motorway to the south, provides the most telling image as to the scale of the development in an otherwise agricultural countryside setting. The existing agricultural building in the middle ground provides a valuable reference for a form of known height and size – a regular agricultural unit sitting in the landscape. The year 1 image illustrates the proposed development is clearly visible behind and above the existing trees – a continuous mass of roof and façade materials which forms a new horizon line. Even in the Year 15 image, with leaves on the trees the true scale and length of the proposed development is evident. Taken in the context of other views to architectural elements in the area, the sheer length and height is unprecedented in areas beyond settlement edges.
- **viewpoint 5** illustrates that change can and does happen, with localised utilities works having removed some of the planting shown on the western corner at the golf club boundary. This is unlikely to change the assessment findings, however as with image 1a, the wire frame seems low relative to the general lie of the land. A cross reference to the wire frame in image 14, where the road level is higher, would make the wire frame look to be sitting a different FFLs?
- **viewpoints 6, 7 and 8** appear to be representative, with **viewpoint 9** sitting out on the far side of the Weston on the Green RAF air base.
- **viewpoint 10** was visited, ALD believe this is recorded so as to illustrate the presence of the tree lined hedgerow close to the viewpoint.
- **viewpoint 14a** is visited by members of the ALD on a daily basis, the LVIA image was taken at the end of May and is showing vegetation in full leaf. The record notes do state its representative of a summer view. The equivalent winter, and night time views, with changes

to the roads, openings and entry points should be captured – this is highlighted in the wire frame view which indicates it's not visible. Lights from the existing club house, which is further away than the proposed lights in the car park, can be seen on a winters evening.

- **viewpoints 15, and 16** are similarly taken at the end of May
- ALD did not photograph from the **motorway**, but again the LVIA views were taken in May with all boundary planting in full leaf
- where other viewpoints (11, 12 and 13) were on publicly accessible land, ALD visited to check for any significant change in situation.
- with images having been taken between mid February and the end of May, there are a range of considerations in place between photos (light, weather, leaves) – this makes for an inconsistent basis against which to consider the assessment and the wire frame views prepared in support.
- the images taken around the immediate boundary give no indication of change to the boundary conditions, the wire frame placement of the proposed development in behind does not represent the changes arising to the boundary planting due to footpath access points, sub stations, incoming utility routes, road widening / turning lane introduction and opening up for the new access off the A4095

2.4 Placement of the proposed structure in the landscape at **viewpoint north B** (from the motorway) and **viewpoint north C** does suitably use 'colours' to illustrate the positioning of the proposed structure. Whilst these colours might accentuate the proposals, ALD do make reference to the fact that the entire corridor, and views along it, are green and naturalistic. Very few buildings are evident, and those that are agricultural structures – not rendered hotels with circular slides. As such any structure popping up or out of the landscape setting is deemed to be a change to the character and potentially erodes the green corridor.

2.5 **Viewpoint south B** from the motorway, illustrates the image of the golf course netting and the line of introduced evergreen trees. Whilst these look to afford screening to the proposed development, their medium to long term role in the landscape should be considered as any loss would significantly open up the views given the 4 storey plus height of the proposed buildings.

2.6 ALD do not propose to analyse each and every assessment of significance or definition of low, minor, moderate or major adverse. In general, those views around the site are however reported as being an assessment levels lower than ALD would expect. Illustrations include:

#### Construction Phase:

- Change to landscape character at site level: Moderate Adverse (not significant). ALD would consider this to be Major Adverse given the scale of landscape being lost, the changes to the PRoW and potential impact of construction activities on water bodies.
- Change to landscape character local: Minor Adverse. ALD would consider this to be Major Adverse given the scale of landscape and green infrastructure being lost in this open countryside setting.

#### Operation Phase Year 1:

- Change to visual amenity Viewpoint 4: Moderate Adverse (dropping to Minor-Moderate Adverse when mitigation measures are in place). ALD would consider this to be Moderate - Major Adverse given the scale of building that becomes visible is not in keeping with any built

form or structure anywhere in the vicinity of the Chesterton settlement area. And the mitigation measures proposed will have no Year 1 impact on reducing the assessment.

- Change to visual amenity Various Viewpoints: All seem to be missing reference to the impact of highway changes, opening up the entrance and impact of car parking and lighting. Current conditions, with leaves off the trees, allow visibility of lights around the existing club house and terrace. This can only change for the worse as the lights will be introduced to within 10m of the A4095 boundary and will be supplemented by the vehicles lights of those visiting the development.

2.7 Despite the written assessments presented by the LVIA, a review of the receptors, assessment of further potential viewpoints, consideration of the specific angle / heights of views and the type of viewer, the timing of the views and the wire frames prepared thereafter, leads ALD to believe that a development of this scale is likely (despite all the minor, moderate references) to be visually intrusive. The very scale of the structures, the amount of car parking, the loss of landscape, and the likely visibility through both daytime and evening operations, has a cumulative impact that is considered to be of significant impact, has the potential to cause undue harm to natural features, and does not respect or enhance the local landscape character.

### **3.0 Review of the Landscape Proposals:**

3.1 The site is deemed to be outside the defined settlement boundary – and can therefore be recorded as being located within open countryside. The development as a whole, the introduction of a relatively flat faced building and façade of the size and scale proposed, the immense amount of car parking, the additional ancillary buildings and substation, the introduction of evening lighting, and changes to topography, does much to change the landscape character, impacts on the settlement boundary, creates a significant visual intrusion, reduces the landscape area, and erodes the feeling of ‘open countryside’.

In the context of this overarching statement, recognising that the proposed development is not in keeping with the local character, is not compliant with green infrastructure and local landscape protection policies, the following comments on the specifics of the landscape proposals are made:

3.2 The project requires a **Public Footpath** to be diverted (route 161/6) as it runs across the existing site on an alignment which is directly under the proposed building footprint. Any revised route would be subject to separate approval (i.e. planning approval does not constitute approval to a public footpath diversion).

The proposed route is not clear on the 4no. landscape general arrangement plans – and whilst the existing point of access into the site (at the existing vehicular gate off the A4095 close to the entrance to Bignell Park Barns opposite) is indicated as a future footpath point – the hedgerow symbols indicate continuous planting to the boundary (it is unclear whether this is existing to be retained or proposed). As such the aspirations for the footpath link, and retaining or imparting a continuous soft landscape buffer hedge are at odds and the LVIA hasn’t assessed the proposals in the context of such boundary openings.

Once on site, this footpath route wraps around the landscape area adjacent to the motorway – an area that is and will continue to be influenced by the noise of the motorway. The footpath is not identified as being the revised Public Right of Way – nor does it appear to cross the site and find its way out to the existing ‘exit point’. Any plans submitted therefore appear to be subject to further design development and change if a revised route is to be integrated into the proposals.

It is unclear from the layouts who this area is to be used by and benefit? There is just a single direct access point for the visitors attending the Great Lakes UK development off the courtyard area to the NW corner of the building. With the number of benches and picnic areas provided - it appears to be designed as a destination but the massing of the development footprint prevents the wider development from interfacing with or filtering into this area – in fact the ‘wing’ plan arrangement actually forms a blocker to the free movement of people into and around the area.

- 3.3 **Very few existing trees** are indicated to be retained with the site – many being removed by the vast rectangular areas of car parking. The graphics on the landscape plans are very faint in regard to the clarification of trees and landscape to be removed. Those areas retained are ‘graphic only’ using a standard CAD generated symbol and hatch with no use of topographic survey information. This makes it difficult to understand whether those trees to be retained are in fact viable, nor what is actually existing and to what extent.
- 3.4 **Existing landscape** to be retained particularly along boundaries, including the motorway boundary, is unclear. What is part of the project? What is part of the motorway embankment (and could therefore be removed by others)? Where are the root protection zones?
- 3.5 In driving the road every day, it’s a 2 lane carriageway. The entry configuration provides for a ‘turn right’ lane when travelling from the NW. How is this achieved and what is the impact on existing landscape and levels outside the project boundary?
- 3.6 Car park proposals to be softened by **beech hedges**, with planting areas defined by flush kerbs. Any planting proposals in this open countryside location should be native in form and format. A single species hedge, with soils receiving car park run off, does not appear to be in keeping with the landscape characteristics of the site or the local countryside environment.
- 3.7 **Earthworks profiles** across the existing site are characterised by shallow and smooth flow undulations, with low lying areas of water and golf tees boxes creating artificial elevated platforms. Proposed mounding up to 4m high is not considered in keeping with the natural landscape characteristics of the area. This treatment, generating slopes in excess of 1:3, creates soils which dry out and planting / trees which subsequently struggle to establish. This practice may achieve short term screening of ground level activities beyond, but the landform itself creates a visual impact which is significant to those in the immediate vicinity as it cuts of existing vistas. The treatment proposed will introduce an ‘artificial’ landscape element which has a notable impact on residents to the south, the golf course users and members of the existing leisure facility to the south, and any users of the public right of way (assuming that that is reinstated).
- 3.8 **New wildlife ponds** are shown to be provided to replace those lost. Ecological impacts, surveys, translocations and legal protections are not considered here by ALD, but we urge all consideration of the proposals to be holistic and as such these landscape elements and their contribution to the scheme can only be valid if the preceding activities and the relative protection and handling processes / programmes are in place.
- 3.9 **Tree planting species** can be a subjective consideration – having worked in the Cherwell District Council area we receive comments that are driven by aesthetic, native, and environmental considerations. We expect similar comments to be circulated by the tree and landscape officers in relation to this project, and whilst we urge due consideration to be given to their observations, we highlight the following:
- Oaks should be avoided at this time as the horticultural industry looks to limit the spread of Oak Processionary Moth (OPM)
  - Salix and its distribution requires clarification (utilities, foundations, water holding areas)



- Sorbus appears to be a heavily used species, although numbers to be planted as a percentage of the overall tally is not clear
- Species for use on mounds, in woodland mixes, as hedgerow supplements should all be native and as found in the existing mixes and hedges on site

3.10 **Entrance boulevard planting proposals** – makes reference to ‘disease resistant Elm if available’ and Large Pin Oak as an alternative. Neither are native to the location. And the movement of Oak trees is currently restricted due to Oak Processionary Moth. Whilst stock might be in the UK at the time of reviewing the proposals, no further material can be imported from Europe. As such stock is now limited, variable and relatively expensive, opening up a concern that the proposals as they stand are neither appropriate, nor deliverable.

#### **4.0 In Conclusion**

- 4.1 It is recognised that in raising these concerns and observations on behalf of Chesterton Parish Council, the information will be shared with the proposed development team and that elements ‘at odds’ with the procedures (such as photographs and assessments carried out in summer months) can be addressed and reworked by the developer to bring them in line with LVIA guidelines.
- 4.2 Regardless of this, and any potential changes to the LVIA processes and design layouts / species selections which subsequently arise, the impact both visually and in terms of change to the landscape character, is considered significant and a development of such a scale, footprint and massing is not commensurate with a site of this nature in this location.
- 4.3 The proposed project is therefore considered to be contrary to the following policies:
- ESD 13: Local Landscape Protection and Enhancement
  - ESD 15: The Character of the Build and Historic Environment
- 4.4 On this basis, Applied Landscape Design recommend the scheme should be refused.

Yours sincerely,

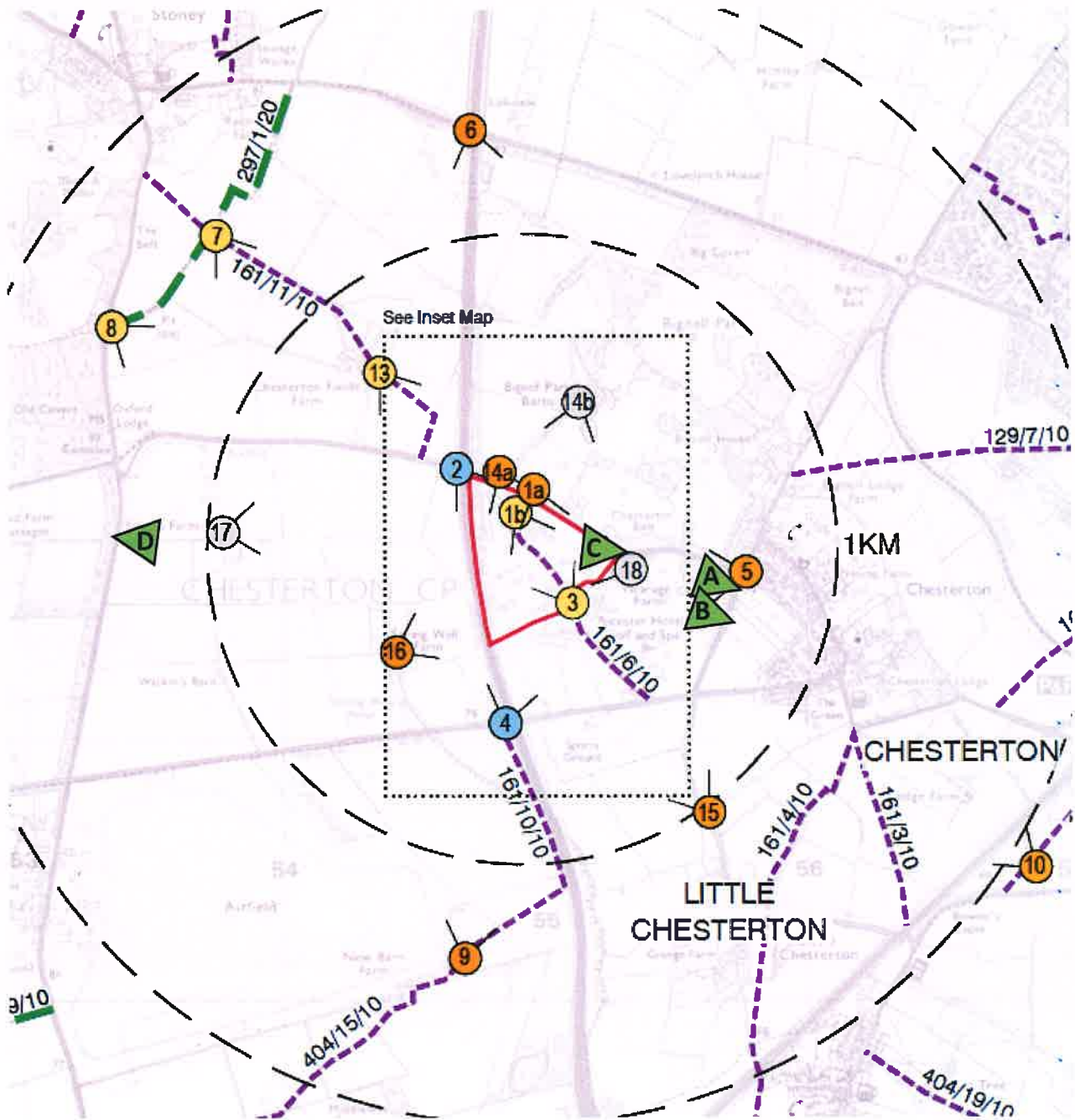


Kym M Jones (Mrs) BSc (Hons), DipLA, MLA(OSU), CMLI  
Managing Director / Chartered Landscape Architect  
**Applied Landscape Design Limited**

## ALD Additional Viewpoint Locations

(not to be confused with the references Great Lakes UK Ltd use for their motorway views)

ALD potential receptors / viewpoint locations are represented in green with the letters A-D



## ALD Potential Receptor / Viewpoints A, B, C and D

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Photos were taken on the 18<sup>th</sup> December 2019, the weather was cool and dry with intermittent patches of sun in the morning and grey cloud by the afternoon. These images are taken in accordance with current LVIA guidelines, but as this is not deemed to be an LVIA in itself, the scale / size / referencing of the images here are purley for record purposes to illustrate attendance at the receptor locations

**Viewpoint A** is taken on The Hale at the entrance to the Allotments, looking west towards the site.



**Viewpoint B** is taken on Penrose Gardens, just off The Hale, looking west towards the site.



**Viewpoint C** is taken at the junction of the A4095 and Stableford Lane (current back of house vehicular entrance to the golf course), looking west towards the site.



**Viewpoint D** is taken from the B430 (Northampton Road) at the entrance to Simms Farm complex, looking east towards site.



**ANNEX D: CDC Rec and Leisure response 11.12.2019**

# Consultee Comment for planning application 19/02550/F

<b>Application Number</b>	19/02550/F
<b>Location</b>	Land to the east of M40 and south of A4095 Chesterton Bicester Oxon
<b>Proposal</b>	Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping
<b>Case Officer</b>	Clare Whitehead
<b>Organisation Name</b>	
<b>Address</b>	Recreation & Leisure (CDC)
<b>Type of Comment</b>	Public Art/Community Halls/Community Dev./Indoor Sports/Outdoor Sports
<b>Type</b>	Comment
<b>Comments</b>	<p>The planning application identifies the provision of indoor and outdoor facilities on site as part of the hotel and leisure complex, which the public will be able to access. The application also includes discounted day passes for nearby residents. Even though Well-being is not looking to seek any S106 contributions, it is important to comment about golf course provision. If Bicester Golf course reduces to 9 holes, this will only leave one 18-hole golf course in the Bicester area. With reference to the 2018 sports studies, Bicester currently has the lowest number of golf holes in the district per 1000 population. With the increase in population in the area through to 2031 and England Golf's aims to increase golf participation, increase number of members in clubs and the strengthening of clubs, the future golf provision in Bicester is showing a shortfall. The recommendation is that existing golf sites should be protected and that positive planning policies are adopted to enable the development of new golf provision. It is recommended Bicester will require an additional 18 hole or 2 x 9 hole golf courses and 7 driving range bays by 2031. To compensate for the loss of 9-holes of golf course provision, we would be seeking mitigation based on a positive approach to an increase in usage of the remaining 9-holes. This should be presented in the form of a development plan, showing how usage and accessibility will be increased, especially from the local community.</p>
<b>Received Date</b>	10/12/2019 11:54:51
<b>Attachments</b>	

**ANNEX E: Chesterton Parish Council - Golf Report**

**Review of Golf  
for  
Planning Application 19/02550/F**



**By  
Chesterton Parish Council**

**January 2020**



# 1 Introduction

This report has been prepared by Chesterton Parish Council (CPC) following a review of the Planning Statement and CBRE's report commissioned by the Applicant to provide justification for the loss of 9 of the 18 holes at Bicester Hotel Golf and Spa (BHGS) golf course in Chesterton under planning application reference 19/02550/F.

The report is structured as follows: -

- Context – outlining why the Parish Council feels the applicant has not followed the correct consultation process
- Planning Policy Review
- A review of CBRE's Golf Study along with supplementary information from Members of the Bicester Golf Club
- Safeguarding the future of golf in the area – highlighting the proposed lack of investment into the remaining 9 holes course by the Applicant
- Conclusion

## 2 Context

The golf course is a key part of the village and being such a key stakeholder, the Parish Council would have expected to have been consulted at a very early stage regarding the proposed closure of half of the golf course. This did not happen. In fact, the Parish Council was unaware of any issues regarding the viability of the golf course or of the landowner's desire to reduce the course from the full 18 holes down to 9.

Given that the sale of this land will likely only bring further issues to his current businesses at this site, certainly over the short term, it seems that the owner would only allow this to happen as an exit strategy with an extremely large payment for the land.

From a review of Bicester Hotel Ltd's company accounts of the last two years they suggest no obvious issues with the viability/profitability in the golf element of the overall business. Shown in Annex 1 are copies of their Strategic Reports from their 2017, 2018 accounts and below are some key statements which, we believe, have great relevance to this application: -

### 2.1 Employment

Under Principle Risks and Uncertainties, the owner makes the point that due to the low unemployment rates in the area, staff recruitment and retention is of real concern. We have also spoken to other businesses in the local area and they too share this concern. The likely effect of a new business with the ability to attract new staff and requiring 600 full-time equivalent staff is likely to have a devastating effect on his and many other businesses.

### 2.2 Golf Viability

Review of Business Section it states 'Golf subscriptions have followed national trends, with continued decrease in membership numbers, however additional income from another golf segments have partially compensated for this and the contribution to golf operations has increased tremendously'

Again in the accounts ending October 2017 it is stated that 'Golf subscriptions have followed national trend, with a decrease in the number of members, however additional income from other golf segments have partially compensated for this and are expected to generate further growth in the future.'

Again, in the 'Principal Risks and Uncertainties' section of the accounts, there is no reference to the changing culture of golf and that growth could be achieved by changing the course from 18 holes to 9 holes.

### **2.3 Opportunity**

The above extracts from Bicester Hotel Ltd's accounts serve to illustrate and support the surprise CPC received on notification of the applicant's desire to redevelop 9 of the 18 holes. There was no consultation from the landowner to explain the proposed development and there is no evidence to suggest the course was becoming unviable nor that the need of golfers was changing to require a 9 hole rather than an 18 hole course. If this was the case, the financial statements in the company accounts would have stated this. This therefore suggests that the proposal by Great Wolf (and thereby the landowner/owner of the golf course) is purely opportunistic in nature and biased. CBRE's conclusions regarding the need for golf facilities in the area should be scrutinised thoroughly by Cherwell District Council, as the loss of such an important sports facility should not be determined lightly.

As outlined below in the planning policy section, Policy BCS10 specifically provides CPC with additional weight on such plans as the removal or reduction of such critical community facilities will have a material impact on the residents of the village and surrounding areas.

## **3 Planning Policy review**

Policy BCS10 of the Cherwell District Local Plan Part 1 states that the Council will ensure sufficient quality and quantity of open space, sport and recreation provision by protecting existing sites and enhancing current provision. It goes on to state that the Council will be guided by evidence base and will consult parish councils together with potential users to ensure the provision meets local needs.

Furthermore the NPPF states that the access to a network of high quality open spaces and opportunities for sport and physical activity is important for health and well-being of communities and paragraph 97 of the NPPF states existing open space, sports and recreation buildings and land, should be protected unless certain aspects are met.

## 4 Review of CBRE's report and Planning Statement

Throughout the CBRE report and planning statement there are some fundamental errors and misconceptions which need to be addressed in order to fully appreciate and understand the impact of this development on the existing golf club and their facilities should the development go ahead.

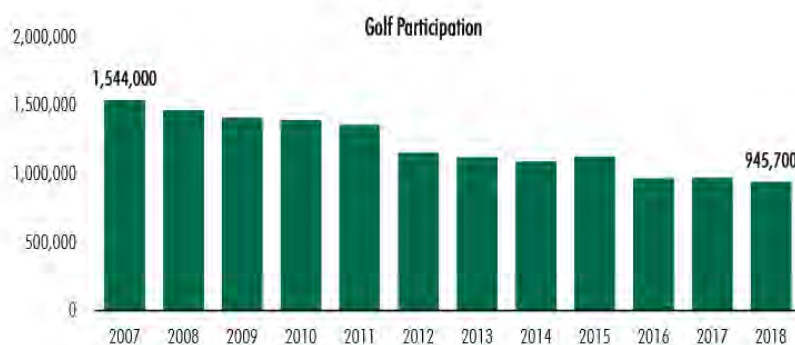
### 4.1 9 Holes vs 18 Holes

Golf has always been and will continue to be played over 18 holes and any club that wishes to provide to a sustainable membership which participates in matches, offers charity and society must retain the 18-hole format. As CBRE point out there are other formats of golf which have been created to attract a wider audience and therefore greater participation, but to fully provide for every format a club would need to be a course of 18 individual holes.

In 6.20 of the CBRE report they place great emphasis on the increased amenity value to the local population of a 9-hole course against the standard 18 holes. All courses in the area, including BHGS, currently offer any member of the public the ability to play 9 holes for a reduced fee. So, to continually make this statement throughout the document is not only misleading but incorrect.

### 4.2 Golf Participation Inaccuracies

Golf has been in decline, but statistics show that this decline has ceased and infact 2019 shows that there was an increase in Golf Participation despite CBRE deciding not to show this in their document, thereby providing misleading information on Page 9 of their report (Figure 1 below). We have included the statistics from the same Statista source which shows the 2019 increase in Figure 2 on Page 4. These statistics were available in July 2019 and should therefore have been included in the CBRE report submitted in November 2019. However, it would appear that they failed to include these statistics, thereby potentially misleading the reader.



**CBRE**

Figure 1 – Extract from Page 9 of CBRE's Report – no reference to 2019

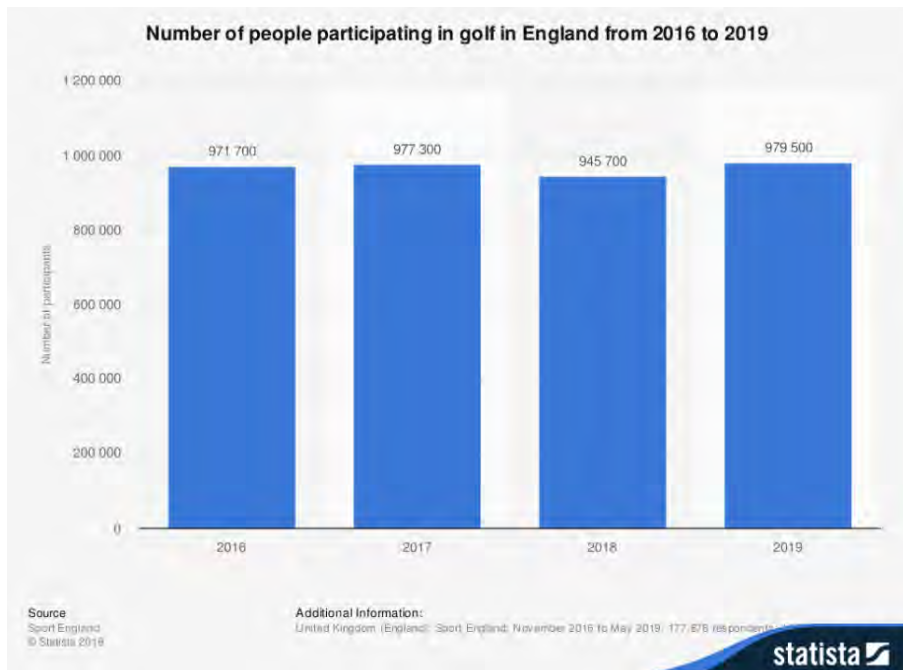


Figure 2 - Statista – Clearly displays an increase in 2019

### 4.3 Local Golf Provision

The Local Golf Provision map on page 16 of the CBRE report, along with Appendix B, both shown below, has a multitude of inaccuracies in it as the club numbers annotated on the map do not correlate in any way to the table of clubs. Some of the errors are shown below.

- 1 is not BHGS its Magnolia Park
- 3 is Studley Wood
- 4 is not Studley Wood and there is only 1 course near to Buckingham town centre.
- The remainder of the numbering system seems to be out by 1

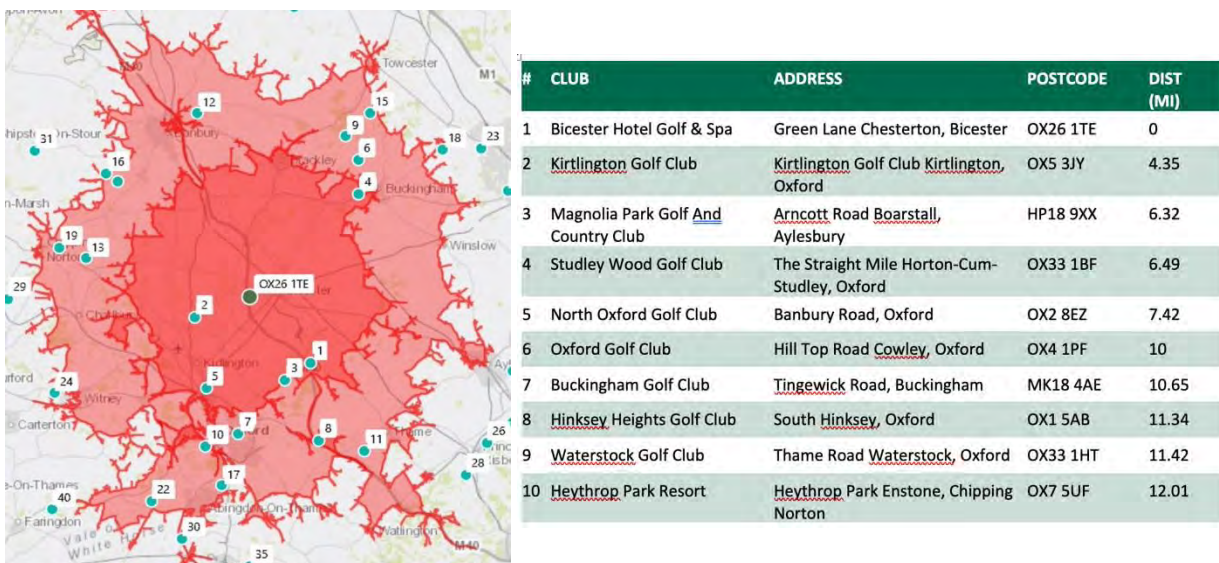


Figure 3 – CBRE Distribution of Golf Clubs in the Local Area

Due to the inaccuracies of the map provided in the CBRE submission it now reduces the courses available within a 20-minute drive to 4 not 5.

#### **4.4 *The Future of Members***

The Parish Council has been in constant communication with the golf club throughout this planning process as they have a huge stake in the outcome of this application. During meetings with members of the golf club, they have provided shocking statistics that should the club be reduced to a 9-hole format course then over three quarters of the current membership would leave to join other clubs which offer the full 18-hole format.

This presents two further issues; primarily that over half of the current members live in the Chesterton and Bicester area, adding to the unsustainability and reliance on the use of the private car to travel potentially some distance to a new 18-hole club. Having spoken to the 3 clubs (Not 4 as in CBRE report) within 20 minutes' drive of BHGS there are only potentially 170 spaces available in total for full memberships which exceeds the likely 185 members that would be seeking a new membership in the event of the planning application being passed.

In addition to this, the continued development of Bicester's population and the surrounding areas means that golf provision in the immediate area of Bicester would be at maximum by the end of this year should planning permission be granted.

Our real concern is, given the huge investment likely to be in the region of £10M, coupled with the long return of investment of a quality golf course such as BHGS, should this application be passed, the facilities and amenity it offers will never be replaced.

## 5 Safeguarding the future of golf in the area

As outlined above, if this proposal is delivered, the remaining 9 holes will likely become unviable and this is supported by the survey undertaken by the existing golf club members. The number of members would reduce by c75%, significantly affecting the viability of the business unless a significant number of pay-as-you-play players started using the course which is uncertain. As such, it is very likely the front 9 holes will become unviable and in time the landowner would likely seek an alternative use planning permission to unlock additional value from the front 9 holes. This is a hugely significant concern of CPC.

Within various parts of the planning documentation, the applicant hints that the landowner of the front 9 will be investing in the existing 9 holes but there is no obligation put upon the applicant or landowner to do this.

Whilst the Parish Council is of the view this is an inappropriate development in an unsustainable location and should not be approved, we would have expected, as a very minimum, the applicant to have included a detailed investment plan to improve the provision of the front 9 holes as part of this planning application. Such improvements could have been as follows: -

- Creation of another 9 holes course (perhaps a par 3 course) somewhere else on the landowner's land holding – there is sufficient land within the landowner's retained land
- Improved, modern driving range with flood lights and bays
- Improvement plan of the retained 9 holes – improved bunkers, enhanced landscaping including new lake formations
- Improvement of tee off areas
- Improvement of greens
- New and improved buggies for hire
- Improved internal finishing of bar area / '19<sup>th</sup>' hole
- Improved and better stocked pro shop

These works could then be combined as part of this planning application and 'linked' and therefore the delivery of these improvements would be conditioned as part of the planning permission. This would mean that the improvement works would have to be completed prior to the commencement of construction of the Great Wolf Water Park thereby safeguarding the existing 9 holes.

It is the Parish Council's view that this should be offered as a bare minimum, as this is the only way Great Wolf can guarantee to the Parish Council and the local area that the golf provision will be protected in the area.

The Parish Council and Golf Society would like to be consulted on the improvement plans to the front 9 holes prior to agreeing the scope.

## **6 Conclusion**

CPC are deeply concerned with the lack of consultation from the landowner of Bicester Golf Club and this proposal has come as a big shock to the Parish Council and the whole village. The golf course is a significant part of the village and removing half of the golf course will have a significant effect on village life. Cherwell is already losing one golf course in North Oxford for housing and with the potential for this to close, we will have little golf provision remaining in the area despite the fact that we are in a high population growth area trying to attract people to settle here who want golf facilities.

CBRE's report is hugely misleading in many parts. CPC is not resourced to check every fact and figure but, as outlined above, CBRE have specifically chosen to remove data which shows golf participation rates increasing in 2019 from the report, thereby misleading the reader. This puts into question whether any of the other data in the report has been skewed or incorrectly stated to mislead the reader and whether the report can be relied upon. The conclusion that there isn't a need for 18 holes at BHGS contradicts all other data and would appear to be convenient in so much as it meets the needs of the applicant. It is sincerely hoped that Cherwell will be able to see through this misleading information.

## 7 Annex 1 – Extracts from BHGS 2017 & 2018 Company Accounts

### Bicester Hotel Ltd

#### Strategic Report for the Year Ended 31 October 2018

The directors present their strategic report for the year ended 31 October 2018.

#### **REVIEW OF BUSINESS**

The company saw a slight reduction in turnover over the previous year yet increased profitability through greater efficiency. The local rooms market had levelled out during the year following the introduction of additional rooms to the area in the previous period and that allowed the company to re-establish itself as a leader in the local market. Occupancy levels have recovered, and with a growth too in average rate, RevPar has increased. Golf subscriptions have followed national trends, with a continued decrease in membership numbers, however additional income from other golf segments have partially compensated for this and the contribution from golf operations has increased tremendously. The Health Club performance was comparable with last year with both sales and contribution seeing little change. However there are significant development plans for the coming year in this area which will see the offering greatly improved with some very unique facilities.

An increase in the National Living Wage was absorbed within an overall reduced payroll spend, compared to the previous year. This saving, along with other operational cost reduction initiatives, resulted in a net profit for the year of £264,860, a significant increase over the year ended October 2017 despite the reduced turnover.

#### **PRINCIPAL RISKS AND UNCERTAINTIES**

The principle risks to the business are expected to be the economy, local competition and employment. There remains an element of uncertainty with regards performance within the hospitality sector.

The local area enjoys a low unemployment rate which already puts pressure on recruitment. Brexit will bring with it further challenges in this respect and a strategy to improve staff retention and reduce the need for recruitment is in place. The staff are seen as a major asset which is set to be protected through improved, ongoing training and development.

There are plans for further increases in the number of bedrooms available in the local area, with a national chain recently announcing a new venture. We are confident that the demand will increase in line with the additional supply as Bicester continues to grow rapidly, with significant investment projected in both local housing and industry. Additional facilities are due to be added to the resort in order to ensure that market share is at least retained.

#### **ANALYSIS USING FINANCIAL KEY PERFORMANCE INDICATORS**

Room occupancy for the year increased from 82.0% to 82.7% and average rate increased by 0.6% from £99.49 to £100.09. RevPar was ahead over the previous year, £82.81 from £81.54, because of the increase in accommodation revenue whilst TrevPar was down from £267.54 to £262.96 because total revenue has decreased.

#### **POSITION AT YEAR END**

Net assets as at the year-end have increased over the previous period end and the company has seen a significant improvement in its forecasted cash flow position. Finance lease debt due after one year is falling as liabilities are repaid.

#### **ON BEHALF OF THE BOARD:**



Mr G Payne - Director

Date:

24 April 2019



**Strategic Report  
for the Year Ended 31 October 2017**

The directors present their strategic report for the year ended 31 October 2017.

**REVIEW OF BUSINESS**

The company saw a significant drop in turnover over the previous year but this was due largely to the closure of The Oxfordshire Inn, a second property operated by the company throughout the course the prior year but which closed in December 2016. The closure of the Oxfordshire Inn contributed a reduction in turnover of £498k although, with much lower margins than the principle site, this had a much lesser effect on the overall profitability. A recent increase in the supply of rooms in the local area impacted rooms occupancy marginally, but growth in average rate compensated for this with RevPar only slightly behind last year. Golf subscriptions have followed national trends, with a decrease in the number of members, however additional income from other golf segments have partially compensated for this and are expected to generate further growth in the future. The Health Club performance was comparable with last year with an overall increase in membership numbers, although the average membership price was reduced due to the mix of categories sold.

An increase in the National Living Wage was absorbed within an overall reduced payroll spend, compared to the previous year. This saving, along with other operational cost reduction initiatives, resulted in a net profit for the year of £154,121, an increase over the year ended October 2016 despite the reduced turnover.

At the end of the financial year, the parent company successfully completed a refinancing exercise, resulting in a reduction in group financing obligations which will in turn greatly improve the cash flow performance for the company.

**PRINCIPAL RISKS AND UNCERTAINTIES**

The principle risks to the business are expected to be the economy, local competition and employment. There remains an element of uncertainty with regards performance within the hospitality sector.

The local area enjoys a low unemployment rate which already puts pressure on recruitment. Brexit will bring with it further challenges in this respect and a strategy to improve staff retention and reduce the need for recruitment is in place. The staff are seen as a major asset which is set to be protected through improved, ongoing training and development.

There are plans for further increases in the number of bedrooms available in the local area, with a national chain recently announcing a new venture. We are confident that the demand will increase in line with the additional supply as Bicester continues to grow rapidly, with significant investment in both local housing and industry. Additional facilities are due to be added to the resort in order to ensure that market share is at least retained.

**ANALYSIS USING FINANCIAL KEY PERFORMANCE INDICATORS**

Room occupancy for the year dropped from 83.9% to 82.0% and average rate increased by 2% from £97.57 to £99.49. RevPar was slightly down, year on year, from £81.88 to £81.54 and TrevPar was down from £270.62 to £261.84.

**POSITION AT YEAR END**

Net assets as at the year end have increased over the previous period end and the company has seen a significant improvement in its cash balances. Changes in debtors and creditors reflect the refinancing of the group to enable hotel development and expansion. Finance lease debt due after one year is falling as liabilities are repaid.

**ON BEHALF OF THE BOARD:**



Date: 22/06/2018

## Summary of Report – Great Lakes UK Ltd - Planning Application 19/02550/F

- **The application does not take proper account of development plan policies, nor national policy, and neither does it provide proper justification.**
  - Bicester and Banbury are the most sustainable locations for growth,
  - Chesterton is suitable for minor development, infilling and conversions only
  - Policy SLE4- development that is not suitable for the roads that serve the development, and which have a severe traffic impact will not be supported
- **Significant negative traffic impacts on the surrounding areas**
  - Despite the signage strategy, visitors will likely route via unsuitable roads, & the impact on local road network hasn't been mitigated
  - It has also not been proven that safe & suitable access is achievable due to issues with the drawings & the lack of Road Safety Audit. Inadequate footways and cycle paths to Bicester.
  - Trip generation calculations based on USA and have failed to consider several factors including impact & subsequent parking requirements of on-site conference facilities.
  - Parish Councils note that objections have been submitted to the proposal from Highways England and the Local Highway Authority (Oxfordshire County Council).
- **Out of character with the locality**
  - 498-bedroom hotel with occupancy of up to 8 people per room in a small village without basic amenities.
  - Policy ESD13- The proposal is inconsistent with local character, the proposal would harm the setting of settlements, the proposal would harm the historic value of the landscape.
  - Chesterton Conservation Area encompasses most of the village (Policy ESD15- development should contribute positively to an area's character)
- **Does not represent sustainable development;**
  - Policy ESD1- reiterates the importance of locating development in sustainable locations; promotes sustainable construction techniques; and, seeks the use of resources more efficiently, including water.
  - Area of severe water stress, proposal expects use of 400,000 litres per day
- **Negative landscape impacts of the proposed development**
  - Impact both visually & in terms of change to the landscape character, is considered significant & a development of such a scale, footprint and massing is not commensurate with a site of this nature in this location
  - Environmental net gain calculation classifies the current golf course as 'poor' to enable their required result.
- **In the open countryside where the prevailing character is if of agricultural fields and the landscaped 'Bignell Park' to the north**
  - Policy T2 states that large establishments will generally be unacceptable in smaller villages.
  - Policy C8 clarifies that sporadic development in the open countryside will generally be resisted.
- **Loss of half of an existing and well-established golf club**
  - Policy BSC10: Open Space, Outdoor Sport and Recreation Provision states that – access to open space, sport and recreation provision will be secured through protecting existing sites.
  - 18-hole golf course users would have to travel further afield representing a further unsustainable result of the proposals and increase in car usage.
  - Remaining 9 holes likely to be financially unviable with over 75% of members leaving if proposals go ahead.
- **No evidential need for such a holiday resort in the area, and what benefits it would bring**
  - Multiple new hotels in Bicester recently all within the area the local plan.
  - Destination resort, guests are expected to stay onsite, so very limited benefit to the local economy and tourism.
  - Employment of low paid, seasonal in nature not in line with the Oxford Local Industrial Strategy 2019.
  - Day pass offering wholly inadequate for local communities during school holidays and weekends, 30 passes per day of nearly 3000 potential users.
  - Business rates contributions should not outweigh harm to landscape, road networks and local communities.

## PLANNING CONSULTATION

<b>Planning Reference</b>	Ref 19/02550/F
<b>Development Location</b>	Land to the east of M40 and south of A4095
<b>Development Proposal</b>	Redevelopment of part of golf course to provide new leisure resort.

CIL Regulation 122 states that the use of planning obligations should only be sought where they meet all the following three tests:

- They are necessary to make a development acceptable in planning terms
- They are directly related to a development
- They are fairly and reasonably related in scale and kind to the development

### Comment

**We strongly object to the development proposals due to the loss of 9-holes of golf course at Bicester Golf Course. To compensate for the loss of 9-holes of golf course provision, we would be seeking mitigation of a replacement 9-hole golf course in a suitable location in the Bicester area.**

<b>Planning Obligations S106</b>	<b>Requested Costs / Facility</b>	<b>Justification (Links to CIL 122)</b>	<b>Policy Links</b>
Outdoor Sport Provision	Replacement 9 hole golf-course in a suitable location.	<p>We are seeking an additional 9-hole golf course to replace the loss of 9-holes at Bicester Golf Course. This is especially important when considering the increase in population in the surrounding area.</p> <p>The 2018 Sports Studies recommendation is that existing golf sites should be protected and that positive planning policies are adopted</p>	<p>In line with the NPPF Open Space and Recreation guidance, the proposal will result in a loss of 9-holes of golf provision and should therefore be replaced by an equivalent 9-hole golf course in a suitable location.</p> <p>Reference to the 2018 sports studies, Bicester currently has the lowest number of golf holes in the district per 1000 population. With the increase in population in the area through to 2031</p>

		<p>to enable the development of new golf provision.</p>	<p>and England Golf's aims to increase golf participation, increase number of members in clubs and the strengthening of clubs, the future golf provision in Bicester is showing a shortfall. The recommendation is that existing golf sites should be protected and that positive planning policies are adopted to enable the development of new golf provision. It is recommended Bicester will require an additional 18 hole or 2 x 9 hole golf courses and 7 driving range bays by 2031.</p> <p>Policy BSC 10 Addressing existing deficiencies in provision through enhancement of existing provision. Ensuring proposals for new development contribute to sport and recreation provision commensurate to the need generated by the proposals.</p> <p>Policy BSC 11 – access to golf courses within 15 minutes of travel (12km)</p>
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Directorate Well-being

Name Helen Mack

Date 9<sup>th</sup> January 2020

## Rachel Tibbetts

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**From:** Clare Whitehead  
**Sent:** 16 March 2020 12:08  
**To:** DC Support  
**Subject:** FW: Land to the east of M40 and south of A4095, Chesterton, Bicester - 19/02550/F

Conservation officer comments below pls register as received 11/03

Kind regards,

**Clare Whitehead MRTPI**  
**Principal Planning Officer**

Direct Dial: 01295 221650  
[clare.whitehead@cherwell-dc.gov.uk](mailto:clare.whitehead@cherwell-dc.gov.uk)

**Please note my working days are Monday, Tuesday and Wednesday**

---

**From:** Jennifer Ballinger <Jennifer.Ballinger@Cherwell-DC.gov.uk>  
**Sent:** 11 March 2020 13:50  
**To:** Clare Whitehead <Clare.Whitehead@Cherwell-DC.gov.uk>  
**Subject:** Land to the east of M40 and south of A4095, Chesterton, Bicester - 19/02550/F

Dear Clare

Thank you for consulting the Conservation and Design Team on the above application.

The proposed development is located a short distance from Chesterton Conservation Area. It is not immediately adjacent, but is off-set from the area. The Northern Character Area is subject to the greatest impact and is identified as lying within ZTV visual barriers established within the Environmental Statement. Therefore it is likely that the setting of the conservation area will be compromised to a degree. The NPPF states 'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.' The proposed development is not considered to enhance or better reveal the setting of the Chesterton Conservation Area.

The Chesterton Conservation Area Appraisal also identifies that the Northern Character Area 'suffers from the high levels of traffic, which uses the A4095, a popular short cut'. The proposed development is likely to have a significant impact on traffic through and around the settlement which will negatively impact on the character and appearance of this rural setting.

The development is also located immediately adjacent to Bignell Park house and its associated parkland. This has not been formally designated as a non-designated heritage asset as it has not been assessed as part of any programme, but would be considered to be a non-designated heritage asset and consideration should be given to the impact of its setting.

The NPPF states 'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'

Regards

**Jenny Ballinger**  
**Senior Conservation Officer**  
**Planning Policy, Conservation and Design**  
Cherwell District Council  
Direct Dial 01295 221885  
[Jennifer.ballinger@cherwell-dc.gov.uk](mailto:Jennifer.ballinger@cherwell-dc.gov.uk)  
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working locally and nationally to  
protect and enhance a beautiful,  
thriving countryside for everyone to  
value and enjoy

Clare Whitehead  
Senior Planning Officer  
Cherwell District Council  
Bodicote House, Bodicote  
Banbury  
Oxon  
OX15 4AA

January 3<sup>rd</sup> 2020

**Ref :19/02550/F Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping**

Dear Clare Whitehead,

The Oxfordshire Branch of the Campaign to Protect Rural England (CPRE) promotes the beauty, tranquility and diversity of rural Oxfordshire by encouraging the sustainable use of land and other natural resources in town and country.

CPRE strongly objects to this application which does not comply with Cherwell Local Plan (LP) 2011-2031 on many points. The proposals are not included in the LP and they contravene both National Planning Policies and CDC policies on green space, biodiversity and outdoor sports provision as outlined below. Such a large development with a far-reaching impact on the surrounding area requires consideration as part of a coherent development plan for the whole District and not in isolation.

The project aims to cover more than two thirds of the north-western half of Bicester Golf Course with a massive complex of buildings and hardstanding for car parking. It destroys a large area of green space which is currently shared by golfers and an important range of wildlife (as shown in the developer's biodiversity reports).

**Policy BSC10 Open Space, Outdoor Sport Provision** seeks "to protect existing sites and enhance existing provision and ensure that new development contributes to open space". The proposals do not conform to this policy but will instead reduce open space by removing half of a mature and important golf course and replacing it with a large hotel building with approx 500 bedrooms and a 900 space car park.

The building will displace a public footpath causing a reduced amenity for the public. This contravenes a major policy of Cherwell council which is to encourage walking and cycling as important health benefits. Rather than pass through the green open space of the golf course, the modified route will be close to the existing hotel and buildings.

**Policy BSC 11 Local Standards of Provision for Outdoor Recreation** requires a minimum of 1.13 ha/1000 people (Table 7). The removal of half of a golf course will reduce this provision and the deficit will be compounded further by the ongoing population increase at Bicester, Heyford and Kidlington. The loss due to the development will add to the reduction of sports provision by the removal of the North Oxford Golf Course which is proposed in LP Part 1 review.

**Policy ESD8 Water Resources**, para B221 states, “Cherwell District lies within an area of serious water stress and the Upper Cherwell area has been over abstracted”. The hotel will use a massive quantity of clean water (their water reports and e-mails say about 155,000 cubic metres/year for the laundry, 498 bathrooms and the swimming pools), despite provision of water-saving measures. The fairly rapid turnover of guests (average stay of two to three nights) means frequent changes of bed linen and the 498 bathrooms will also consume much water.

**Policy ESD10 Protection and Enhancement of Biodiversity and Natural Environment.** Policy ESD10 seeks to provide net biodiversity gain by protecting, managing and extending existing resources and creating new resources. The proposals do not extend existing resources, in fact the largest existing area of semi-improved neutral grassland adjacent to the M40 will be destroyed and replaced with woodland (see Appendix A, Phase 1 habitat survey map and Appendix C, Post-development habitat survey map in Biodiversity Net Gain Chapter).

The 30% net gain in biodiversity that the plans are stated to fulfil, has to be questioned and the net gain calculation needs to be re-evaluated. The data entered for the net biodiversity gain calculation (see Biodiversity Net Gain Report) looks erroneous in that the majority of existing grassland on site has been classified as amenity grassland and characterised as in ‘poor condition’. It is likely that the fairways and greens having been treated with fertiliser and herbicide will have restricted biodiversity and it is correct to describe them as amenity grassland, but given the age of the golf course, the roughs would have developed a richer ecology and could be classified as semi-improved grassland. Furthermore, inspection of the biodiversity calculation shows that the condition of all the existing areas of grass, woodland, scrub, parkland and trees have been rated as ‘poor’ (see Table 3-1 Summary of baseline area). This is highly unlikely given the range of plant and animal species found in the surveys. The effect of blanket rating these habitats as in ‘poor’ condition makes it easier to then calculate that the plans to develop supposedly better habitats on a much reduced area of land will bring enhancements.

In the Biodiversity Net Gain report, Appendix C Post Development Habitat map shows that the developers propose to enhance the biodiversity of the site by creating small scattered areas of semi-improved (SI) neutral grassland. This is not easily done from amenity grassland (1). The golf course was built on farmland and this likely means that there is a latent high soil fertility. In addition, the amenity grassland will have been treated with fertiliser and herbicides which reduces the likelihood of successful growth of wildflowers typical of neutral grassland. It takes many years for the creation of SI neutral grassland of ‘good’ condition from fertilised soil (1) and it is unlikely that this can be achieved within 10 years.

The Appendix C map shows that the two largest areas of SI neutral grassland to be created are on the east side of the building within the footprint of the two wings either side of the entrance. This position means that they will be largely in the shade, thus not a good position for a successful wild flower meadow. The remaining isolated patches of SI neutral grassland to be created are scattered around the site and are thus difficult to manage in order to become a coherent habitat.

**Policy ESD13 Local Landscape Protection and Enhancement.** This policy seeks to conserve and enhance the distinctive and highly valued character of the entire district. It states that proposals will not be permitted if they cause undue visual intrusion into the open countryside and are inconsistent with the local character, or impact areas that have a high level of tranquillity. The proposals for a four storey massive building and 900 space car park covering two-thirds of a green field site in open countryside do not agree with this policy. The development will intrude and is inconsistent with the local character of the landscape. Illumination of car park and buildings at night will reduce the tranquillity of the area.

**Policy ESD15 Character of Built and Historic Environment.** Para B263 states, “We will maintain the character of our historic villages and towns”. The village of Chesterton is historic and has its distinct character. The proposed development will impact negatively on this village as it will bring increased traffic (both cars and proposed shuttle buses) to the site. The tendency for people to make rat-runs to the site via the shortest routes is inevitable and will also negatively affect several other local villages of Little Chesterton, Wendlebury, Middleton Stoney, Ardley and Weston-on-the-Green.



The proposed hotel building is four storeys high and the design is very ugly, thus the design and mass of the building is at variance with the smaller scale older buildings in Chesterton and Little Chesterton and will have a negative effect on the built environment.

**Policy ESD17 Green Infrastructure.** This policy protects natural and semi-natural green space including outdoor sports facilities. The reduction of a large amount of green space to disappear under this development markedly offends this policy.

Turning to national planning policy, this application does not comply with the NPPF paragraph 170. The plans do not contain 'coherent ecological networks that are more resilient to current and future pressure'. They destroy a lot of ecology and fragment existing habitats. Neither do the plans 'improve local environmental conditions such as air and water quality'. As discussed above, the development will bring a large number of people and their cars to the area creating noise and air pollution.

CPRE strongly suggests that this application is refused.

Yours sincerely,

Pamela Roberts

Dr PJ Roberts  
Vice Chair Cherwell District, CPRE

Copies to: Sir David Gilmore, Chairman Cherwell District CPRE  
Helen Marshall, CPRE Director

Reference 1. Lawson C. and Rothero E. Chapter 10. Restoration and creation of floodplain meadows. in Floodplain Meadows - Beauty and Utility. A Technical Handbook.

**Duns Tew Parish Council**

5 Glebe Court

Duns Tew, Bicester

Oxfordshire

OX25 6JY

Dear Sir/Madam,

**Planning Application No: 19/02550/F**

The Duns Tew Parish Council would like to register a strong objection to the development of the Great Wolf Resorts on the following grounds:

- The surrounding roads including the A34, A41, A4095, and B430, are not able to cope with the increased volume of traffic this resort will generate either in the building phase or when fully operational.
- The surrounding villages are also unable to cope with the increase in volume of traffic.
- The development is not in keeping with the surrounding countryside or villages and will destroy the character of the landscape.
- The destruction of the local countryside and a substantial increase in air and noise pollution is not in keeping with the climate emergency declared by Cherwell or Oxford councils.

Yours Sincerely

**Jean Ralfe**

Clerk and RFO, **Duns Tew Parish Council**

Tel: 01869 349012

Email: [clerk.dtpc@gmail.com](mailto:clerk.dtpc@gmail.com)

Address: 5 Glebe Court, Duns Tew, Bicester, OX25 6JY

Rachel Tibbetts

---

**From:** Clare Whitehead  
**Sent:** 05 February 2020 09:13  
**To:** DC Support  
**Subject:** FW: 19/02550/F

Please register the below as Ecology response for the above. Thank you.

Kind regards,

**Clare Whitehead MRTPI**  
**Principal Planning Officer**

Direct Dial: 01295 221650  
[clare.whitehead@cherwell-dc.gov.uk](mailto:clare.whitehead@cherwell-dc.gov.uk)

**Please note my working days are Monday, Tuesday and Wednesday**

---

**From:** Charlotte Watkins <Charlotte.Watkins@Cherwell-DC.gov.uk>  
**Sent:** 05 February 2020 08:57  
**To:** Clare Whitehead <Clare.Whitehead@Cherwell-DC.gov.uk>  
**Subject:** 19/02550/F

19/02550/F  
Land to the East of M40 and South of A4095, Chesterton, Bicester

Clare

With regard to the above application, the submitted surveys within the ES and updates are all sufficient in scope and depth at the current time. There are a number of protected and priority species on site - reptiles, a good population of Great Crested Newts, some scarce invertebrates, a good assemblage of birds..

The proposals constitute a large loss of open space on the current golf course however much of this is amenity grassland which is of limited ecological value. The loss of trees and the general increase in recreational use on site however will impact wildlife on site both in the short and long term. Tree planting is proposed on site which will mitigate for this long term.s

A **pre-commencement update survey for badgers** will be required as a condition as will a **full reptile mitigation plan** which should identify any necessary receptor sites. Receptor sites which need to be enhanced for reptiles will need to be done before works commence. The applicants are pursuing a **District Level Licence** for the impact on Great Crested Newts so some of this impact will be dealt with by off site provision and compensation. A Habitat Management and Monitoring Plan has been produced which is generally acceptable.

The assessment of Biodiversity net gain demonstrates a good level of net gain could be achieved on site however they have not submitted the whole metric, only a summary, and it would be useful to see how they have calculated all the figures in the metric itself.

They have rated all the current habitats as 'poor' and there is some loss of important habitats long term, namely running water. The net gain calculation summary states these are ditches which are often dry and will be replaced by swales however the Phase 1 survey report states there is a small stream (RW1) which looks to also be being lost and I wonder if this is accounted for? I couldn't find anything else on this.

The opportunity to created higher value habitat as mitigation and enhancement has been taken mainly in the green space to the West of the main buildings. Some of the proposed habitat creation may be difficult to create and maintain in the long term – a large part of the semi-improved grassland for example is within the area from the buildings to the carpark where managing it for wildlife benefit may conflict with other needs. I can't tell if calculations for 'scrub' includes small areas of ornamental planting around the carpark which may be of limited

value – these are marked as scrub in the post-development habitat map. Similarly with the low (1.2m) hedging proposed within the large carpark area. This should be clarified.

The large strip of amenity grassland to the Southern edge of the buildings would be better replaced with other grassland which would better maintain a wildlife connection between the (current) two halves of the golf course. Currently the placement of the buildings isolates the two halves to some extent.

Overall achievement of net gain will be dependent on the management and use of the green spaces in particular. The Design and Access Statement proposes trails through the Western area and suggests it will be used for walking dogs and recreation. This may not be compatible with maintaining some of the proposed habitats in the best condition for wildlife. In particular some of the suggestions for invertebrates such as sandy banks may be difficult to maintain if the area is heavily used for recreation or dogs are off the lead. The size of the carpark suggests daily footfall could be relatively high in this small space. It would be better if at least some areas were committed to being inaccessible to visitors.

In addition the area is shown as being lit at night and I would question the need for this? This area should be kept dark to maximise its value to biodiversity, limit light intrusion for bats and maintain dark corridors around the site.

Similarly with lighting there are plans to light up trees – this should be avoided due to its potential impact on the use of trees by nocturnal species. Lighting on the building should be designed with integrated bat/bird provisions in mind.

The concerns above could be addressed in a modified lighting plan, making it clear which aspects are included in their net gain, showing where RW1 is accounted for and by a conditioned **LEMP** which takes recreational pressure and its management into account. The net gain calculation will need updating if there are any changes.

A **CEMP for biodiversity** should be conditioned. There is a draft CMP but this does not address pre-works checks, nesting bird surveys or works timings, tree checks for bats where necessary, buffer zones around existing vegetation during construction, protection of retained ponds etc..

In addition to the conditions above the following three conditions and informatives would need to be included with any permission to ensure the District GCN licence can be authorised at a later date.

1. No development hereby permitted shall take place except in accordance with the terms and conditions of this Council's organisational licence (WML-OR48-2019-01) and with the proposals detailed on plan '201908002 – Bicester Golf Course Impact Map', dated 29th November 2019.

Reason: In order to ensure that adverse impacts on great crested newts are adequately mitigated and to ensure that site works are delivered in full compliance with the organisational licence WML-OR48-2019-01.

2. No development hereby permitted shall take place unless and until a certificate from the Delivery Partner (as set out in the District Licence WML-OR48-2019-01), confirming that all necessary measures in regard to great crested newt compensation have been appropriately dealt with, has been submitted to and approved by the local planning authority and the local authority has provided authorisation for the development to proceed under the district newt licence.

The Delivery Partner certificate must be submitted to this planning authority for approval prior to the commencement of the development.

Reason: In order to adequately compensate for negative impacts to great crested newts.

3. No development hereby permitted shall take place except in accordance with Part 1 of the GCN Mitigation Principles, as set out in the District Licence WML-OR48-2019-01 and in addition in compliance with the following:

- Works to existing ponds onsite may only be undertaken during autumn/winter, unless otherwise in accordance with the GCN Mitigation Principles.

- Works which will affect likely newt hibernacula may only be undertaken during the active period for amphibians.

- Capture methods must be used at suitable habitat features prior to the commencement of the development (i.e. hand/destructive/night searches), which may include the use of temporary amphibian fencing, to prevent newts

moving onto a development site from adjacent suitable habitat, installed for the period of the development (and removed upon completion of the development).

- Amphibian fencing and pitfall trapping must be undertaken at suitable habitats and features, prior to commencement of works.

- The recommendations in report 'Great Wolf Resorts Bicester golf course Habitat Management and Monitoring Plan (Revision 1)', dated November 2019, provided as part of the planning application must be complied with.

Reason: In order to adequately mitigate impacts on great crested newts.

**Informatives:**

It is recommended that the NatureSpace Best Practice Principles are taken into account and implemented where possible and appropriate.

It is recommended that the NatureSpace certificate is submitted to this planning authority at least 6 months prior to the intended commencement of any works on site in order to ensure timely implementation of habitat compensation.

It is essential to note that any works or activities whatsoever undertaken on site (including ground investigations, site preparatory works or ground clearance) prior to receipt of the written authorisation from the planning authority (which permits the development to proceed under the District Licence WML-OR48-2019-01) are not licensed under the GCN District Licence. Any such works or activities have no legal protection under the GCN District Licence and if offences against GCN are thereby committed then criminal investigation and prosecution by the police may follow. It is essential to note that any ground investigations, site preparatory works and ground / vegetation clearance works / activities (where not constituting development under the Town and Country Planning Act 1990) in a red zone site authorised under the District Licence but which fail to respect controls equivalent to those in condition 3 above would give rise to separate criminal liability under District Licence condition 9 (requiring authorised developers to comply with the District Licence) and condition 21 (which requires all authorised developers to comply with the GCN Mitigation Principles) (for which Natural England is the enforcing authority); and may also give rise to criminal liability under the Wildlife & Countryside Act 1981 (as amended) and/or the Conservation of Habitats and Species Regulations 2017 (for which the Police would be the enforcing authority).

Please get back to me with any queries

Kind regards

Charlotte

**Dr Charlotte Watkins**

**Ecology Officer**

Tel: 01295 227912

Email: [Charlotte.Watkins@Cherwell-DC.gov.uk](mailto:Charlotte.Watkins@Cherwell-DC.gov.uk)

[www.cherwell.gov.uk](http://www.cherwell.gov.uk)

Office hours: Monday and Wednesday mornings

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Unless expressly stated otherwise, the contents of this e-mail represent only the views of the sender and does not impose any legal obligation upon the Council or commit the Council to any course of action..

**Application No.:** 19/02550/F  
**Applicant's Name:** Great Lakes UK Ltd  
**Proposal:** Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping.  
**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon

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## Economic Growth Comments

### Summary

In economic development terms, the proposed development would bring a range of benefits to the district whilst also presenting some challenges to be overcome.

- a) A major benefit would be the significant investment in a new resort that would create economic value for years to come but the resultant impact upon the environment and communities could be harmful unless significant and effective mitigation is put in place.
- b) Great Wolf Lodges are known in North America for offering 'everything under one roof' – in effect, a Great Wolf Lodge is a destination resort and as such the spin-off economic benefits to the wider economy may be limited.
- c) The leisure facilities created by the development would be available to people from throughout the region, including local families, but it is unclear how the proposal contributes to the Garden Town principles of Bicester at this location.
- d) The proposal suggests the creation of hundreds of jobs, some of which will be in professional and managerial roles, but the majority would be in lower skilled occupations that do not reflect the desired direction suggested in either the Oxfordshire Industrial Strategy or the emerging Cherwell Industrial Strategy.
- e) Furthermore, there is an issue relating to supply of labour – the latest figures suggest that for those aged between 16-64, 12,700 are inactive and 9,300 do 'not want a job' (ONS annual population survey, Oct 2018-Sept 2019). 3,400 people living in the district may therefore be expected to be seeking work but the proposal does not indicate how skill-sets or ambitions will match.
- f) The applicant is making preparations to recruit apprentices and this is to be welcomed along with the suggested career paths but it is doubted if sufficient numbers could be recruited at this location.
- g) For people seeking leisure and hospitality roles, it would provide tremendous opportunities but the salaries of the staff are not indicated and it is unclear if they would contribute to reducing 'the affordability gap' in local housing.

Overall, the principle of this development proposal is to be welcomed as part of a broad range of inward investment to provide opportunities for local employment and leisure facilities for an expanding number of households in the town, district and wider region. However, the selected location has serious practical issues to overcome which may affect the operation of the resort and impact detrimentally upon local communities as suggested in its current form.

If the proposal at this location is approved, I would wish to help to mitigate those issues within my remit – including potential s106 activity to be included within the emerging Cherwell Industrial Strategy's delivery plan. Equally, if this proposal is refused, I remain very open to working with the applicant to identify an alternative location within the district.

**Steven Newman**  
**Senior Economic Growth Officer**  
Place and Growth Directorate  
**Cherwell District Council**

**Application No.:** 19/02550/F  
**Applicant's Name:** Great Lakes UK Ltd  
**Proposal:** Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping.  
**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon

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## **Economic Growth Comments**

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**Steven Newman**  
**Senior Economic Growth Officer**  
Place and Growth Directorate  
**Cherwell District Council**



Ms Clare Whitehead  
Cherwell District Council  
Planning & Development Services  
Bodicote House White Post Road  
Bodicote  
Banbury  
OX15 4AA

**Our ref:** WA/2019/127332/02-L01  
**Your ref:** 19/02550/F  
**Date:** 06 March 2020

Dear Ms Whitehead,

**Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping**

**Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon**

Thank you for re-consulting us on the above application on 5 March 2020.

Further to our response, our reference WA/2019/127332/01-L01, dated 13 December 2019, we have **no further comments** to add to our previous response. The conditions recommended under this response still apply.

**Final comments**

Should you require any additional information, or wish to discuss these matters further, please do not hesitate to contact me on the number below.

Yours sincerely

**Mr Samuel Pocock**  
**Planning Advisor**

Direct dial 0208 474 5075

Direct e-mail [Planning\\_THM@environment-agency.gov.uk](mailto:Planning_THM@environment-agency.gov.uk)

End

Ms Clare Whitehead  
Cherwell District Council  
Planning & Development Services  
Bodicote House White Post Road  
Bodicote  
Banbury  
OX15 4AA

**Our ref:** WA/2019/127332/01-L01  
**Your ref:** 19/02550/F  
**Date:** 13 December 2019

Dear Ms Whitehead

**Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping**

**Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon**

Thank you for consulting us on the above application, on 28 November 2019.

**Environment Agency position**

The proposed development will be acceptable if the following **condition** is included on the planning permission's decision notice. Without this condition we would object to the proposal due to its adverse impact on the environment.

**Condition**

If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the local planning authority. The remediation strategy shall be implemented as approved.

**Reason**

To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution from previously unidentified contamination sources at the development site. This is in line with paragraph 170 of the National Planning Policy Framework.

**Advice to Applicant**

We are pleased to see that foul drainage will be fed into mains piping. However, you should be aware that pumping stations can be a cause for concern. We note that you have designed the pumping station around the requirements set out in 'Sewers for Adoption 7<sup>th</sup> edition' guidance, and have sought approval from Thames Water for adoption of this infrastructure. You must continue to comply with the requirements set out in the aforementioned document in order to ensure that the risks posed to the environment from using a pumping station are minimised. We are cautious that confirmation has not yet been received, and would advise that prior to occupation of

Cont/d..

development you await until this confirmation has been granted.

We are that during construction, you have stated that groundwater levels may need to be altered. Please note that any activity that impacts on groundwater levels may be subject to licensing. A license would be needed if an abstraction, impoundment, or dewatering activity is likely to take place. More information on licensing can be found here: <https://www.gov.uk/guidance/water-management-apply-for-a-water-abstraction-or-impoundment-licence>

**Final comments**

Should you require any additional information, or wish to discuss these matters further, please do not hesitate to contact me on the number below.

Yours sincerely

**Mr Samuel Pocock**  
**Planning Advisor**

Direct dial 0208 474 5075

Direct e-mail [Planning\\_THM@environment-agency.gov.uk](mailto:Planning_THM@environment-agency.gov.uk)

From: Neil Whitton <Neil.Whitton@Cherwell-DC.gov.uk>  
Sent: 12 December 2019 10:39  
To: Clare Whitehead <Clare.Whitehead@Cherwell-DC.gov.uk>  
Cc: DC Support <DC.Support@cherwell-dc.gov.uk>  
Subject: 19/02550/F - Land West Of M40 Adj To A4095 Kirtlington Road Chesterton

Environmental Protection has the following response to this application as presented:

Noise: Having studied the noise report provided I would like to suggest the following condition on any planning permission that is approved:

Noise from fixed mechanical plant at the boundary of the nearest residential locations (Vicarage Farm and Stableford House) should achieve the levels set out at table 8.12 in the noise report produced by WSP dated Nov 2019 provided as part of the application.

With regards to the CEMP my only comments are that I would like to see the Saturday finish time match the recommend hours published by the council by ending at 12.30. Obviously the full CEMP will be produced and agreed once the contractors have been appointed so the CEMP will need to be submitted and approved before any works start on site and adhered to after that. The draft CMP is a good starting base for that to be completed.

Contaminated Land: Based on the information provided in ES I would recommend that the full contaminated land conditions (J12 – J16) will need to be applied to any approved permission.

Air Quality: We are satisfied with the findings of the report provided as part of the ES and are pleased to see the commitment to providing EV charge points to 10% of the total parking space. I would also think that it would be prudent to install ducting to the remaining parking spaces at this stage so that further EV charge points can be installed at a later time as and when more EV's are brought into use in line with Governments drive towards zero emissions vehicles.

Odour: No comments

Light: Full details of the lighting scheme will need to be provided to and approved by the LPA prior to the first use.

If you wish to deviate from the suggested conditions then this should be discussed with the officer making these comments to ensure the meaning of the condition remains and that the condition is enforceable and reasonable.

Kind Regards

Neil Whitton BSC, MCIEH  
Environmental Health Officer  
Environmental Health and Licensing  
Cherwell District Council

## Rachel Tibbetts

---

**From:** Clare Whitehead  
**Sent:** 23 December 2019 08:14  
**To:** DC Support  
**Subject:** FW: 19/02550/F - Land West Of M40 Adj To A4095 Kirtlington Road Chesterton

Updated comments from Environmental Protection please register thanks

Kind regards,

Clare Whitehead MRTPI  
Principal Planning Officer

Direct Dial: 01295 221650  
clare.whitehead@cherwell-dc.gov.uk

Please note my working days are Monday, Tuesday and Wednesday

-----Original Message-----

**From:** Neil Whitton <Neil.Whitton@Cherwell-DC.gov.uk>  
**Sent:** 19 December 2019 10:13  
**To:** Clare Whitehead <Clare.Whitehead@Cherwell-DC.gov.uk>  
**Subject:** RE: 19/02550/F - Land West Of M40 Adj To A4095 Kirtlington Road Chesterton

Hi Clare,

I have read the reports now and they state that the lighting as planned will be within the ILP guidance and not at a level to cause a nuisance. It seems to be a well thought out and sensitive scheme whilst providing the required lighting levels for a development of this size which will always require a significant amount of lighting.

Based on the documents provided I have no further comments.

Kind Regards

Neil Whitton BSC, MCIEH  
Environmental Health Officer  
Environmental Health and Licensing  
Cherwell District Council  
Tel - 01295 221623  
Email - Neil.Whitton@cherwell-dc.gov.uk

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Follow us on Twitter @Cherwellcouncil

-----Original Message-----

**From:** Clare Whitehead <Clare.Whitehead@Cherwell-DC.gov.uk>  
**Sent:** 18 December 2019 15:00  
**To:** Neil Whitton <Neil.Whitton@Cherwell-DC.gov.uk>  
**Subject:** RE: 19/02550/F - Land West Of M40 Adj To A4095 Kirtlington Road Chesterton

Hi Neil

Thank you for your comments regards the above application. I just wanted to check that you had had sight of the lighting design documents prior to commenting? They are available to view on the documents tab of the planning register as:

- Exterior lighting baseline survey Nov 19
- Exterior lighting concepts part 1 Nov 19
- Exterior lighting concepts part 2 Nov 19

Let me know if you need electronic copies of the files sending via email and if you need to make updated comments.

Kind regards,

Clare Whitehead MRTPI  
Principal Planning Officer

Direct Dial: 01295 221650  
clare.whitehead@cherwell-dc.gov.uk

Please note my working days are Monday, Tuesday and Wednesday

-----Original Message-----

From: Neil Whitton <Neil.Whitton@Cherwell-DC.gov.uk>  
Sent: 12 December 2019 10:39  
To: Clare Whitehead <Clare.Whitehead@Cherwell-DC.gov.uk>  
Cc: DC Support <DC.Support@cherwell-dc.gov.uk>  
Subject: 19/02550/F - Land West Of M40 Adj To A4095 Kirtlington Road Chesterton

Environmental Protection has the following response to this application as presented:

Noise: Having studied the noise report provided I would like to suggest the following condition on any planning permission that is approved:

Noise from fixed mechanical plant at the boundary of the nearest residential locations (Vicarage Farm and Stableford House) should achieve the levels set out at table 8.12 in the noise report produced by WSP dated Nov 2019 provided as part of the application.

With regards to the CEMP my only comments are that I would like to see the Saturday finish time match the recommend hours published by the council by ending at 12.30. Obviously the full CEMP will be produced and agreed once the contractors have been appointed so the CEMP will need to be submitted and approved before any works start on site and adhered to after that. The draft CMP is a good starting base for that to be completed.

Contaminated Land: Based on the information provided in ES I would recommend that the full contaminated land conditions (J12 – J16) will need to be applied to any approved permission.

Air Quality: We are satisfied with the findings of the report provided as part of the ES and are pleased to see the commitment to providing EV charge points to 10% of the total parking space. I would also think that it would be prudent to install ducting to the remaining parking spaces at this stage so that further EV charge points can be installed at a later time as and when more EV's are brought into use in line with Governments drive towards zero emissions vehicles.

Odour: No comments

Light: Full details of the lighting scheme will need to be provided to and approved by the LPA prior to the first use.

If you wish to deviate from the suggested conditions then this should be discussed with the officer making these comments to ensure the meaning of the condition remains and that the condition is enforceable and reasonable.

Kind Regards

Neil Whitton BSC, MCIEH  
Environmental Health Officer  
Environmental Health and Licensing  
Cherwell District Council  
Tel - 01295 221623  
Email - Neil.Whitton@cherwell-dc.gov.uk

<http://www.cherwell.gov.uk/>  
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Unless expressly stated otherwise, the contents of this e-mail represent only the views of the sender and does not impose any legal obligation upon the Council or commit the Council to any course of action..



# Comment for planning application 19/02550/F

<b>Application Number</b>	19/02550/F
<b>Location</b>	Land to the east of M40 and south of A4095 Chesterton Bicester Oxon
<b>Proposal</b>	Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping
<b>Case Officer</b>	Clare Whitehead
<b>Organisation Name</b>	Fritwell Parish Council
<b>Address</b>	11 Mays Close, Fritwell, Bicester, OX27 7QN
<b>Type of Comment</b>	Objection
<b>Type</b>	neighbour
<b>Comments</b>	<p>Ref: Great Lakes UK Ltd - Application Ref: 19/02550/F Dear Sir, I am writing on behalf of Fritwell Parish Council, to express our grave concerns over the application by Great Lakes UK Ltd., referenced above. Fritwell is surrounded by a road network already at breaking point. Traffic on the M40 and A43 is at capacity and congestion is frequent and frustrating to local residents. As soon as an incident occurs in the vicinity of our small village, the narrow roads become a 'rat-run', creating hazardous conditions for residents, especially parents and children attending the primary school. Furthermore, attempting to join the B430 at Ardley-with-Fewcott is already a treacherous undertaking during morning and evening peak times, when traffic diverts off off the M40 at junction 10 in high volumes, to avoid delays southbound. This Great Lakes UK Ltd development would compound the problems on this already overloaded road to a totally unacceptable degree. It is our understanding that this proposal would direct much of the traffic related to the development under consideration, both during construction and operation, via the B430 and B4030 towards the site. These routes provide local people with access to Bicester Town Centre, Bicester Village, the Tesco Superstore and the new retail park due to open shortly. Many residents have already expressed dismay at the prospect of being unable to reach these centres in a stress-free way and may well decide to shop elsewhere if this development proceeds. Thus, the loss of footfall to these commercial and retail outlets will be considerable and call their viability into question. The reputation of the A34 is well known and widespread. Any further additional traffic on this already notorious route will have grave consequences for local commuters to Oxford and beyond and also for those travelling to the Oxford City hospitals and Oxford's commercial and leisure facilities. The lack of planned routes into the proposed site from the west will compound the traffic issues on the roads already identified as problematic. This proposed development, in an historic village in North Oxfordshire, is unsustainable and totally inappropriate to the rural setting, incurring irreparable loss of visual and recreational amenities, is totally out of keeping with the surrounding area, involves building on a greenfield site and destroying valuable habitats for wildlife. With its vast car parking provision, vehicular transport would be encouraged, adding to greenhouse gas emissions, air and noise pollution. For the above reasons, Fritwell Parish Council strongly urges Cherwell District Council to reject this proposal outright.</p>
<b>Received Date</b>	04/02/2020 20:22:07
<b>Attachments</b>	

# Comment for planning application 19/02550/F

<b>Application Number</b>	19/02550/F
<b>Location</b>	Land to the east of M40 and south of A4095 Chesterton Bicester Oxon
<b>Proposal</b>	Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping
<b>Case Officer</b>	Clare Whitehead
<b>Organisation Name</b>	Godington Parish Meeting
<b>Address</b>	Lone Pine, Street Through Godington, Godington, Bicester, OX27 9AF
<b>Type of Comment</b>	Objection
<b>Type</b>	neighbour
<b>Comments</b>	<p>Dear Ms Whitehead Godington Parish Meeting objects to this planning application and fully supports Chesterton Parish Council in their objections. We believe it does not take into account the Local Development Plan policies and would have significant negative impacts to traffic on local roads in an area already struggling to cope with a massive increase due to recent and ongoing developments. It would be highly visible and intrusive in what is a pleasant, rural area and out of character with Chesterton village and have a significant negative effect on the quality of life of people living in Chesterton and surrounding area. There are no apparent benefits to the local area as guests are encouraged to stay onsite throughout their stay ensuring local businesses do not benefit from the massive influx of visitors.</p>
<b>Received Date</b>	04/03/2020 10:43:59
<b>Attachments</b>	



**Developments Affecting Trunk Roads and Special Roads**  
**Highways England Planning Response (HEPR 16-01)**  
**Formal Recommendation to an Application for Planning Permission**

From: Divisional Director  
Network Delivery and Development  
South East Region  
Highways England.  
[PlanningSE@highwaysengland.co.uk](mailto:PlanningSE@highwaysengland.co.uk)

To: Cherwell District Council – FAO Clare Whitehead

CC:

Council's Reference: 19/02550/F

Referring to the planning application for “Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping.” referenced above, dated 28<sup>th</sup> November 2019 at Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon. Notice is hereby given that Highways England’s formal recommendation is that we:

- a) offer no objection;**
- ~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – Highways England recommended Planning Conditions);~~
- ~~c) recommend that planning permission not be granted for a specified period (see Annex A – further assessment required);~~
- ~~d) recommend that the application be refused (see Annex A – Reasons for recommending Refusal).~~

Highways Act Section 175B is not relevant to this application.<sup>1</sup>

This represents Highways England formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should you disagree with this recommendation you should consult the Secretary of State for Transport, as per the Town and Country Planning (Development Affecting Trunk Roads) Direction 2018, via [transportplanning@dft.gsi.gov.uk](mailto:transportplanning@dft.gsi.gov.uk).

<b>Signature:</b> 	<b>Date:</b> 17/01/2020
<b>Name:</b> Patrick Blake	<b>Position:</b> Spatial Planner (Area 3)
<b>Highways England:</b> Bridge House, Walnut Tree Close, Guildford, GU1 4LZ	
<a href="mailto:Patrick.Blake@highwaysengland.co.uk">Patrick.Blake@highwaysengland.co.uk</a>	

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<sup>1</sup> Where relevant, further information will be provided within Annex A.



## Developments Affecting Trunk Roads and Special Roads

### Highways England Planning Response (HEPR 16-01)

### Formal Recommendation to an Application for Planning Permission

From: Martin Fellows  
Operations (East)  
[planningee@highwaysengland.co.uk](mailto:planningee@highwaysengland.co.uk)

To: Cherwell District Council

CC: [transportplanning@dft.gsi.gov.uk](mailto:transportplanning@dft.gsi.gov.uk)  
[growthandplanning@highwaysengland.co.uk](mailto:growthandplanning@highwaysengland.co.uk)

Council's Reference: 19/02550/F

Referring to the planning application referenced above, dated 28 November 2019, application for the redevelopment of part of golf course to provide new leisure resort incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping, at land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon, notice is hereby given that Highways England's formal recommendation is that we:

- ~~a) offer no objection;~~
- ~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – Highways England recommended Planning Conditions);~~
- c) recommend that planning permission not be granted for a specified period (see Annex A – further assessment required);
- ~~d) recommend that the application be refused (see Annex A – Reasons for recommending Refusal).~~

Highways Act Section 175B ~~is~~ is not relevant to this application.<sup>1</sup>

---

<sup>1</sup> Where relevant, further information will be provided within Annex A.

This represents Highways England formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should you disagree with this recommendation you should consult the Secretary of State for Transport, as per the Town and Country Planning (Development Affecting Trunk Roads) Direction 2018, via [transportplanning@dft.gsi.gov.uk](mailto:transportplanning@dft.gsi.gov.uk).

<b>Signature:</b> 	<b>Date:</b> 19 December 2019
<b>Name:</b> Shamsul Hoque	<b>Position:</b> Spatial Planning Manager
<b>Highways England:</b> Woodlands, Manton Lane Bedford MK41 7LW  <a href="mailto:shamsul.hoque@highwaysengland.co.uk">shamsul.hoque@highwaysengland.co.uk</a>	

#### **Annex A Highways England recommended further assessment required**

HIGHWAYS ENGLAND has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such we work to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

This response represents our formal recommendations with regards to 19/02550/F and has been prepared by Shamsul Hoque.

We are currently reviewing the technical information provided in support of this planning application. In particular a review is underway of the Transport Assessment to determine if any mitigation is required to enable the Strategic Road Network to continue to perform in accordance with the requirements of the Highways Act 1980. This work is ongoing. We therefore recommend that planning permission is not granted before 26 February 2020 to allow sufficient time for the above matters to be addressed. If all matters can be agreed sooner than this, we can then withdraw this recommendation and issue a definitive response.

# Comment for planning application 19/02550/F

<b>Application Number</b>	<input type="text" value="19/02550/F"/>
<b>Location</b>	<input type="text" value="Land to the east of M40 and south of A4095 Chesterton Bicester Oxon"/>
<b>Proposal</b>	<input type="text" value="Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"/>
<b>Case Officer</b>	<input type="text" value="Clare Whitehead"/>
<b>Organisation Name</b>	<input type="text" value="Kirtlington Parish Council"/>
<b>Address</b>	<input type="text" value="West House, South Green, Kirtlington, Kidlington, OX5 3HJ"/>
<b>Type of Comment</b>	<input type="text" value="Objection"/>
<b>Type</b>	<input type="text" value="neighbour"/>
<b>Comments</b>	<input type="text" value="See attached (two documents)."/>
<b>Received Date</b>	<input type="text" value="20/12/2019 13:06:28"/>
<b>Attachments</b>	<p>The following files have been uploaded:</p> <ul style="list-style-type: none"><li>• 19-02550-F Fig 3 1 Visitor Distribution.pdf</li><li>• 19-02550-F Kirtlington Parish Council 20-Dec-2019.pdf</li></ul>

*KIRTLINGTON PARISH COUNCIL*

*Mrs R M Powles  
Clerk to Kirtlington Parish Council  
West House, South Green  
Kirtlington, Oxfordshire OX5 3HJ  
01869 350995  
kirtlingtonclerk@gmail.com*

20th December 2019

Ms Clare Whitehead  
Development Management  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury OX15 4AA

Dear Sirs

Ref: Great Lakes UK Ltd – Application Ref: 19/02550/F

Kirtlington Parish Council objects to this application and urges Cherwell District Council to refuse planning permission.

1. The Transport and Access analyses are deficient: the site is wholly inappropriate in terms of traffic impacts.
2. The site is contrary to the adopted Development Plan.
3. There is no established need case for this development ; the analysis of the economic need is deficient.

**Transport and Access**

The site is wholly inappropriate in terms of traffic impacts. A development of these proportions which is anticipated to generate large volumes of traffic movements should be accessed directly from a motorway junction and not via rural roads.

The *Transport and Access Section 6* of the planning submission attempts to assess the likely significant effects of the site during the construction and operational phases and uses traffic survey data provided by Oxfordshire County Council for current and future movements for light vehicles and HGVs.

The disruption during the construction phase will be significant, but it is the operational phase that is of concern, for which, the scale of the proposal notwithstanding, the impact of change upon all receptors is assessed as negligible.

It should be noted that the only planned highways upgrade is a single entrance to the site from the A4095 and a cycleway from the site to Chesterton.

The more detailed *Transport Assessment* projects journeys based upon occupancy rates but essentially states the same and reaches the same conclusions. However the key assumption for both studies is that traffic leaving the site heading west on the A4095 will reach the junction with the B430 and then head either north to M40 J10, or south to the A34 to the M4 or A34 to M40 J9. **Absolutely no** traffic is projected to cross the B430 and continue further west on the A4095 and pass through Kirtlington and beyond.



Equally, the catchment area is projected as a 123 mile radius from the site and **all traffic** by percentage will flow from the following routes; please see attached *fig 3.1 Visitor Distribution*.

16% via M40 North; 14% A43 North to then head South from M40 J10 on B430 to A4095	= 30%
7% from the North east via A4421 and A421; plus 1% via the A41 through Bicester	= 8%
20% via M40 (South) and A41; 20% via M40 (South) and A34, both to M40 J9	=40%
Finally, 10% via A34 South; 12% via A34 and M4 = 22% ;	Total 100%

This means that 62% will travel north through Weston-on-the-Green on the B430 and 30% south on the same road, and all converge at the crossroads junction with the A4095, but this is not mentioned.

This also confirms that although there is a projection that a mere 1% of guests will travel from the east on the A41, they project **absolutely no** traffic approaching from the west or southwest on the A4095 and passing through villages en route such as Kirtlington.

This is clearly wrong and misleading. Satnavs guide drivers coming from the M4 to avoid the worst of the A34 to Woodstock, Kidlington and the M40 by leaving the M4 before the A34 junction on to the A420 or A429, and travelling thence via the A4095 (Eynsham, Bladon and Kirtlington), as well as across the Cotswolds from the A40.

It is also well known that when there are major events at Blenheim, peaks in traffic load at Bicester Village, or problems on the M40 or A34, drivers divert to the A4095; at such times, the traffic load through Kirtlington and neighbouring parishes on the A4095 is already unacceptably high. In addition, the existing increase in traffic at rush hour co-incides exactly with the projected peak arrival and departure times at the site.

To note also : the photomontages prepared from the two road crossings of the M40 and from the north-bound M40 suggest that the water slides will not be visible from these locations as the proposed planting matures, which raises a question as to why they are exposed at all and not enclosed within a building (where, moreover, they can be insulated properly). From a commercial point of view, the visibility of the slides from the M40 is critical in advertising the presence of the resort to the passing public, therefore to suggest that the applicant wishes to screen them is disingenuous.

### **The Cherwell District Development Plan**

The proposed site is not located within any defined settlement boundary, and thus is within the open countryside. The site is not allocated for any development in the adopted Development Plan and thus is contrary to an adopted and up to date plan, which commands full weight in the decision making process. The site is also shown on the Green Infrastructure theme map (maps at Appendix 5 of the Local Plan) as an existing Outdoor Sports Facility (protection of existing sites falls under Policy BSC 10). The proposals would be contrary to Policy ESD 13 in as much as they would cause, at the very least, undue visual intrusion into open countryside. The preamble to this policy also highlights Bignell Park and the Roman roads around Bicester as features of value; the proposals would affect these directly and the setting of the park.

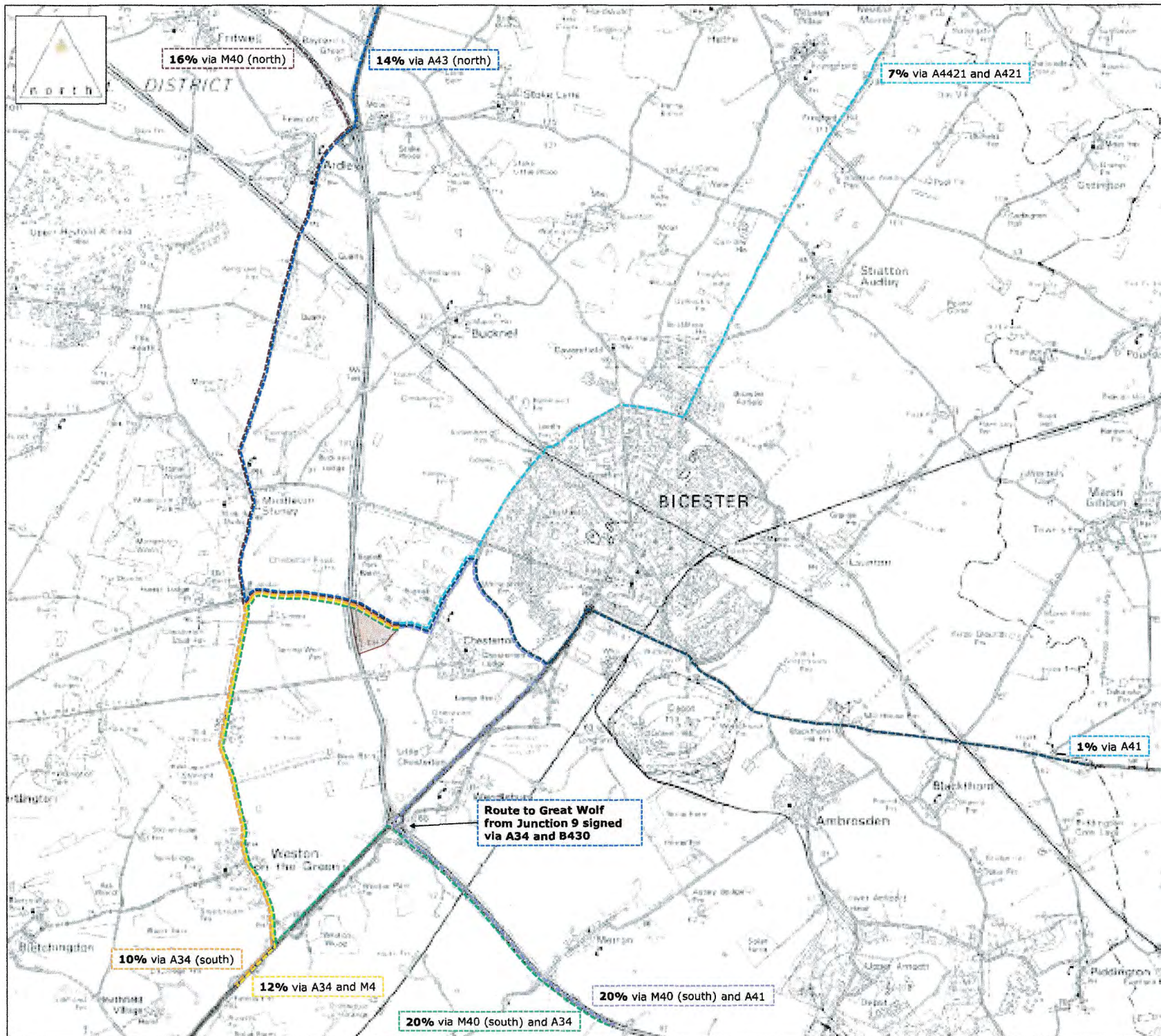
### **Need case**

As the local area appears to enjoy full employment, particularly in the leisure/service industry, but struggles with housing shortages and transport networks which are at breaking point, it appears the need case for this development is ill-considered.

Yours faithfully



Ruth Powles  
Clerk, Kirtlington Parish Council



Great Wolf,  
Bicester  
**Figure 3.1 - Visitor Distribution**  
Not to Scale

**From:** Tim Screen

**Sent:** 28 January 2020 15:02

**To:** Clare Whitehead

**Subject:** RE: 19/02550/F - Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon

The LVIA is a comprehensive and competently written document that complies with GLVIA 3 guidelines. In its judgement, defined under 13.8 Summary, the development will be assimilated into its surroundings, when considering visual and landscape effects / landscape mitigation proposals. In my opinion the site has low landscape sensitivity to change, and a visual effect ranging from neutral to moderate adverse at year 0 (BMD, the landscape consultant was involved in a lengthy PREAPP consultation process with CDC). However, the scale of the development is very large and unjustifiable, due to approximately 2/3 site acquisition for building and car park, a massive over development when compared to the adjacent Bicester Health Club and Spa. The LVIA guidelines must address the major issues of over development!

I am not sure if cumulative developmental harm has been addressed adequately in the LVIA: I note WSP's Environmental Statement Volume 1 Chapter 14 Cumulative Effects does not address development's combined effect with Bicester Health Club and Spa. Even the lighting's cumulative harm has not been addressed in this document.

Consider NPPF guidelines in respect of the scale of the development, community and environment:

1. *The NPPF sets out three dimensions to achieve sustainable development, these are economic, social and environmental considerations. High quality design and local character are repeating themes through the core planning principles. The NPPF also notes the importance that design 'evolves' in response to local issues and to the view of local communities and sets out principles in relation to conservation and enhancement of the natural environment.*
  - I. The development at approximately 2/3 of the site area and I therefore think that this is excessive over development compared to adjacent Bicester Health Club and Spa. Because of site is visually contained by boundary hedgerow and trees the development will mainly be experienced from the site's interior, from the perspective of visitors and visual receptors using the interior PRoW..
  - II. There is strong objection for this development from the local community.
  - III. The developer will argue that the landscape proposals provide landscape mitigation, amenity and wildlife habitat enhancement for nature. Specially the planting of native tree mixes and standard trees, wildflower areas established and managed under the landscape management plan.
2. *Policy ESD1 Mitigating and Adapting to Climate Change states that new development should ensure its resilience to climate change taking into account the known physical and environmental constraints and through the provision of green infrastructure*
  - I. Is the developer able to justify this development under this policy?

No further comments.

Regards  
Tim

# Comment for planning application 19/02550/F

<b>Application Number</b>	19/02550/F
<b>Location</b>	Land to the east of M40 and south of A4095 Chesterton Bicester Oxon
<b>Proposal</b>	Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping
<b>Case Officer</b>	Clare Whitehead
<b>Organisation</b>	
<b>Name</b>	Launton Parish Clerk
<b>Address</b>	13 Oak Close, Bicester, OX26 3XD
<b>Type of Comment</b>	Objection
<b>Type</b>	neighbour
<b>Comments</b>	<p>Launton Parish Council considered planning application reference 19/02550/F at the meeting on 5 December. The Council resolved to object to the development on the grounds that it would cause considerable harm and would be of great detriment to local area amenity land. The site was not specified for any form of development in the Local Plan. The Council also objected on the grounds of the inappropriate siting of the development in a green field area with unsuitable road access which would compound the already significant traffic issues in and around Bicester. The Council also had concerns about the water usage and treatment. It was believed that the harm to the area greatly outweighed any perceived benefit to the community.</p>
<b>Received Date</b>	20/12/2019 07:37:51
<b>Attachments</b>	

# Consultee Comment for planning application 19/02550/F

<b>Application Number</b>	<input type="text" value="19/02550/F"/>
<b>Location</b>	<input type="text" value="Land to the east of M40 and south of A4095 Chesterton Bicester Oxon"/>
<b>Proposal</b>	<input type="text" value="Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"/>
<b>Case Officer</b>	<input type="text" value="Clare Whitehead"/>
<b>Organisation</b>	<input type="text" value="Licensing (CDC)"/>
<b>Name</b>	<input type="text"/>
<b>Address</b>	<input type="text"/>
<b>Type of Comment</b>	<input type="text" value="Comment"/>
<b>Type</b>	<input type="text"/>
<b>Comments</b>	<input type="text" value="No comments from licensing."/>
<b>Received Date</b>	<input type="text" value="29/11/2019 08:45:06"/>
<b>Attachments</b>	

# Comment for planning application 19/02550/F

<b>Application Number</b>	<input type="text" value="19/02550/F"/>
<b>Location</b>	<input type="text" value="Land to the east of M40 and south of A4095 Chesterton Bicester Oxon"/>
<b>Proposal</b>	<input type="text" value="Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"/>
<b>Case Officer</b>	<input type="text" value="Clare Whitehead"/>
<b>Organisation Name</b>	<input type="text" value="Lower Heyford Parish Council"/>
<b>Address</b>	<input type="text" value="Darville House, Station Road, Lower Heyford, Bicester OX25 5PD"/>
<b>Type of Comment</b>	<input type="text" value="Objection"/>
<b>Type</b>	<input type="text" value="neighbour"/>
<b>Comments</b>	<input type="text" value="See attached"/>
<b>Received Date</b>	<input type="text" value="22/01/2020 14:39:16"/>
<b>Attachments</b>	The following files have been uploaded: <ul style="list-style-type: none"><li>• Lower Heyford Parish Council.pdf</li></ul>

## **SUSTAINABILITY**

Lower Heyford Parish Council object to the Great Wolf application because it is a major visitor attraction in an unsustainable location - an out of town setting without public transport which encourages car travel. This is particularly important in view of its scale and the volume of traffic it will attract on local roads, already under strain from expansion at Bicester and Heyford Park.

The location does not comply with **NPPF Para 103** "*significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes: **Tourism Policy SLE3** "the Council will support proposals for new or improved tourist facilities in sustainable locations" and **Climate Change Policy ESD1** "distributing growth to the most sustainable locations as defined in this Local Plan".*

The proposal of a shuttle bus and cycle lane cannot sufficiently mitigate against the traffic impact. It is unrealistic to assume that families will travel to a station, arrive by train and then wait for a two hourly shuttle bus to take them to the hotel. The proposed half a kilometre of foot/cycleway along the A4095 to Chesterton will not only urbanise the area and take away much valuable verge and habitat, it will also have little useful purpose as visitors will not be coming from Chesterton village. The 898 space car park demonstrates dependence on travel by private car.

The loss of an 18 hole golf course conflicts with **Policy BSC10** which states that open space, outdoor sport and recreation provision should be secured by 'protecting existing sites'. **NPPF Para 97** states that existing open space, sports and recreation buildings and land, should not be built on unless "*the development is for alternative sports and recreational provision, the need for which clearly outweigh the loss*". There is no evidence of need for a Great Wolf resort in this location. By contrast, there is an identified need for more golf courses in the Bicester sub area by 2031 (see **CDC's Sports Facilities Strategy 2018**).

## **TRAFFIC**

The traffic from the resort will put additional strain on already congested roads including the A34, A41, A4095 and B430. It will also affect local villages such as Chesterton, Middleton Stoney, Ardley, Weston on the Green, Kirtlington and Lower Heyford all of which have seen steep rises in traffic in recent years.

It is unrealistic that out of 1,977 forecast trips per day not one vehicle will be travelling on either of the two main routes west of Bicester, the A4095 or B4030. Lower Heyford lies on the B4030 and a recent OCC survey shows that 71% of our traffic arrives via Middleton Stoney. This is evidence that development in and around Bicester has an overwhelming impact on Lower Heyford - a fact still not recognised in traffic forecasts for this village from which Bicester development is excluded.

A proposal attracting such a large volume of traffic should not be approved while the impact of so much approved but 'unbuilt' development is not yet understood.

Lower Heyford now experiences over 800 more vehicles per day than it did two years ago (OCC traffic surveys 2017-2019). This rate of increase is not sustainable through a rural village and this is before the majority of Bicester and neighbouring Heyford Park development has been built out.

The two year construction period is also of concern. Lower Heyford saw an increase of 600 HGVs per day between 2017 and 2018 many of which were trucks with aggregate. We also have evidence that two thirds of HGVs come from the direction of Bicester. We know from experience that routing is ignored and not enforced. The impact of HGVs on village infrastructure has included repeated damage to Rousham Bridge (listed as medieval in origin and an important feature for Rousham Park), house shudder and burst water pipes under a road not designed to take these heavy loads. The outline construction programme estimates up to 130 loads per day in the first year and will include 30-40 ton HGVs. These should not be routed through rural villages. It further states that the number of deliveries excludes *'below slab drainage and services, external works including parking areas and landscaping, temp site access roads and site accommodation, ...'*

It is vital that the impact of traffic on the health/quality of life for local communities is taken into account in decision making. This has not been assessed in either the TA or the EIA. It is at a weekend, when residents are most able to enjoy village life, that the volume of traffic from the resort will be at its greatest, forecast to reach 2,761 trips on a Saturday. Traffic growth with its attendant problems of noise, vibration, pollution and safety has a direct impact on residents and visitors alike and discourages outdoor activities such as walking and cycling in surrounding communities. Lower Heyford is a conservation area, a destination for walkers, visitors on canal boat holidays and also to Grade 1 listed Rousham Park.

### **Traffic Assessment**

Why has baseline traffic flow been forecast at 2026 when development at Bicester and Heyford Park will not be built out until 2031? In order to assess capacity on surrounding roads, it is important that all approved development is taken into account before Great Wolf traffic is added.

Future development at Bicester and HP is assumed to have no traffic impact on a Saturday because the TAs relating to their planning applications have not included Saturdays. This ignores the reality of the situation and is important in view of the greater traffic numbers the resort will attract at weekends.

Table 6.12 on p.23 shows that the Middleton Stoney crossroads will no longer be able to operate as it is forecast to be well over capacity by 2026. This is measured in degrees of saturation on each approach to the junction: Over 85% is regarded as congested and over 100% means that no further traffic is able to pass through. Here the four approaches at am peak measure 128, 147, 143 and 145% respectively. The TA argues that Great Wolf 's traffic will not have a 'material effect' on this junction. This cannot be true when 30% of its traffic is estimated to route through the junction - that is nearly 600 cars per weekday



and over 800 cars on a Saturday. It is argued that no further analysis is necessary because Heyford Park will provide mitigation measures. There are no details of this mitigation package or indeed whether it is able to solve the problem of capacity. Even if this were the case, the TA ignores the very obvious conclusion that adding yet more traffic to this location would compound a very real problem.

This is contrary to **NPPF Para 108** "*it should be ensured that ... any significant impacts from the development on the transport network (in terms of capacity and congestion) ... can be cost effectively mitigated to an acceptable degree*" and **NPPF Para 9** "*development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.*" The cumulative impact on the Middleton Stoney junction would be severe. It also contravenes **Policy SLE4** "*Development which is not suitable for the roads that serve the development and which have a severe traffic impact will not be supported*".

### **DESIGN AND LANDSCAPE IMPACT**

The site comprises a 898 space car park and its 500,000 sq ft of floor space is approximately twice the size of Bicester Village. The architectural design is of poor quality following a formula used on other Great Wolf sites in the USA. The design and proportions are totally out of keeping with the character of the area and are more akin to a prison in the elevation plans!

This is contrary to **NPPF Para 83** "*planning policies and decisions should enable sustainable rural tourism and leisure developments which respect the character of the countryside*", **NPPF Para 124** "*the creation of high quality buildings and places is fundamental to what planning and development process should achieve. Good design is a key aspect of sustainable development ...*" and **NPPF Para 127** "*planning policies and decisions should ensure that developments .. are visually attractive as a result of good architecture... are sympathetic to local character and history, including the surrounding built environment and landscape setting*".

This is also contrary to **Policy ESD13** where "proposals would not be permitted if they would cause undue visual intrusion into the open countryside" and "be inconsistent with local character."

The Local Plan refers to the designation of green buffers to the north and east of the site in order to protect the setting of Chesterton from further Bicester expansion. This protection is made meaningless if such a large and overbearing development is sited at the edge of the village.

### **ENVIRONMENTAL IMPACT**

The proposal will occupy what is currently a greenfield site, irreversibly removing important green infrastructure and disrupting habitats. Before building, two metres of earth will be excavated from the entire site in order to lower ground level. This alone will have a significant ecological impact.

EIA regulations require consideration of the effects of a scheme on climate change yet it appears that 'Sustainability, Energy and Waste' has been scoped out

of the EIA. The scoping report states that *'through the application of the recommendations of the Sustainability and Energy Statements, the GHG emissions associated with the operational phase of the Proposed Development will be reduced. Therefore the contribution to climate change (in relation to GHG emissions) will not be considered further in the ES'*. Measures to reduce greenhouse gas emissions, although welcome, are negligible in comparison to the total amount of GHG emissions from construction and operation of such a large site. The resort will have no control over the GHG emissions from an estimated 1900 daily car trips over an estimated catchment area of up to 125 miles.

No assessment has been made of air quality on the B430 through Middleton Stoney despite traffic being routed along this road. Middleton Stoney is already monitored for poor air quality. The level of 33.6 nitrogen oxide recorded in 2018 is already near the AQMA level of 40. This is significant in view of expected increases in traffic from expansion of Bicester and Heyford Park.

### **ECONOMIC IMPACT**

All family facilities are on site including accommodation, restaurants, retail, play areas etc. This does not encourage visitors to spend elsewhere in the district. The benefits of greater employment are questionable. Indeed local businesses are already finding it hard to recruit employees within the service sector that Great Wolf will be targeting. Employees are likely to come from other areas increasing traffic movements.

### **SUMMARY**

This is a speculative development in open countryside which is not allocated for development in the Local Plan.

The site is unsustainable and encourages car use

It will add large volumes of traffic onto a sensitive road network upon which the full impact of approved development up to 2031 is not assessed.

Its traffic will result in severe cumulative impacts at the Mid Stoney crossroads.

Its traffic will have a social and environmental impact on neighbouring villages already experiencing rising volumes.

Construction traffic should not be routed through villages

The traffic mitigation is insufficient

The traffic forecasts may be unreliable for reasons stated

It will result in the loss of a valued 18 hole golf course in an area where more golf courses are identified as a need within the plan period

The scale and design will have a harmful impact on the rural character of the countryside and the village of Chesterton

The impact on wildlife and habitat will be significant.

The impact of greenhouse gas emissions in relation to climate change has not been assessed.

The proposal runs counter to relevant policies in the Local Development Plan and there are no material considerations that warrant planning permission being granted.

# Comment for planning application 19/02550/F

<b>Application Number</b>	19/02550/F
<b>Location</b>	Land to the east of M40 and south of A4095 Chesterton Bicester Oxon
<b>Proposal</b>	Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping
<b>Case Officer</b>	Clare Whitehead
<b>Organisation Name</b>	
<b>Name</b>	Martin Keighery
<b>Address</b>	250 Oxford Road, Kidlington, OX5 1ED
<b>Type of Comment</b>	Objection
<b>Type</b>	neighbour
<b>Comments</b>	<p>Dear Sir/Madam, Middleton Stoney Parish Council fundamentally opposes the Great Wolf application at Chesterton. It is not in the keeping with the local development plan or with any commitment to the environment or with the transport problems besetting our own village and neighbouring villages. The traffic problems in Middleton Stoney are well known and yet would be made worse by the Great Wolf resort. Oxfordshire County Council is currently conducting an Informal Consultation on behalf of the parish council regarding traffic problems within the village, especially HGV problems and the overall traffic from the new Heyford Park development. The leader of the council, Cllr. Hudspeth is fully aware of our concerns as we have written to him twice and we have also contacted Yvonne Rees' office regarding the problems. A further 1000 deliveries during the construction period of the proposed water park - 65 deliveries a day - using the local road infrastructure would be intolerable. We are seeking to address these problems through measures in our village, particularly given recent air quality measurements in Middleton Stoney, which were amongst the very worst in the county. Our parishioners expect us to continue pressing partner agencies to alleviate our air quality and noise pollution concerns. Yet, if this application were successful, traffic volumes would increase substantially. For example, it is projected that there would be 500,000 visitors, 1000 daily car journeys and a 900 space car park. The road infrastructure cannot cope with such volumes. Furthermore, the application is incompatible with Cherwell's strategy of reducing car use in the district. We agree with other reasons for objections raised by Chesterton and other neighbouring parish councils. For instance, the huge edifice proposed by Great Wolf would be out of keeping with the rural character of the local area and with the Council's stated desire to tackle climate change. Similarly, we agree with those who have highlighted that the business case does not chime with Cherwell's strategic aim of championing a knowledge-based workforce. The developers are predominately promoting low-skilled employment and training - again not in line with the planning framework or council policies. Our distinctive contribution to the widespread objection to this scheme. however it is rooted in our concerns for the intolerable pressure this would add to the environment and traffic problems already endured by residents of our village. To give but three examples of matters already making a severe problem worse. Viridor are seeking an application to extend their operating licence and to deliver further services, Smiths' quarry at Dewars Farm has recently been granted planning permission and also intend to bid to provide resources from there for the HS2 project and there is also a proposed car heritage development in Enstone. Each of these will exacerbate the traffic problems in Middleton Stoney and other neighbouring villages. In combination with what is already happening, therefore, the Great Wolf proposal would be increasing the risk of frequent deadlock in the area, with disastrous effects for air quality in our village and our villagers' everyday lives. In sum, we cannot believe that any elected official committed to tackling climate change or to alleviating traffic blight or to abiding by the local development plan would approve this application. For these reasons, Middleton Stoney Parish Council strongly opposes this application and calls on the committee to reject this application by Great Wolf as totally inappropriate. Yours faithfully, Professor Simon Lee Chairman on behalf of Middleton Stoney Parish Council</p>
<b>Received Date</b>	13/02/2020 11:17:30
<b>Attachments</b>	

Date: 04 December 2019  
Our ref: 302368  
Your ref: 19/02550/F



**Cherwell District Council**  
clare.whitehead@cherwell-dc.gov.uk

**BY EMAIL ONLY**

Hornbeam House  
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Crewe  
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T 0300 060 3900

Dear Clare Whitehead

**Planning consultation:** Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon

Thank you for your consultation on the above dated 28 November 2019 which was received by Natural England on 28 November 2019

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

#### **SUMMARY OF NATURAL ENGLAND'S ADVICE**

##### **NO OBJECTION**

Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites or landscapes.

Natural England's generic advice on other natural environment issues is set out at Annex A.

#### **Sites of Special Scientific Interest Impact Risk Zones**

The Town and Country Planning (Development Management Procedure) (England) Order 2015 requires local planning authorities to consult Natural England on "Development in or likely to affect a Site of Special Scientific Interest" (Schedule 4, w). Our SSSI Impact Risk Zones are a GIS dataset designed to be used during the planning application validation process to help local planning authorities decide when to consult Natural England on developments likely to affect a SSSI. The dataset and user guidance can be accessed from the [data.gov.uk](https://data.gov.uk) website

Further general advice on the consideration of protected species and other natural environment issues is provided at Annex A.

We would be happy to comment further should the need arise but if in the meantime you have any queries please do not hesitate to contact us.

For any queries regarding this letter, for new consultations, or to provide further information on this consultation please send your correspondences to [consultations@naturalengland.org.uk](mailto:consultations@naturalengland.org.uk).

Yours sincerely

Matthew Dean  
Consultations Team

## Annex - Generic advice on natural environment impacts and opportunities

### Sites of Special Scientific Interest (SSSIs)

Local authorities have responsibilities for the conservation of SSSIs under s28G of the Wildlife & Countryside Act 1981 (as amended). The National Planning Policy Framework (paragraph 175c) states that development likely to have an adverse effect on SSSIs should not normally be permitted. Natural England's SSSI Impact Risk Zones are a GIS dataset designed to be used during the planning application validation process to help local planning authorities decide when to consult Natural England on developments likely to affect a SSSI. The dataset and user guidance can be accessed from the Natural England Open Data Geoportal. Our initial screening indicates that one or more Impact Risk Zones have been triggered by the proposed development, indicating that impacts to SSSIs are possible and further assessment is required. You should request sufficient information from the developer to assess the impacts likely to arise and consider any mitigation measures that may be necessary.

### Biodiversity duty

Your authority has a duty to have regard to conserving biodiversity as part of your decision making. Conserving biodiversity can also include restoration or enhancement to a population or habitat. Further information is available here.

### Protected Species

Natural England has produced standing advice<sup>1</sup> to help planning authorities understand the impact of particular developments on protected species. We advise you to refer to this advice. Natural England will only provide bespoke advice on protected species where they form part of a SSSI or in exceptional circumstances.

### Local sites and priority habitats and species

You should consider the impacts of the proposed development on any local wildlife or geodiversity sites, in line with paragraphs 171 and 174 of the NPPF and any relevant development plan policy. There may also be opportunities to enhance local sites and improve their connectivity. Natural England does not hold locally specific information on local sites and recommends further information is obtained from appropriate bodies such as the local records centre, wildlife trust, geoconservation groups or recording societies.

Priority habitats and Species are of particular importance for nature conservation and included in the England Biodiversity List published under section 41 of the Natural Environment and Rural Communities Act 2006. Most priority habitats will be mapped either as Sites of Special Scientific Interest, on the Magic website or as Local Wildlife Sites. The list of priority habitats and species can be found here<sup>2</sup>. Natural England does not routinely hold species data, such data should be collected when impacts on priority habitats or species are considered likely. Consideration should also be given to the potential environmental value of brownfield sites, often found in urban areas and former industrial land, further information including links to the open mosaic habitats inventory can be found here.

### Ancient woodland, ancient and veteran trees

You should consider any impacts on ancient woodland and ancient and veteran trees in line with paragraph 175 of the NPPF. Natural England maintains the Ancient Woodland Inventory which can help identify ancient woodland. Natural England and the Forestry Commission have produced standing advice for planning authorities in relation to ancient woodland and ancient and veteran trees. It should be taken into account by planning authorities when determining relevant planning applications. Natural England will only provide bespoke advice on ancient woodland, ancient and veteran trees where they form part of a SSSI or in exceptional circumstances.

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<sup>1</sup> <https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals>

<sup>2</sup> <http://webarchive.nationalarchives.gov.uk/20140711133551/http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx>

## **Protected landscapes**

For developments within or within the setting of a National Park or Area of Outstanding Natural Beauty (AONB), we advise you to apply national and local policies, together with local landscape expertise and information to determine the proposal. The National Planning Policy Framework (NPPF) (paragraph 172) provides the highest status of protection for the landscape and scenic beauty of National Parks and AONBs. It also sets out a 'major developments test' to determine whether major developments should be exceptionally be permitted within the designated landscape. We advise you to consult the relevant AONB Partnership or Conservation Board or relevant National Park landscape or other advisor who will have local knowledge and information to assist in the determination of the proposal. The statutory management plan and any local landscape character assessments may also provide valuable information.

Public bodies have a duty to have regard to the statutory purposes of designation in carrying out their functions (under (section 11 A(2) of the National Parks and Access to the Countryside Act 1949 (as amended) for National Parks and S85 of the Countryside and Rights of Way Act, 2000 for AONBs). The Planning Practice Guidance confirms that this duty also applies to proposals outside the designated area but impacting on its natural beauty.

Heritage Coasts are protected under paragraph 173 of the NPPF. Development should be consistent the special character of Heritage Coasts and the importance of its conservation.

## **Landscape**

Paragraph 170 of the NPPF highlights the need to protect and enhance valued landscapes through the planning system. This application may present opportunities to protect and enhance locally valued landscapes, including any local landscape designations. You may want to consider whether any local landscape features or characteristics (such as ponds, woodland or dry stone walls) could be incorporated into the development in order to respect and enhance local landscape character and distinctiveness, in line with any local landscape character assessments. Where the impacts of development are likely to be significant, a Landscape & Visual Impact Assessment should be provided with the proposal to inform decision making. We refer you to the [Landscape Institute](#) Guidelines for Landscape and Visual Impact Assessment for further guidance.

## **Best and most versatile agricultural land and soils**

Local planning authorities are responsible for ensuring that they have sufficient detailed agricultural land classification (ALC) information to apply NPPF policies (Paragraphs 170 and 171). This is the case regardless of whether the proposed development is sufficiently large to consult Natural England. Further information is contained in [GOV.UK guidance](#). Agricultural Land Classification information is available on the [Magic](#) website on the [Data.Gov.uk](#) website. If you consider the proposal has significant implications for further loss of 'best and most versatile' agricultural land, we would be pleased to discuss the matter further.

Guidance on soil protection is available in the Defra [\*Construction Code of Practice for the Sustainable Use of Soils on Construction Sites\*](#), and we recommend its use in the design and construction of development, including any planning conditions. Should the development proceed, we advise that the developer uses an appropriately experienced soil specialist to advise on, and supervise soil handling, including identifying when soils are dry enough to be handled and how to make the best use of soils on site.

## **Access and Recreation**

Natural England encourages any proposal to incorporate measures to help improve people's access to the natural environment. Measures such as reinstating existing footpaths together with the creation of new footpaths and bridleways should be considered. Links to other green networks and, where appropriate, urban fringe areas should also be explored to help promote the creation of wider green infrastructure. Relevant aspects of local authority green infrastructure strategies should be delivered

where appropriate.

### **Rights of Way, Access land, Coastal access and National Trails**

Paragraphs 98 and 170 of the NPPF highlights the important of public rights of way and access. Development should consider potential impacts on access land, common land, rights of way, coastal access routes and coastal margin in the vicinity of the development and the scope to mitigate any adverse impacts. Consideration should also be given to the potential impacts on any nearby National Trails, including the England Coast Path. The National Trails website [www.nationaltrail.co.uk](http://www.nationaltrail.co.uk) provides information including contact details for the National Trail Officer.

### **Environmental enhancement**

Development provides opportunities to secure net gains for biodiversity and wider environmental gains, as outlined in the NPPF (paragraphs 8, 72, 102, 118, 170, 171, 174 and 175). We advise you to follow the mitigation hierarchy as set out in paragraph 175 of the NPPF and firstly consider what existing environmental features on and around the site can be retained or enhanced or what new features could be incorporated into the development proposal. Where onsite measures are not possible, you should consider off site measures. Opportunities for enhancement might include:

- Providing a new footpath through the new development to link into existing rights of way.
- Restoring a neglected hedgerow.
- Creating a new pond as an attractive feature on the site.
- Planting trees characteristic to the local area to make a positive contribution to the local landscape.
- Using native plants in landscaping schemes for better nectar and seed sources for bees and birds.
- Incorporating swift boxes or bat boxes into the design of new buildings.
- Designing lighting to encourage wildlife.
- Adding a green roof to new buildings.

You could also consider how the proposed development can contribute to the wider environment and help implement elements of any Landscape, Green Infrastructure or Biodiversity Strategy in place in your area. For example:

- Links to existing greenspace and/or opportunities to enhance and improve access.
- Identifying opportunities for new greenspace and managing existing (and new) public spaces to be more wildlife friendly (e.g. by sowing wild flower strips)
- Planting additional street trees.
- Identifying any improvements to the existing public right of way network or using the opportunity of new development to extend the network to create missing links.  
Restoring neglected environmental features (e.g. coppicing a prominent hedge that is in poor condition or clearing away an eyesore).



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

**District:** Cherwell

**Application No:** 19/02550/F-2

**Proposal:** Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon

**Response date:** 3rd March 2020

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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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**This response updates OCC's transport comments on the application and should be read in conjunction with OCC's previous response dated 10<sup>th</sup> January 2020. All points raised previously continue to apply other than where addressed in the Transport Schedule below.**

**Application no: 19/02550/F-2**

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester

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## Transport Schedule

### Recommendation:

#### **Objection for the following reasons:**

- Severe congestion at the Middleton Stoney signalised junction will be exacerbated by the additional trips generated by the proposed development. This is contrary to paragraphs 103, 108 and 109 of the NPPF, Cherwell Local Plan Policy SLE4 and Oxfordshire Local Transport Plan 4 Policy 17

If, despite OCC's objection, permission is proposed to be granted then OCC requires prior to the issuing of planning permission a S106 agreement including an obligation to enter into a S278 agreement to mitigate the impact of the development plus planning conditions as detailed below.

#### S106 Contributions

<b>Contribution</b>	<b>Amount £</b>	<b>Price base</b>	<b>Index</b>	<b>Towards (details)</b>
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	The partial funding of a mitigation scheme at the Middleton Stoney signalised junction
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	The partial funding of a mitigation scheme at the M40 Junction 10 southern roundabout
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	Installation of off-site directional signage
Public transport services	<b>£1,600,000</b>	<b>November 2019</b>	RPI-x	Provision of a new bus service linking the site to Bicester town centre and railway stations
Public transport infrastructure ( <i>if not dealt with under S278/S38 agreement</i> )	<b>£2,105.60</b>	<b>November 2019</b>	Baxter	Provision of two pole and flag units for Chesterton village
Travel Plan Monitoring	<b>£2,040</b>	<b>November 2019</b>	RPI-x	Monitoring of the development Travel Plan
Cycle Improvements	<b>£70,000</b>	<b>November 2019</b>	Baxter	Improvements to cycle routes between Chesterton and Bicester

## **Key Points:**

This updated consultation response is to provide an update in light of further discussions that have taken place with Motion, the Transport Consultant for the scheme.

Comments are also made on the DP9 letter (dated 13 January 2020) regarding Sustainable Day Passes.

This updated response should also be read in conjunction with the county council's original response dated 10 January 2020.

The County Council maintain their objection to the application as the mitigation scheme at Middleton Stoney suggested by Motion is not considered to be deliverable.

## **Comments:**

### **Accessibility and Site Location**

While the county council has not specifically identified an objection to the application on the basis of the site's location and accessibility, the response did highlight significant concerns regarding the accessibility of the site and its location.

The county council has identified requests for obligations and contributions to improve the accessibility of the site by sustainable transport modes should the development be granted planning permission. However, concern remains over the site's location which dictates that car travel to the site will remain the primary mode of travel to the site, even with the improvements identified.

### **Shuttle Bus Service**

Motion have maintained that a private shuttle bus would be preferable to the County Council's proposal for a public bus service.

The County Council's position is clear. When delivered on a like for like basis, there are no reasons why a private shuttle bus would be preferable to a public bus service. The difference is simply the type of bus and its availability to potential users.

The County Council considers that the benefits of a public bus service over a private shuttle bus service, when operated on completely equal terms, to be as follows:

- A public bus service can generate revenue.

*The possibility of revenue generation is a potential method of offsetting the cost of bus service provision of Great Wolf. Even if staff and guests can travel for free, the service would potentially be open to residents of Chesterton and western Bicester.*

- A public bus service can claim Bus Service Operator's Grant (BSOG) and/or low carbon incentives to offset operating costs.

*Bus Service Operator's Grant (BSOG) is a rebate of fuel duty which applies to registered local bus services where at least 50% of the seats are 'available' to the general public. It consists of a payment of 34.57p per litre of fuel used and makes a significant contribution to bus service income.*

*Further enhancements to BSOG payments are made for vehicles with low carbon certificates (6p per km), smartcard readers (8%) and AVL equipment (2%).*

*Private shuttle services are not eligible for this benefit.*

- It forms part of the comprehensive planning of bus services in the wider Bicester area.

*The County Council collects Section 106 funds (or permits developers to liaise directly with operators where appropriate) from developments with the intention of developing a longer-term, commercially sustainable bus network. We do not believe that the operation of private shuttle buses is conducive to this aim.*

*Bicester is an area with significant development coming forwards, including a number of large, high profile leisure schemes. The County Council do not consider that permitting each of these to operate their own services, purely for their own use, would be in the best interests of Bicester in the longer term, when a sensible alternative would be to integrate such services into the public network for the benefit of all.*

*The argument that integrating services in this manner would make it less attractive for guests to use is not supported. Most visitors to Great Wolf arriving by rail will either have (a) no access to a private car or (b) no knowledge of the geography of Bicester. Whether a bus takes 10 or 15 minutes to reach their destination is of no consequence to their decision to use it, which would have been made at a much earlier stage.*

- It avoids difficult legislative issues surrounding tax implications for staff.

*See our further comments below for a more detailed review of the tax implications for staff with regards to private bus services, which limits what other functions they can provide.*

- The accessibility of such a service is defined in law.

*Public bus services, operated with vehicles over 22 seats, must meet certain standards in relation to accessibility. Such rules do not apply to privately-operated services. Great Wolf would be required to demonstrate how the services would be accessible by all potential staff and guests in a private shuttle bus scenario, given that the requirement to do so does not apply to such services.*

*Operators of such a service must have at least one spare accessible vehicle to ensure that accessibility of services are maintained during maintenance or inspection downtime.*

- Sufficient capacity would be assured.

*Most private shuttle bus services are provided by minibuses, which by definition have a limited capacity. At staff changeover periods and guest arrival/departure times (particularly in relation to day passes), it is considered that such a vehicle would be insufficient to meet demand. A midi-coach may be necessary, although many of these do not currently meet accessibility regulations which apply to the public bus network.*

- Public bus services have priority access to certain areas.

*Private shuttle bus services are unable to use bus stops marked with a clearway and plate showing 'except local buses', or to access certain sections of road including bus gates or bus lanes. The main town centre bus stops in Manorsfield Road, for example, are designated for use by 'local buses' only.*

Motion have raised a number of points concerning the supposed benefits of the shuttle bus service. The County Council's response to each of these points is set out below:

- The shuttle bus services can be operated in perpetuity.

*OCC response: When comparing the 'in perpetuity' option against the originally suggested contribution, it should be noted that nowhere in the Transport Assessment did it suggest the services would be operated in perpetuity.*

*Therefore, if Great Wolf are willing to operate these services on that basis, there is no reason why they should not be willing to fund a public bus service in perpetuity either.*

*Whilst OCC's original response proposed a 10-year subsidy requirement, this provision can be amended just as Great Wolf have proposed to amend the shuttle bus service specification; this is not, per se, a benefit of a shuttle bus, merely a benefit of it as originally proposed.*

- Proposed shuttle bus frequency would be higher than for a public bus service.

*OCC response: Again, this is not a particular benefit of a shuttle bus over a public bus, merely of how it has been described in negotiations thus far. Great Wolf have sought to increase the frequency of a shuttle bus since the Transport Assessment was submitted, and therefore there is no particular reason why this could not similarly apply to a public bus. In theory, a half-hourly service is achievable on a public bus route with one vehicle, if the most direct route was taken.*

*Great Wolf now propose to operate two services, one on an hourly basis for guests and one on an hourly basis (at shift change times) for staff. Further information was requested at our meeting as to the timings of these services (particularly in relation to rail connections), which has not yet been received.*

*In the absence of this information it could be assumed that two vehicles may now be required instead of one at key shift times in order to meet the competing demands that Great Wolf consider only a shuttle bus can satisfy – unless the hourly guest service would attempt to serve both stations.*

*Whilst in theory both a staff shuttle and guest service can coexist with hourly schedules on each, no evidence has yet been presented that meeting rail connections at Bicester Village and Bicester North, whilst operating a separate staff shuttle, would be achievable with a single vehicle (as originally stated by the applicant). There is also no long-term guarantee that such rail connections will continue to be available following changes to timetables.*

- The proposed shuttle buses would be operated by Great Wolf.

*OCC response: Guests who are staying at Great Wolf, or paying for a day pass, are being provided with a service for which an indirect payment is being made (i.e. payment to Great Wolf provides them with the right of carriage on the service). Therefore, this falls under the scope of “hire or reward” and a PSV operator’s licence is required.*

*Unless Great Wolf will be willing to obtain a PSV operator’s licence on this basis and be subject to all the regulatory requirements this entails (including the hiring of a suitably qualified Transport Manager), they will need to contract the service to a provider who already has one.*

*Further details on ‘hire and reward’ and the expectations related to PSV operator licensing are available at [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/194259/PSV Operator Licensing Guide.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/194259/PSV_Operator_Licensing_Guide.pdf)*

*In order to be able to commit to providing the service at all times, a spare vehicle or vehicles would be required to cover regulatory requirements such as inspections and annual test as well as eventualities such as breakdowns. Provision of this service by an external operator means that a wider fleet of vehicles can be called upon for these instances.*

- The shuttle bus services will be flexible.

*OCC response: As with previous responses, there is no reason why a public bus service cannot be as flexible as a shuttle bus service. The detail will be in the design of the service at the appropriate time.*

*Public buses can wait for a set time for rail connections, provided this is accounted for in the timetable and there would not be a significant knock-on*

*effect on later services. Several bus routes in Oxfordshire, timed to connect with coach or rail services, have previously operated using this facility.*

*Again, no evidence has yet been supplied which demonstrates how a shuttle bus operated by a single vehicle would make better rail connections than a public bus.*

- Both proposed shuttle buses would be available to residents of Chesterton.

*OCC response: As previously explained, there are complex tax implications for the provision of free buses to staff. HMRC guidance states that privately-operated shuttle buses must be used “almost exclusively” by staff or only have “minor occasional” use by others. Consequently, to have any real benefit to residents of Chesterton there would be greater than occasional use and a taxable benefit would arise to the employees.*

*Therefore, residents of Chesterton would only be able to use services which were exclusively for the use of guests. A taxable benefit also arises if staff were to use buses intended for guests.*

*If the service was operated as a public bus service, Great Wolf would be able to offer free passes for staff and it would be available for residents of Chesterton to use.*

*Further details are available at <https://www.gov.uk/hmrc-internal-manuals/employment-income-manual/eim21850> and <https://www.gov.uk/hmrc-internal-manuals/employment-income-manual/eim21855>.*

For clarity it is reiterated that there are no reasons why any of the supposed benefits of a shuttle bus service cannot be replicated with a public bus service.

In particular, the ‘flexibility’ of such a service is not considered to be of significant relevance. Staff changeover times, and guest arrival and departure times, are unlikely to alter on such a basis that these cannot be attended to by changes to the public bus timetable made through the normal statutory channels.

The County Council are of the opinion that the planning test is still met by a public bus service of equivalent value to a shuttle bus service. It is necessary to make the development acceptable, it is directly related to the development, and it is fairly and reasonably related to the scale of the proposal. On an equal comparison basis, the ‘planning test’ is therefore irrelevant.

The County Council remains of the opinion that provision of a public bus service is the preferred method of serving the development, secured by legal obligation with an annual cap on costs equivalent to one vehicle operating between the earliest shift start time and latest shift finish time.

Motion have since indicated to the County Council that the requested public transport contribution is acceptable to the applicant, but that they may also operate a shuttle bus service.

### Public Rights of Way

The county council welcomes the proposals to provide an additional stretch of footway along the A4095 either side of the M40 overbridge to connect with PROW 161/11 to the west.

We also welcome the proposed new footway to be provided along Green Lane either side of the junction with The Hale, to connect the southern end of PROW 161/06 to Chesterton.

These improvements are considered appropriate to mitigate the development's detrimental impact on the PROW network through the site. I can confirm that, with these improvements accepted, OCC no longer requests the provision of a perimeter trail within the development site.

The proposals include the diversion of part of the existing PROW 161/06 through a landscaped area of the development. OCC is agreeable to the approach for the applicant to take responsibility for the maintenance of the diverted PROW through the site. This obligation must be secured in the S106 Agreement should planning permission be granted.

The county council has identified that improvements to the cycle facilities between the site and Bicester including along the PROW 161/1 between Chesterton and Vendee Drive would improve accessibility to the site for cyclists and provide a more direct route, although any route would still require cyclists to travel along the A4095 through Chesterton. A contribution of £70,000 index linked to January 2015 is requested towards improvements to the cycle route between the site and Bicester. This is required both in order to improve the site's accessibility and to improve the safety of the route for those accessing the site. It should be noted however that, due to distance, enhancements to the cycle route are unlikely to result in a significant modal shift away from car use. Motion have indicated that the applicant is willing to make this contribution.

### Effect on Local Highway Network

The county council's objection set out in the response to the application dated 10 January 2020 remains. The development is not planned for and would not be making best use of infrastructure given the need to accommodate the planned growth allocated within the Local Plan.

Future year modelling shows that the B430 corridor is forecast to experience significant congestion without a package of mitigation measures required to accommodate Local Plan growth. Additional traffic as a result of unplanned development will add to the significant congestion forecast along the corridor and could prejudice the ability to deliver a package of suitable mitigation measures required to accommodate planned growth.



Motion have submitted to OCC indicative proposals for modifications to the consented highway works scheme at the B430/B4030 Middleton Stoney signalised junction. This scheme is to mitigate the effect of the first phase of the Heyford Park development. The intention of the proposed modifications is to further increase capacity at the junction to mitigate for the additional Great Wolf traffic. Following a preliminary review, OCC have fundamental concerns, meaning that the proposals are considered as undeliverable. The objection to the scheme is therefore maintained on this basis.

### Signage Strategy

OCC agrees that a joined-up approach to the signage strategy is required alongside a review of local signage. A S106 contribution would be required for the delivery of a signage strategy for the site should the Local Planning Authority be minded to grant permission. The level of contribution is still to be determined and will require further details of the site's proposed signage strategy.

### Sustainable Day Passes

The original application documents propose a guest shuttle bus service once every two hours, connecting with both railway stations. It is not known what size/capacity of bus is envisaged. The OCC response was that this service will not be attractive to many of the guests who arrive by rail as they may have a significant wait.

My concern is that if 30 additional guests with Sustainable Day Passes are to be travelling on the shuttle bus then the carrying capacity may not be sufficient to meet demand. The expected guest arrival profile, taken from Centre Parcs data, shows the arrivals peaking between 10am and 2pm. As Day Pass holders are unable to use the facilities before 10am I would expect that most of them will aim to arrive on site between 10am and 12 noon, thus coinciding with a high proportion of the hotel guests.

The applicant has indicated that they will review the suggested shuttle bus arrangements. Any changes to the proposals need to take account of the additional demand generated by the Sustainable Day Passes so that adequate capacity is available at all times.

### **S106 obligations and their compliance with Regulation 122(2) Community Infrastructure Levy Regulations 2010 (as amended):**

**£ (figure to be confirmed) Highway Works Contribution 1** indexed using Baxter Index

#### **Towards:**

The partial funding of a mitigation scheme at the Middleton Stoney signalised junction

**Justification:** See response dated 10 January 2020

**£ (figure to be confirmed) Highway Works Contribution 2** indexed using Baxter Index

**Towards:**

The partial funding of a mitigation scheme at the M40 Junction 10 southern roundabout

**Justification:** See response dated 10 January 2020

**£ (figure to be confirmed) Highway Works Contribution 3** indexed using Baxter Index

**Towards:**

The installation of off-site directional signage

**Justification:** See response dated 10 January 2020

**£1,600,000 Public Transport Service Contribution** indexed from November 2019 using RPI-x

**Towards:**

Provision of a new bus service linking the site to Bicester town centre and railway stations

**Justification:** See response dated 10 January 2020

**£2,105.60 Public Transport Infrastructure Contribution** indexed from November 2019 using Baxter Index

**Towards:**

Provision of two pole and flag units for Chesterton village

**Justification:** See response dated 10 January 2020

**£2,040 Travel Plan Monitoring Fee** indexed from November 2019 using RPI-x

**Justification:**

To cover the cost to the County of monitoring progress of the Travel Plan against the mode share targets to ensure that the Travel Plans is either meeting targets or being adjusted to meet targets.

**Calculation:** See response dated 10 January 2020

**£70,000 Cycle Improvements Contribution** indexed from November 2019 using Baxter Index

**Towards:** Improvements to cycle routes between Chesterton and Bicester

**Justification:** Improvements to the cycle route between Chesterton and Bicester are required in order to improve the safety of the cycle route to the site for cyclists and to enhance the site's accessibility by sustainable transport modes.

**Calculation:** The figure requested has been based on a cost per metre estimate for upgrades to a surface and width that is more appropriate for cyclists.

### **S278 Highway Works:**

An obligation to enter into a S278 Agreement will be required to secure mitigation/improvement works, including:

- A new site access priority junction from the A4095, including a ghosted right-turn lane, as shown indicatively on Motion drawing 1803047-03 Rev F
- A new shared use cycletrack along the south side of the A4095, as shown indicatively on Motion drawings 1803047-03 Rev F and 1803047-02 Rev A
- A new length of 2m wide footway on the southern side of the A4095 between the site access and the motorway overbridge and continuing west of the overbridge connect PRow 161/6 with 161/11, including a suitable crossing to connect the rights of way, as shown in drawing 1803047-03 Rev F
- A new length of footway at the A4095 connection of the Public Right of Way 161/1, as shown indicatively on Motion drawing 1803047-08
- A new length of Public Right of Way 161/6 along part of the south-east boundary of the site
- Two new lengths of footway, approximately 150m and 240m, along Green Lane either side of The Hale, to connect PRow 161/6 with Chesterton village, as shown in drawing 1803047-15

### **Notes:**

This is secured by means of S106 restriction not to implement development (or occasionally other trigger point) until S278 agreement has been entered into.

The trigger by which time S278 works are to be completed shall also be included in the S106 agreement.

Identification of areas required to be dedicated as public highway and agreement of all relevant landowners will be necessary in order to enter into the S278 agreements.

S278 agreements include certain payments that apply to all S278 agreements however the S278 agreement may also include an additional payment(s) relating to specific works.

### **Planning Conditions:**

In the event that permission is to be given, the following planning conditions should be attached:

Access: Full Details

Prior to the commencement of the development hereby approved, full details of the means of access between the land and the highway, including, position, layout,

construction, drainage and vision splays shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the means of access shall be constructed and retained in accordance with the approved details.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

#### No Other Access

Other than the approved access no other means of access whatsoever shall be formed or used between the land and the highway.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

#### Details of Turning for Service Vehicles

Prior to the commencement of the development hereby approved, and notwithstanding the application details, full details of refuse, fire tender and pantechnicon turning within the site shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be carried out in accordance with the approved details.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

#### Plan of Car Parking Provision

Prior to the commencement of the development hereby approved, a plan showing car parking provision for vehicles to be accommodated within the site, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the first occupation of the development, the parking spaces shall be laid out, surfaced, drained and completed in accordance with the approved details and shall be retained for the parking of vehicles at all times thereafter.

Reason - In the interests of highway safety, to ensure the provision of off-street car parking and to comply with Government guidance contained within the National Planning Policy Framework.

#### Cycle Parking Provision

Prior to the first use or occupation of the development hereby permitted, covered cycle parking facilities shall be provided on the site in accordance with details which shall be firstly submitted to and approved in writing by the Local Planning Authority. Thereafter, the covered cycle parking facilities shall be permanently retained and maintained for the parking of cycles in connection with the development.

Reason - In the interests of sustainability and to ensure a satisfactory form of development, in accordance with Government guidance contained within the National Planning Policy Framework

#### Travel Plan

Prior to the first occupation of the development hereby approved, a Travel Plan, prepared in accordance with the Department of Transport's Best Practice Guidance Note "Using the Planning Process to Secure Travel Plans", shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved Travel Plan shall be implemented and operated in accordance with the approved details.

Reason - In the interests of sustainability and to ensure a satisfactory form of development, in accordance with Government guidance contained within the National Planning Policy Framework

#### Provision of New Permanent Public Footpaths

Prior to the first use of any new public footpath, the new footpath shall be formed, constructed, surfaced, laid and marked out, drained and completed in accordance with specification details which shall be firstly submitted to and approved in writing by the Local Planning Authority.

Reason - In the interests of highway safety and public amenity and to comply with Government guidance contained within the National Planning Policy Framework

#### Construction Traffic Management plan

No development shall take place in respect of the development until a Construction Traffic Management Plan (CTMP) has been submitted to and approved by the relevant Local Planning Authority, in conjunction with the Local Highway Authorities.

The CTMP shall provide for:

- (i) the routing of construction vehicles and Construction Plan Directional signage (on and off site)
- (ii) the parking of vehicles of site operatives and visitors
- (iii) loading and unloading of plant and materials
- (iv) storage of plant and materials used in constructing the development
- (v) operating hours and details of deliveries
- (vi) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- (vii) wheel washing facilities
- (viii) measures to control the emission of dust and dirt during construction
- (ix) a scheme for recycling/disposing of waste resulting from demolition and construction works
- (x) Overall strategy for managing environmental impacts which arise during construction
- (xi) Procedures for maintaining good public relations including complaint management, public consultation and liaison
- (xii) Control of noise emanating from the site during the construction period
- (xiii) Details of construction access(s)
- (xiv) Provision for emergency vehicles

Reason - In the interests of highway safety, convenience of highway users and to protect the amenities of residents and safeguard the visual amenities of the locality and to comply with Government guidance contained within the National Planning Policy Framework.

#### Delivery and Servicing Management Plan

The development shall not be occupied until a delivery and servicing management plan has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out strictly in accordance with the approved delivery and servicing management plan.

Reason - In the interests of highway safety and to comply with Government guidance within the National Planning Policy Framework.

#### Signage Strategy

The development shall not be occupied until a signage strategy for the site has been submitted and approved in writing by the Local Planning Authority. The development shall thereafter be completed and signage installed in accordance with the approved details prior to the first use of any building on the site.

Reason - To ensure that traffic is directed along the most appropriate routes and to comply with Government guidance contained within the National Planning Policy Framework.

**Officer's Name: Roger Plater**  
**Officer's Title: Transport Planner**  
**Date: 3 March 2020**

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

**District:** Cherwell

**Application No:** 19/02550/F

**Proposal:** Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon

**Response date:** 10<sup>th</sup> January 2020

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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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**Application no: 19/02550/F**

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester

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## **Strategic Comments**

The proposed leisure resort at Chesterton includes:

- 498 bed hotel (27,250 sq.m)
- Indoor waterpark (8,340 sq.m)
- Family entertainment centre, food and beverage, conferencing and back of house (12,350 sq.m)
- 902 new parking places

The proposal is not allocated in the Cherwell Local Plan and is not in a sustainable location in transport terms. There is no public bus service and the site is not conducive to walking or cycling, making it car dependent and therefore contrary to the NPPF, Local Plan and Local Transport Plan policies which require development to be suitably located to maximise opportunities for sustainable travel.

Transport Development Control have raised an objection for the following reason:

- Severe congestion at the Middleton Stoney signalised junction will be exacerbated by the additional trips generated by the proposed development. This is contrary to paragraphs 103, 108 and 109 of the NPPF, Cherwell Local Plan Policy SLE4 and Oxfordshire Local Transport Plan 4 Policy 17

There is an archaeology objection for the following reason:

- The results of an archaeological evaluation will need to be submitted prior to the determination of this application in order that the impact on any surviving archaeological features can be assessed.

There is also a drainage objection on the basis that further information is required.

OCC Bicester members have specific concerns about the following issues:

- Traffic impact on: the A41, the Vendee roundabout, access into Chesterton, peak traffic up to Middleton Stoney and Bucknell.
- The cumulative impact of this development and all the other planned growth in Bicester.

Detailed officer comments are provided below.

**Officer's Name:** Helen Whyman

**Officer's Title:** Planner

**Date:** 08/01/2020

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**Application no: 19/02550/F**

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester

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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](mailto:planningconsultations@oxfordshire.gov.uk)) as to why material consideration outweigh OCC's objections, and given an opportunity to make further representations.

### **Outline applications and contributions**

The number and type of dwellings and/or the floor space may be set by the developer at the time of application, or if not stated in the application, a policy compliant mix will be used for assessment of the impact and mitigation in the form of s106 contributions. These are set out on the first page of this response.

In the case of outline applications, once the unit mix/floor space is confirmed by the developer a matrix (if appropriate) will be applied to assess any increase in contributions payable. The matrix will be based on an assumed policy compliant mix as if not agreed during the s106 negotiations.

Where unit mix is established prior to commencement of development, the matrix sum can be fixed based on the supplied mix (with scope for higher contribution if there is a revised reserved matters approval).

### **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.
- **Security of payment for deferred contributions** – An approved **bond** will be required to secure payments where the payment of S106 contributions (in aggregate) have been agreed to be deferred to post implementation and the total County contributions for the development exceed £1m (after indexation).
- **Administration and Monitoring Fee - TBC**  
This is an estimate of the amount required to cover the extra monitoring and administration associated with the S106 agreement. The final amount will be based on the OCC's scale of fees and will 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 an s106 agreement is completed or not.

**Application no: 19/02550/F**

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester

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## **Transport Schedule**

### **Recommendation:**

#### **Objection for the following reason:**

- Severe congestion at the Middleton Stoney signalised junction will be exacerbated by the additional trips generated by the proposed development. This is contrary to paragraphs 103, 108 and 109 of the NPPF, Cherwell Local Plan Policy SLE4 and Oxfordshire Local Transport Plan 4 Policy 17

### **Key points**

- The development will lead to increased congestion and delay at Middleton Stoney signalised junction and the M40 Junction 10 southern roundabout
- There will be increased traffic flows through local villages, particularly Chesterton
- Traffic may take the inappropriate route through Little Chesterton, despite signage
- The site is not in a sustainable location in transport terms – there is no public bus service and an incomplete cycle route to Bicester
- The proposal goes against policies for sustainable transport
- If the permission is to be granted, a contribution towards public transport to serve the site is required
- The proposed guest shuttle bus frequency is inadequate
- The site is not allocated in the Local Plan and does not make best use of existing infrastructure

If, despite OCC's objection, permission is proposed to be granted then OCC requires prior to the issuing of planning permission a S106 agreement including an obligation to enter into a S278 agreement to mitigate the impact of the development plus planning conditions as detailed below.

## S106 Contributions

<b>Contribution</b>	<b>Amount £</b>	<b>Price base</b>	<b>Index</b>	<b>Towards (details)</b>
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	The partial funding of a mitigation scheme at the Middleton Stoney signalised junction
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	The partial funding of a mitigation scheme at the M40 Junction 10 southern roundabout
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	Installation of off-site directional signage
Public transport services	<b>£1,600,000</b>	<b>November 2019</b>	RPI-x	Provision of a new bus service linking the site to Bicester town centre and railway stations
Public transport infrastructure ( <i>if not dealt with under S278/S38 agreement</i> )	<b>£2,105.60</b>	<b>November 2019</b>	Baxter	Provision of two pole and flag units for Chesterton village
Travel Plan Monitoring	<b>£2,040</b>	<b>November 2019</b>	RPI-x	Monitoring of the development Travel Plan
Public Rights of Way	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	Maintenance of the realigned PRow through the site
<b>Total</b>	<b>N/A</b>			

### **Comments:**

#### Pre-application advice

Oxfordshire County Council (OCC) have given pre-application advice by reviewing several documents, principally concerning the content of the Transport Assessment (TA). Specific topics covered related to traffic surveys, junction assessments, trip generation, committed developments, traffic growth, vehicle distribution, parking and Public Rights of Way.

The OCC responses did not give any indication of the likely recommendation to a subsequent full planning application.

## Transport Strategy

The following planning policies are relevant in the consideration of the proposed development:

### National Planning Policy Framework (NPPF)

Revised NPPF para 103 states that:

“The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.”

Revised NPPF para 108 states that:

“In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

(a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;

(b) safe and suitable access to the site can be achieved for all users; and

(c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.”

Revised NPPF para 109:

“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”

### Cherwell District

Cherwell Local Plan Policy SLE 4: Improved Transport and Connections sets out that:

“The Council will support the implementation of the proposals in the Movement Strategies and the Local Transport Plan to deliver key connections... New development in the District will be required to provide financial and/or in-kind contributions to mitigate the transport impacts of development.

All development where reasonable to do so, should facilitate the use of sustainable modes of transport to make the fullest possible use of public transport, walking and cycling. Encouragement will be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. Development which is not suitable for the roads that serve the development and which have a severe traffic impact will not be supported.”

It should be noted that the infrastructure outlined in the Bicester Area Strategy of the Local Transport Plan is designed to accommodate the allocated growth in the Cherwell Local Plan, none of which is allocated in Chesterton. This site is a speculative development and therefore has not been taken account of in the plan making process.

Cherwell Local Plan Policy SLE 3: Supporting Tourism Growth sets out that:

The Council will support proposals for new or improved tourist facilities ***in sustainable locations***, where they accord with other policies in the plan, to increase overnight stays and visitor numbers within the District (emphasis added).

Oxfordshire Local Transport Plan 4 (LTP4)

Local Transport Plan 4 Policy 17 states:

“Oxfordshire County Council will seek to ensure through cooperation with the districts and city councils, that the location of development makes the best use of existing and planned infrastructure, provides new or improved infrastructure and reduces the need to travel and supports walking, cycling and public transport”

The [Active & Healthy Travel Strategy](#) within OCC’s [Connecting Oxfordshire: Local Transport Plan 2015-2031](#) states that:

“Developers must demonstrate through master planning how their site has been planned to make cycling convenient and safe, for cyclists travelling to and from major residential, employment, education, shopping and leisure sites within 5-10 miles, and also within and through the site.” (paragraph 3.28, p.12)

Further to this, the [Bicester Area Strategy](#) refers to the [Bicester Sustainable Transport Strategy](#), which recommends pedestrian and cycling improvement schemes for the town.

Any walking and cycling schemes developed should follow guidelines in the [Oxfordshire Walking and Cycling Design Standards](#) and [Residential Road Design Guide](#).

Policy BIC1 in the Bicester Area Strategy states:

“BIC1 – Improve access and connections between key employment and residential sites and the strategic transport system by:

- Continuing to work with Highways England to improve connectivity to the strategic highway. We will continue to work in partnership on the A34 and A43 strategies, as well as Junctions 9 and 10 of the M40 to relieve congestion

In terms of provision for Public Transport, Policy BIC 2 states:

“BIC2 – We will work to reduce the proportion of journeys made by private car through implementing the Sustainable Transport Strategy by: Improving Bicester’s bus

services along key routes and providing improved public transport infrastructure considering requirements for and integrating strategic development sites.

Bus connectivity improvements may be required at anticipated pinch points within the town as future developments come forward. This will include connections between North West Bicester and the town centre and consider the need for bus lanes along the A41 to connect with the Park and Ride scheme.”

Bicester Area Strategy Policy Bic 4:

“To mitigate the cumulative impact of development within Bicester and to implement the measures identified in the Bicester area transport strategy we will secure strategic transport infrastructure contributions from all new development”

### Key Local Planning Decision

An appeal on the refusal of planning application 15/00454/FUL for 51 dwellings accessed from the Hale, Chesterton, was dismissed in February 2016. On whether the development would amount to sustainable development, the inspector concluded the following:

Appeal Decision APP/C3105/W/15/3130576

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42. On the environmental dimension of sustainability, the development would have a harmful effect on the rural character of the countryside. There would be some benefits to biodiversity from the proposed pond and linear swales and additional planting. But the likely reliance of occupiers on the private car for their travel needs would have environmental disbenefits.
43. Taking all these considerations into account, I conclude that the harm the development would cause would significantly outweigh the benefits, and that it would not amount to sustainable development as envisaged in the Framework.
44. I have taken all other matters raised in the representations and at the hearing into account, but none of them lead me to alter my conclusion that the appeal should be dismissed.

The appeal site is in immediate proximity to the proposed leisure resort site. The weight given to the environmental disbenefits of car dependent development in this appeal decision and that the conclusion that it would not amount to sustainable development should be of key consideration by the LPA. This decision is particularly relevant to the proposed leisure resort because of the parallels with location and dependency on the private car.

### Sustainable Travel

There is currently a lack of sustainable alternatives to the private motor vehicle in the area of the site. Proposals need to demonstrate sustainability in transport terms, with suitable access available on foot, by cycle and public transport, as well as availability of local amenities.

It is noted that a shared use cycle connection is proposed with 2.5m width on the south side of the A4095 between the proposed site access and The Hale. For shared use paths, the Cycling Design Guidance<sup>1</sup> states:

“3.4.9 Usage should dictate the width of such paths, with 3 metres the recommended width, 2.5 metres the minimum. Paths wider than 3 metres should normally be segregated rather than shared.”

Although the pedestrian/cycle measures proposed are welcomed, they are unlikely to make any significant change in modal shift. There is no onward cycle provision on the A4095 through Chesterton and I am not aware of any funding mechanism in place to deliver cycle provision through the Country Park between Chesterton and Bicester.

There are no designated cycle routes in the vicinity of the proposed development site beyond what is proposed. Any visitor wishing to cycle to the site would have to do so along sections of road that are unlit and unrestricted.

Although a shuttle bus is proposed, without some certainty that an appropriate level of service will be provided and in perpetuity, the site is as good as inaccessible by public transport. Access to public transport is by a very long 2.3 km walk to the Park and Ride site, taking approximately 30 minutes, where a 15-minute frequency service operates between Oxford City Centre and Bicester, with some buses extending to Glory Farm, Launton, Langford and Arccott.

The routing of the shuttle bus is noted; however, there is no entry into The Causeway from Market Square and Manorsfield Road bus stops would be another key interchange to service. Please see the comments below under “Sustainability and Public Transport” which justify the reasoning for a public bus service to the development rather than the proposed shuttle buses.

A new leisure development in this location would not be making the best use of infrastructure, is inaccessible by sustainable modes of transport and would not be reducing the need to travel. Therefore, from a transport perspective it cannot be considered a sustainable location.

### Site Access

Access to the development site will be via a new priority junction. Speed surveys have been carried out (not included with the submission but viewed by OCC) which indicate that the available visibility splays are adequate according to the requirements of the Design Manual for Roads and Bridges.

The junction design will incorporate a ghosted right-turn lane allowing vehicles arriving on the A4095 from the west to be able to pull off the main carriageway so that they do not cause an obstruction to through traffic while waiting to turn into the site. The minor arm will incorporate a central refuge to aid pedestrians and cyclists continuing along the A4095. Highway works required to create the access will be subject to a S278 agreement.

## Car Park

The capacity of the car park was discussed during the pre-application stage. Based on a total occupancy of 2,250 persons and an average car occupancy of three guests per car (based on a Centre Parcs survey), 750 spaces are required for guests. 160 spaces are estimated for staff use, assuming that 80% of the 200 staff on site have driven. Therefore, a car park capable of accommodating approximately 910 vehicles is to be provided. The figures appear robust in relation to the number of hotel rooms (498) so there should be spare capacity to allow efficient turnover of spaces.

10% of all parking bays will be equipped with electric charging facilities, and ductwork will be installed to allow future expansion of charging equipment to all bays in future as required. 6% of spaces will be disabled accessible bays in accordance with good practice.

## Cycle Parking

A total of 40 cycle parking spaces are to be provided for staff use. This is an over-provision in relation to OCC guidelines, but has been promoted to encourage cycling as a sustainable mode of transport for those employees from Bicester or other nearby locations as there is no public transport available. It is recognised that guests, other than a few local people with day tickets, are extremely unlikely to travel by cycle, so the number of cycle stands for guests reflects this.

## Trip Generation

In the absence of data from comparable leisure facilities in the UK, the trip generation was based on traffic surveys from three of the existing Great Wolf resorts in the USA. The surveys were undertaken over a Veteran Day weekend (comparable to a UK Bank Holiday) so are considered to represent a peak period of occupation. There was a geographical spread of the resorts, which had between 402 and 608 bedrooms. Recorded trip numbers did not distinguish between guests and staff.

At OCC's request, a "first principles" analysis was carried out to verify the results of the surveys. This required various assumptions on room occupancy, length of stay, car occupancy, and guest/staff arrival and departure profiles. Even assuming the "worst-case" scenario, the number of trips derived from the first principles assessment was less than the survey results. Therefore, it is accepted that the trip generation numbers used in the TA are appropriate and suitably robust, given the relative unpredictability of leisure uses.



Number of movements (in and out, guests and staff) assuming 100% occupancy:

Weekday 3.955/room = 1977/day 113 (am peak) 154 (pm peak)

Saturday 5.522/room = 2761/day 247 (lunchtime peak)

Assuming an arrival and departure profile similar to that of a Centre Parcs resort, the majority of guest trips will occur between the network peak hours. 68% of arrivals and 57% of departures will take place between the hours of 10:00 to 15:00. Staff movements are more likely to coincide with the peak hours.

### Conference facilities

The proposals include approximately 550 m<sup>2</sup> of floorspace that would be available for use as a conference or meeting space. The Transport Consultant has previously confirmed that the facilities are not typically for business type conferences, and delegates would usually be staying in the hotel so would not be creating additional vehicle movements. The surveyed resorts in the USA have comparable conference facilities.

### Day tickets

The application documents state that day tickets will only be issued if the hotel is not at full occupancy. This may not necessarily be controlled, unless CDC consider that an appropriate condition could be applied. The total number of residents plus day visitors will not exceed the capacity of the hotel, i.e. 2,250 people. A maximum of number of day tickets (450), equivalent to 20% of hotel capacity, will be issued irrespective of the occupancy.

The distribution of day tickets will not increase traffic levels above that of full hotel occupancy. As the opening hours for day visitors are 10:00 to 23:00, their journeys will not coincide with the local network morning peak, and the departures are likely to be spread out across the afternoon and evening. It is proposed to sell discounted day passes to local postcode areas, including Banbury and Kidlington, so the distribution of trip origins is unlikely to be affected significantly.

### Trip Distribution and Signage Strategy

It has been assumed that visitors will be drawn from a catchment area with a radius of 125 miles. Vehicle trips have been assigned to the primary highway routes according to the distribution of population within the catchment area, which results in the following proportions of total trips:

M40 from south	40%
A34	22%
M40 from north	16%
A43	14%
A4421	7%
A41	1%

The philosophy is to direct all M40 and A34 traffic to the site from the west side, via the B430. Signs on the M40 northbound (subject to the agreement of Highways England) will direct development traffic down the A34 to the B430 junction near Weston-on-the-Green. However, the distribution used in the junction assessment assumes that 50% of the M40 northbound traffic actually turns right at Junction 9, to follow the A41 towards Bicester.

Signage on the A41 will advise drivers to carry on to the Vendee Drive roundabout, rather than turning off to pass through Little Chesterton.

### Traffic through Chesterton

The average two-way flow on the A4095 through Chesterton, between the hours of 06:00 to 22:00, is 5,312 vehicles. This is taken from the data recorded by an Automated Traffic Counter over the five months, January to May 2019.

The maximum predicted daily flow due to the development, through Chesterton, is 552 cars. (This is robust as it assumes 50% of M40 cars from the south take the A41, rather than following signage via the A34/B430). Therefore, the maximum predicted traffic increase equates to 46 per hour when averaged over a 12-hour period. The figures for the peak hours are lower than the average (32 in the morning peak and 44 in the evening) as the majority of guest trips will take place between 9am and 2pm. Nearly all additional vehicle movements will be private cars as there will be few HGV trips associated with the development.

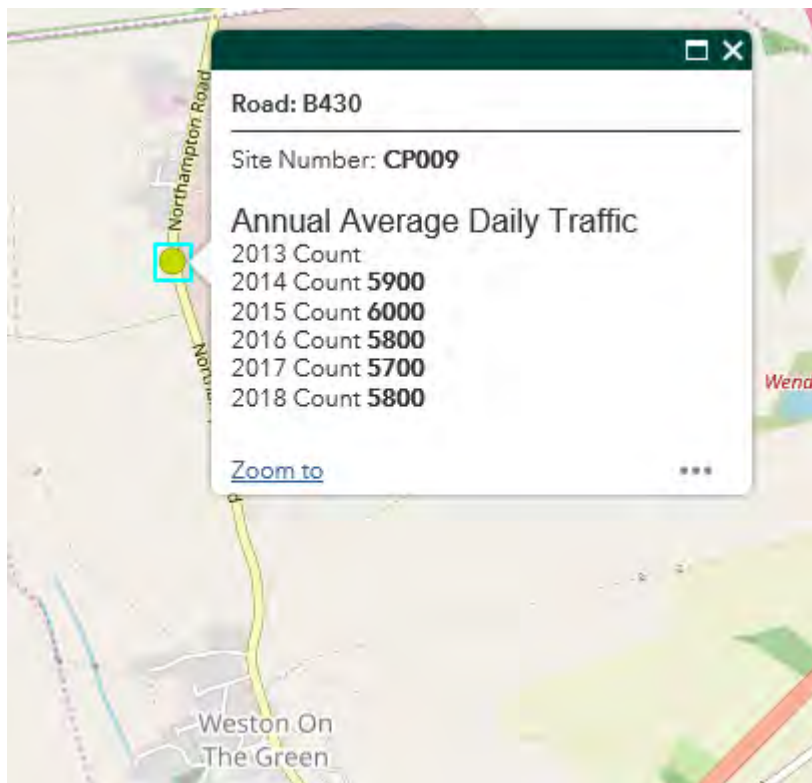
There is a build-out traffic calming feature on the northern edge of the village that requires incoming vehicles to give-way to outbound traffic. It is understood this feature can cause considerable delays, particularly in the morning when two-way flows over 800 vehicles have been recorded between 7:00 and 8:00, with the majority of vehicles heading into the village. Peak evening total flows are approximately three-quarters of the morning flows, with the primary direction of travel reversed. As noted above, additional traffic associated with the development will tend to be mainly outside of the peak hours and will, therefore, not have a significant effect on the queuing at the build-out.

The LPA will need to consider the environmental impacts of the predicted traffic increase through Chesterton (noise, vibration, air quality) separately.

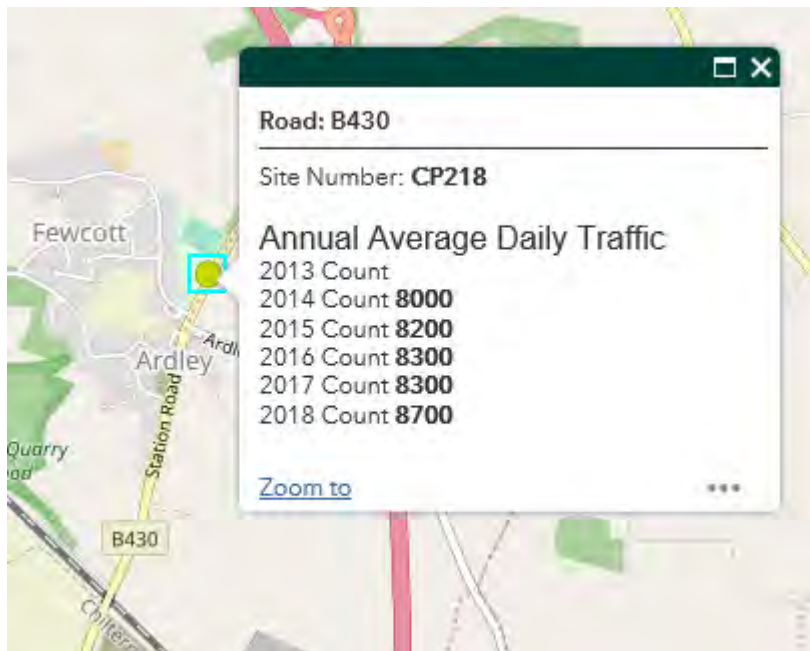
### Traffic through other local villages

The average two-way flow on the B430 through Weston-on-the-Green, over the last five years, is 5,840 vehicles. The maximum predicted daily flow due to the development is approximately 834 cars, leading to an increase of 14.3%. If all M40 northbound development traffic were to follow the signed route via the A34/B430 then an additional 400 cars approximately would pass through Weston-on-the-Green, leading to an increase of 21%.

The B430 occasionally accommodates significant traffic volumes that re-route due to incidents or blockages on the M40 or Junction 9, with daily flows up to 12,500 having been recorded. Although the percentage increase is greater than the A4095, the effect of the development traffic on the B430 is not considered to be sufficiently severe to justify an objection. OCC agree that the proposed signage strategy is the most appropriate and will more evenly distribute the additional traffic, should the application be permitted.



The average two-way flow on the B430 through Ardley, over the last five years, is 8,300 vehicles. The maximum predicted daily flow due to the development is approximately 591 cars, leading to an increase of 7.1%. This will be in addition to the significant increase in traffic that will result from the Local Plan development at Heyford.



Smaller increases in daily traffic flows may also be experienced in other villages that are not on the primary routes to the site, such as Kirtlington and Enslow on the A4095 to the west. Although this is acknowledged, it cannot be specifically cited as a reason for objection

### Sustainability and Public Transport

The site is not directly served by public transport so there will be a very heavy reliance on private car use. This is contrary to the aims of the local and national policies listed above.

The applicant has included the following proposed measures in order to improve the sustainability of the site in transport terms:

- Shuttle buses to/from both rail stations for guests
- Shuttle bus to Bicester for staff (and Chesterton residents)
- Walking/cycle access to Chesterton via new cycletrack along A4095
- Improvements to the Public Right of Way 161/1 (across new country park to Vendee Drive) connection with the A4095
- Travel Plan and advance info to guests on booking

OCC considers that a single, publicly accessible, bus service should be available between the site and Bicester so that it could be properly integrated into the rest of the town bus network, with the associated benefits for staff access that would result. The opportunities for integration are significant given the scale of wider development in the area, meaning that the bus service could ultimately be integrated with another service to secure its ongoing viability, which would never be achieved with two separate shuttle-type minibus services.

The potential to utilise a high quality, branded vehicle on the service would appeal to their guests and provide a mobile advertisement for the scheme. The existence of such a service should be promoted on their website, in all promotional material and in booking details for guests.

The opportunity would also be there for the applicant to reduce their financial exposure by collecting revenue for the service, either for all users or for non-site users only. If the service could be secured in perpetuity then that would provide comfort on the future accessibility of the site.

Should the scheme be approved then the applicant should provide sufficient funds for an operation using one bus which would run between the site, Bicester town centre and Bicester North and Village railway stations for a period of 10 years post-completion. The total cost of this would be £1.6m at today's prices, subject to indexation.

The situation is analogous to the level of bus service provided at Centre Parcs in Cumbria, where inter-urban service 104 is extended on an hourly basis from Penrith (two-hourly late evenings and Sundays) with a last journey from Centre Parcs at 0035.

[https://tiskon-maps-stagecoachbus.s3.amazonaws.com/Timetables/Cumbria/Carlisle/104\\_Sep18.pdf](https://tiskon-maps-stagecoachbus.s3.amazonaws.com/Timetables/Cumbria/Carlisle/104_Sep18.pdf)

The 104 bus service will be mainly for staff but also facilitates access for visitors from the national bus and rail networks (Penrith rail/bus stations and Carlisle bus/rail stations).

A bus service to/from the proposed Chesterton facility does not need to have an inter-urban element, but it does need to connect with the national rail network (at one or both Bicester rail stations) and with the regional bus network (at Manorsfield Road). It does need to operate at least hourly at regular memorable intervals, which could permit operation through some residential areas of Bicester, as required. Also it does need to operate until late evening, to take staff working evening shifts at the various facilities on site back to Bicester (again, note the 0035 departure from Centre Parcs in Cumbria, which is presumably specified to perform this function, seven nights per week). The bus service to this site does not necessarily need to be free to users, as this would work against the longer-term sustainability of the public transport service. A suitable covered bus stop would be required in a convenient location within the resort, and the movement of an appropriate vehicle through the site would need to be demonstrated by a swept path analysis.

The application proposes two separate shuttle bus services, one for guests and the other for staff and local residents. The former is proposed to run on a two-hour basis, which will not be attractive to many of the guests who arrive by rail as they may have a significant wait. Similarly, it is suggested that the staff bus will run only to coincide with the start and finish times of the main shifts, whereas a public bus service would provide a benefit over a greater portion of the day.

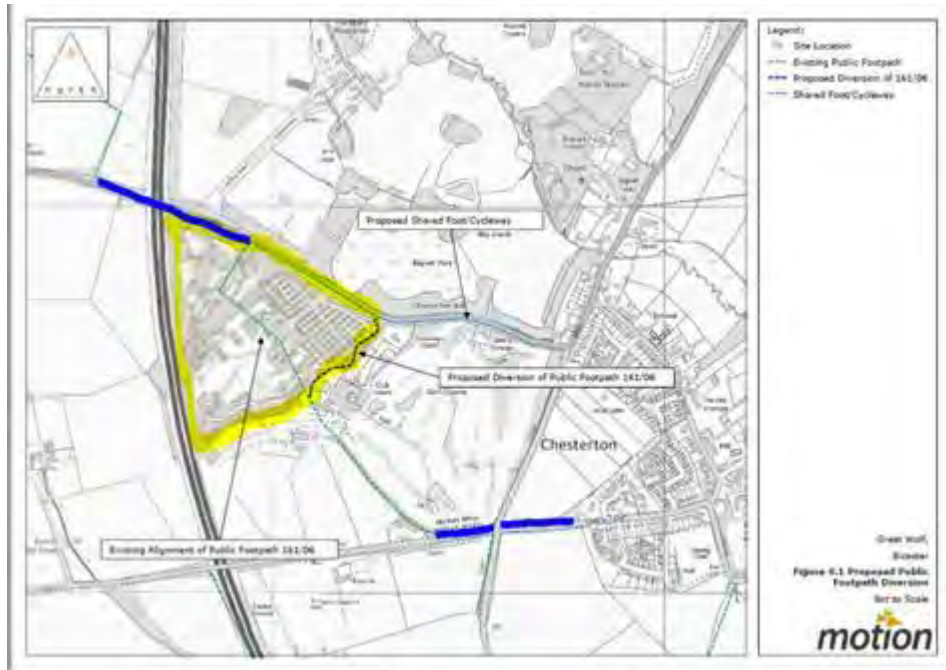
## Public Rights of Way

The proposed footpath diversion, as set out in Ch6 of the Environmental Statement and the lack of consideration for its continuance to the northwest and south east are the main points of concern here.

The current footpath alignment offers traffic-free walking from the golf resort's car park to the A4095. Currently users have the ability to enjoy the feeling of open space of the golf course the path passes through. The development proposes removing and diverting the section of footpath northwest of the golf resort buildings and car park and diverting along a landscape strip to the A4095 and a new shared use cycleway and footpath. This proposal will reduce the amount of traffic-free walking route in open landscape and replace it with a roadside path shared with cycle. In addition it will be necessary for footpath users to have to negotiate the main vehicle access junction with the A4095. It is recognised that this provision will make the A4095 safer for NMUs and will increase the likelihood for local journeys to be made on foot and by bike to the site – but by itself it does nothing to improve the situation for the public footpath users as all this does is remove the footpath to enable development to take place.

A better solution delivering net gain for access would be to create a circular footpath around the perimeter of the site that includes the proposed diverted route onto the cycle path. A rough route suggestion is highlighted in yellow below. This or a similar route would enable access to the proposed new public greenspace areas/public nature trail and also give options for traffic-free access to complement the proposed A4095 cycle route. It could be developed into a shared “trim trail” type facility benefitting the public as well as visitors to the development and incorporate outside exercise stations. Ladygrove park at Didcot is a good example of this. Operational security could be maintained at the development site as it is assumed that there will be additional internal security fencing to the development anyway.

Additionally, there does not appear to be any consideration of the continuation of the footpath to the northwest and south east. It is requested that the footpath/cycleway is extended to the M40 overbridge as part of s278 works as well as creation of shared used cycle path or NMU segregation along Green lane into Chesterton (shown in blue on the plan below). Taken together this will help address the expected increase in traffic along the A4095 in the vicinity of the development and give more sustainable access connection choices for the golf resort as well as to the development.



## Junction Analyses

The Transport Assessment has examined local highway junctions as requested by OCC. The analyses consider the weekday morning and evening peak hours and the Saturday peak.

The following junctions show a slightly increased Ratio of Flow to Capacity (RFC) and queue lengths but remain within capacity:

A4095 / Site Access (new)

A4095 / B430

B430 / B430 mini-roundabout (north of A34 interchange)

A41 / Bicester Park & Ride / Vendee Drive

B430 / Church Road (Weston-on-the-Green)

M40 Junction 9

It should be noted that that allocated development at Cherwell's Bicester 10 Phase 2 employment site, on the A41 to the east of the Vendee Drive junction, has yet to be assumed in the Bicester Saturn Model given the lack of certainty of what will be delivered there and so forecast capacity at Junction 9 is likely to be underestimated.

The following junction is marginally over capacity with the proposed development in place:

#### A4095 / Vendee Drive

The analysis predicts the RFC for the A4095 to Vendee Drive north arm movement will increase from 0.83 to 0.87. The accepted figure for efficient operation is generally regarded as 0.85. As the analysis is based on the worst case in terms of generated numbers of vehicles, this minor theoretical exceedance is not considered to justify improvement measures.

The following junctions are already over-capacity so are adversely affected by the proposed development:

#### B430 / B4030

The 2026 baseline model including Heyford Park Phase 2 shows significant queues on all arms in AM and PM peaks.

Development traffic adds to the queues on the B430 both directions:

- Northbound AM peak 86 to 92 Passenger Car Units (PCUs)
  - PM peak 86 to 83 PCUs
- Southbound AM peak 140 to 151 PCUs
  - PM peak 67 to 86 PCUs

#### M40 Junction 10 southern roundabout

The 2026 baseline model indicates the M40 northbound exit slip is forecast to operate over capacity in PM peak.

Development traffic increases the queue length from 87 to 90 PCUs, although the RFC remains unchanged.

#### B430 / B4030

The impact on this signalised junction is discussed in paragraphs 6.29 to 6.41 of the Transport Assessment (TA). It should be noted that the planning ref. in 6.29, for the initial Heyford Park application, is 10/01642/OUT.

As noted in the TA, the submitted Heyford Park Phase 2 scheme results in a significant increase in traffic movements at the B430 / B4030 junction. OCC objected to this application, partly for the reason that “The application cannot be fully assessed until a strategic mitigation package has been identified as appropriate and deliverable”.

A mitigation package that includes this junction is currently being developed and negotiated. However, whatever measures are agreed upon, they are unlikely to eliminate the very significant congestion that occurs on a regular basis, and which is confirmed by the outputs of the junction analysis contained within the TA (see summary above).



Heyford Park is a Local Plan allocated site, whereas the proposed Great Wolf scheme is a speculative development. It is, therefore, considered that any additional capacity that may be created at the junction should be to the benefit of Heyford Park and that extra traffic from this application will negate the potential improvements, to the detriment of all road users. Any additional pressure on this sensitive junction would exacerbate the challenges and could prejudice delivery of an appropriate scheme to meet the needs of Heyford Park.

Paragraph 6.41 of the TA states “..... *it is considered that the development will not have a material effect on the operation of the junction. Furthermore, it is anticipated that the Heyford Park Development will be required to provide a package of mitigation measures and as such the effect of the Proposed Development may be lessened. On this basis, no further analysis or mitigation works are deemed necessary.*”

OCC’s position is that the development **will** have a material effect on the operation of the junction, and that further mitigation works (beyond Heyford Park Phase 2) will not be able to counteract the effect. It is considered that the development traffic will have a severe impact on the road network, so the proposals are contrary to paragraphs 108 (c.) and 109 of the NPPF. **Reason for objection.** OCC will be seeking contributions for a proportion of the mitigation scheme cost that is currently under discussion with Heyford Park, should the Great Wolf proposal be approved.

#### M40 Junction 10 southern roundabout

This junction is discussed in paragraphs 6.51 to 6.55 of the TA. The roundabout itself, along with the M40 slip roads and A43 arm, are classified as trunk roads and come under the management of Highways England.

The junction analysis shows that the M40 off-slip is over capacity during the afternoon peak in the 2026 baseline scenario, and that the development will add marginally to the expected queue length. This will be due to the additional flows across the roundabout on the B430 and A43 arms as there will be no northbound cars coming off the M40 at this junction.

Improvements to this roundabout are expected as part of the mitigation scheme being negotiated for, and primarily funded by, Heyford Park Phase 2. Any additional pressure on this sensitive junction would exacerbate the challenges and could prejudice delivery of an appropriate scheme to meet the needs of Heyford Park. OCC will be seeking funding towards this scheme should the Great Wolf application be approved.

#### Travel Plans

The submitted travel plan has been checked against our approved guidance and requires further development. Our comments on the submitted travel plan are included below.

At the moment, the submitted travel plan is quite basic and does not include the level of detail that is required. Although we have provided comments on what has been submitted so far these comments, because of the limited scope of the submitted plan are not exhaustive and bringing the plan up to the required standard is likely to take a collaborative approach to its development.

- Para 1.1 There appears to be three main groups of people that will be travelling to and from this proposed development, employees, guests and conference delegates. The travel plan will need to consider each of these groups separately and to provide full details of where each group will be travelling from to access these facilities. All these groups will need separate targets for travel plan purposes.
- Para 1.3 If this framework travel plan is to be acceptable for the whole site it should carry specific details for each area of the proposed facility. At the moment it carries no information about employee numbers to be based on the proposed site, where they are likely to be travelling from on a daily basis, their shift patterns or recruitment policies. It contains no information relating to guests who will be staying and making use of the facilities, where they are likely to be travelling from or any idea of predicted trips rates to and from the site. For conferences no detail is given about the frequency of planned conferences or the number of attendees that they are likely to attract etc.
- Para 1.5 Bearing in mind the sites location and the availability of sustainable travel options to make journeys to and from the site the focus of the travel plan is to reduce the level of single occupancy car trips made to and from the site. Car share is one practical measure that may be employed to do this but will advocate the use of the private motor car.
- Para 2.12 The current bus stops are 700 metres from the site which is 300 metres more than is desirable. This is going to make travelling by bus less attractive as a travel option. How will this barrier be overcome?
- Para 3.2 Please consider the three main groups, that have been mentioned previously, who will be travelling to and from the site separately. Each group must be considered separately and will need their own set of targets for travel plan purposes.
- Para 3.4 Until the baseline survey has taken place 2011 travel to work data should be included to set initial mode share for employees which will be updated within the months of occupation. As the sites operator already runs a similar business at another location, they should be able to provide details of travel for guests. A commitment to carry out the baseline survey should be made within three months of occupation and once this survey has taken place to update the travel plan with this new information.
- The travel plan contains no details of on site car parking, or cycle parking or how these facilities will be managed. This will need to be included as well as any car park management policy.
- Para 4.3 Employees should be given the travel information pack at the recruitment stage to help them to make informed travel choices before they commence employment.
- Para 5.6 How will the shuttle bus service be managed to ensure that it meets the demands of employees and guests? How will it be ensured that there are enough spaces to meet demand?

- Para 5.8 Will guests using the shuttle bus service pre book to ensure that there is room for the service to take them?
- Para 6.1 It would be best to allow travel patterns amongst employees to settle down before carrying out the baseline survey. A copy of the survey that will be used should be included in the travel plans appendices.
- Para 6.3 Targets will be set separately for the three main groups who will need to travel to and from then site. A 5-10% reduction in SOV travel will be sought and a target for all modes will need to be specified in actual numbers as well as percentages for each year in which a travel survey will take place.
- Para 6.12 Within a month of a survey taking place a monitoring report will be sent to the Travel Plan Team at Oxfordshire County Council.
- How will travel by guests and conference delegates be captured for travel plan purposes?
- Once specific targets have been introduced into the travel plan the action table should be checked to ensure that the action table provides a credible mix of short, medium and longer term actions that will help the travel plan to achieve these targets. All actions should be specific about what will actually be done, have a start and completion date and a named representative who will be responsible for ensuring each action is carried out.

A link to our guidance is included below.

<https://www2.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/newdevelopments/TravelAssessmentsandTravelPlans.pdf>

### Construction Management Plan

The important factor at this stage is the commitment to a lorry route which avoids Chesterton. All HGVs must approach the site from the west along the A4095.

The potential to utilise a shuttle bus to Bicester and other “crew buses” is welcomed.

### Delivery and Servicing Management Plan

The Plan demonstrates how delivery and servicing vehicles will be kept apart from guest movements. Swept path analysis has been included for a 10m rigid vehicle and a Refuse Collection Vehicle, and for a 11m vehicle in the servicing area only.

The Plan should clarify the maximum size of vehicle expected, and the predicted numbers of daily vehicle movements.

### Planning Statement

The Planning Statement provides an overview of the development proposals. Section 7 outlines the suggested obligations that may be secured through a Section 106 Agreement. Our comments on some of the proposed obligations are as follows:

- Free-to-use shuttle buses for guests, staff and the public. OCC's preference, as outlined above, is for a financial contribution that would allow a service to be procured for a minimum of ten years. This would allow guests, staff and the public to use a single vehicle on an hourly (approx.) basis that would operate for most of the day. An obligation would be secured by S106.
- The enhanced Public Right of Way would be provided as part of the S278 works. It would be included in the S106 to secure a commitment to future maintenance.
- The Travel Plan, Construction Management Plan and Delivery and Servicing Management Plan will be subject to planning conditions
- Co-ordinated off-site signage cannot be delivered as part of the S278 works but will require an appropriate condition and S106 funding. It should be noted that "white-on-brown" tourist road signs are only applicable to facilities that are "open to the public without prior booking", therefore, it may be necessary to provide alternative signage. This must be established in consultation with OCC – please see the following webpage for details: <https://www.oxfordshire.gov.uk/residents/roads-and-transport/street-maintenance-z/tourism-signing>

### Environmental Statement

The Environmental Statement is based on the Guidelines for the Environmental Assessment on Road Traffic, which is an old document (1993) but has not been superseded. Impacts on local roads are judged by the estimated percentage increases in all traffic.

Due to the routing strategies for construction lorries and guest trips, the most notable percentage impacts are on the A4095 adjacent of the site. LGV construction traffic numbers on links 7 and 8 need to be reviewed as the percentage changes are incorrect. HGV movements are forecast to increase during the construction period by 224% to the west of the access but it is agreed that there are few residential properties along this route so the environmental impacts are limited.

It is assumed that the LGV numbers for operational traffic are the guest car trips, and the figures given for links 7 and 8 were those determined when M40 northbound traffic was all to arrive via the A41 and Vendee Drive (i.e. too low west of access and too high to the east).

**S106 obligations and their compliance with Regulation 122(2) Community Infrastructure Levy Regulations 2010 (as amended):**

**£ (figure to be confirmed) Highway Works Contribution** indexed using Baxter Index

**Towards:**

The partial funding of a mitigation scheme at the Middleton Stoney signalised junction

**Justification:**

The junction suffers from very significant congestion at present. Heyford Park Phase 2 development is to deliver a package of measures that is designed to mitigate the impact of further traffic generated by that development. The proposed development would contribute towards the need for these measures, so it is reasonable for this scheme to contribute towards the overall cost.

**Calculation:**

The extent and cost of the measures are not yet agreed. Therefore, the contribution required from Great Wolf is to be confirmed.

**£ (figure to be confirmed) Highway Works Contribution** indexed using Baxter Index

**Towards:**

The partial funding of a mitigation scheme at the M40 Junction 10 southern roundabout

**Justification:**

Analysis has indicated that this junction will be over-capacity at times in the 2026 baseline assessment. Heyford Park Phase 2 development is to deliver a package of measures that is designed to mitigate the impact of further traffic generated by that development. The proposed development would contribute towards the need for these measures, so it is reasonable for this scheme to contribute towards the overall cost.

**Calculation:**

The extent and cost of the measures are not yet agreed. Therefore, the contribution required from Great Wolf is to be confirmed.

**£ (figure to be confirmed) Highway Works Contribution** indexed using Baxter Index

**Towards:**

The installation of off-site directional signage

**Justification:**

Suitable signage will be required to direct guests to use the appropriate routes to and from the site, in accordance with the strategy discussed above. This will be designed and installed in conjunction with OCC.

**Calculation:**

To be determined

**£1,600,000 Public Transport Service Contribution** indexed from November 2019 using RPI-x

**Towards:**

Provision of a new bus service linking the site to Bicester town centre and railway stations

**Justification:**

The development is required to provide a sustainable transport solution which would allow visitors and staff to access the site from residential areas of Bicester and the public transport interchanges at the railway stations and town centre. This is best achieved by a frequent, publicly accessible service that could be integrated into other potential Bicester developments in the future, with hours of operation that would suit all shift patterns.

**Calculation:**

The cost of providing a single bus is approximately £160,000 per year.

Total cost = £160,000 x 10 years = £1,600,000

**£2,105.60 Public Transport Infrastructure Contribution** indexed from November 2019 using Baxter Index

**Towards:**

Provision of two pole and flag units for Chesterton village

**Justification:**

The proposed public bus service will stop at one location each way in Chesterton village.

**Calculation:**

2 x Pole and flag unit at £1,052.80 each = £2,105.60

**£ (figure to be confirmed) Public Rights of Way Contribution** indexed using Baxter Index

**Towards:**

Maintenance of the realigned PRow through the site

**Justification:**

The development will necessitate the realignment of Public Footpath 161/6 through the site, which will be included in the S278 works. Long-term maintenance by OCC of the footpath will be required unless the landowner is obligated to take on this responsibility.

**Calculation:**

To be determined

**£2,040 Travel Plan Monitoring Fee** indexed from November 2019 using RPI-x

**Justification:**

To cover the cost to the County of monitoring progress of the Travel Plan against the mode share targets to ensure that the Travel Plans is either meeting targets or being adjusted to meet targets.

**Calculation:**

The fees charged are for the work required by Oxfordshire County Council to monitor a travel plan related solely to this development site.

The work to be carried out by the monitoring officer is as follows.

- Review the survey data produced by the developer.
- Compare it to the progress against the targets in the approved travel plan and census or national travel survey data sets.
- Agree any changes, updated actions, and future targets in an updated travel plan.

Three biennial monitoring and feedback procedures to be undertaken at years 1, 3 & 5 following first occupation would require an expected 51 hours of officer time at £40 per hour. Total £2,040.

**S278 Highway Works:**

An obligation to enter into a S278 Agreement will be required to secure mitigation/improvement works, including:

- A new site access priority junction from the A4095, including a ghosted right-turn lane, as shown indicatively on Motion drawing 1803047-03 Rev E
- A new shared use cycletrack along the south side of the A4095, as shown indicatively on Motion drawings 1803047-03 Rev E and 1803047-02 Rev A
- A new length of footway at the A4095 connection of the Public Right of Way 161/1, as shown indicatively on Motion drawing 1803047-08
- A new length of Public Right of Way 161/6 along part of the south-east boundary of the site
- Two new lengths of footway, approximately 235m and 125m, along the A4095 either side of the M40 overbridge, to connect PRow 161/6 with 161/11
- 150 240 Two new lengths of footway, approximately 150m and 240m, along Green Lane either side of The Hale, to connect PRow 161/6 with Chesterton village

**Notes:**

This is secured by means of S106 restriction not to implement development (or occasionally other trigger point) until S278 agreement has been entered into.

The trigger by which time S278 works are to be completed shall also be included in the S106 agreement.

Identification of areas required to be dedicated as public highway and agreement of all relevant landowners will be necessary in order to enter into the S278 agreements.

S278 agreements include certain payments that apply to all S278 agreements however the S278 agreement may also include an additional payment(s) relating to specific works.

**Planning Conditions:**

In the event that permission is to be given, the following planning conditions should be attached:

**Access: Full Details**

Prior to the commencement of the development hereby approved, full details of the means of access between the land and the highway, including, position, layout, construction, drainage and vision splays shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the means of access shall be constructed and retained in accordance with the approved details.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

**No Other Access**

Other than the approved access no other means of access whatsoever shall be formed or used between the land and the highway.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

**Details of Turning for Service Vehicles**

Prior to the commencement of the development hereby approved, and notwithstanding the application details, full details of refuse, fire tender and pantechnicon turning within the site shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be carried out in accordance with the approved details.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

**Plan of Car Parking Provision**

Prior to the commencement of the development hereby approved, a plan showing car parking provision for vehicles to be accommodated within the site, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the first occupation of the development, the parking spaces shall be laid out, surfaced, drained and completed in accordance with the approved details and shall be retained for the parking of vehicles at all times thereafter.

Reason - In the interests of highway safety, to ensure the provision of off-street car parking and to comply with Government guidance contained within the National Planning Policy Framework.

**Cycle Parking Provision**

Prior to the first use or occupation of the development hereby permitted, covered cycle parking facilities shall be provided on the site in accordance with details which shall be firstly submitted to and approved in writing by the Local Planning Authority. Thereafter, the covered cycle parking facilities shall be permanently retained and maintained for the parking of cycles in connection with the development.



Reason - In the interests of sustainability and to ensure a satisfactory form of development, in accordance with Government guidance contained within the National Planning Policy Framework

#### Travel Plan

Prior to the first occupation of the development hereby approved, a Travel Plan, prepared in accordance with the Department of Transport's Best Practice Guidance Note "Using the Planning Process to Secure Travel Plans", shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved Travel Plan shall be implemented and operated in accordance with the approved details.

Reason - In the interests of sustainability and to ensure a satisfactory form of development, in accordance with Government guidance contained within the National Planning Policy Framework

#### Provision of New Permanent Public Footpaths

Prior to the first use of any new public footpath, the new footpath shall be formed, constructed, surfaced, laid and marked out, drained and completed in accordance with specification details which shall be firstly submitted to and approved in writing by the Local Planning Authority.

Reason - In the interests of highway safety and public amenity and to comply with Government guidance contained within the National Planning Policy Framework

#### Construction Traffic Management plan

No development shall take place in respect of the development until a Construction Traffic Management Plan (CTMP) has been submitted to and approved by the relevant Local Planning Authority, in conjunction with the Local Highway Authorities.

The CTMP shall provide for:

- (i) the routing of construction vehicles and Construction Plan Directional signage (on and off site)
- (ii) the parking of vehicles of site operatives and visitors
- (iii) loading and unloading of plant and materials
- (iv) storage of plant and materials used in constructing the development
- (v) operating hours and details of deliveries
- (vi) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- (vii) wheel washing facilities
- (viii) measures to control the emission of dust and dirt during construction
- (ix) a scheme for recycling/disposing of waste resulting from demolition and construction works
- (x) Overall strategy for managing environmental impacts which arise during construction
- (xi) Procedures for maintaining good public relations including complaint management, public consultation and liaison
- (xii) Control of noise emanating from the site during the construction period
- (xiii) Details of construction access(s)
- (xiv) Provision for emergency vehicles

Reason - In the interests of highway safety, convenience of highway users and to protect the amenities of residents and safeguard the visual amenities of the locality and to comply with Government guidance contained within the National Planning Policy Framework.

#### Delivery and Servicing Management Plan

The development shall not be occupied until a delivery and servicing management plan has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out strictly in accordance with the approved delivery and servicing management plan.

Reason - In the interests of highway safety and to comply with Government guidance within the National Planning Policy Framework.

#### Signage Strategy

The development shall not be occupied until a signage strategy for the site has been submitted and approved in writing by the Local Planning Authority. The development shall thereafter be completed and signage installed in accordance with the approved details prior to the first use of any building on the site.

Reason - To ensure that traffic is directed along the most appropriate routes and to comply with Government guidance contained within the National Planning Policy Framework.

**Officer's Name: Roger Plater**

**Officer's Title: Transport Planner**

**Date: 8 January 2020**

---

**Application no: 19/02550/F**

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester

---

## **Lead Local Flood Authority**

### **Recommendation:**

Objection

### **Key issues:**

Further information and clarification of points listed below required.

### **Detailed comments:**

Discharge noted to be to Gagle Brook ordinary watercourse. Riparian ownership and consent to discharge to be justified. Ditch condition and capacity to take additional flows to be demonstrated.

Borehole/BRE to determine level of ground water to be provided.

Section 4.2.2. states that there will be an “increase in peak discharge from that of a greenfield site.” This should occur and robust justification as to why this is deemed the case to be provided.

Section 5.2.2. identifies the use of Qbar methodology. For a site this size FEH should be used, (Qmed).

MicroDrainage calculations provided use default Cv values, these are not representative of the site. It is recommended values of 0.95 for roofs and 0.9 for paved areas are applied. The designer must justify where a Cv of less than 0.9 has been used.

Calculations should be undertaken for all relevant return periods and identify the critical duration used.

A sub-catchment approach should be applied to surface water management, with clearly defined flow controls, on site utilising a method of dispersed site storage.

Ground water depth to bottom of proposed tanking/attenuation requires justification as does the need for buried attenuation when it appears there is ample space to use on the surface SuDS and surface water management techniques.

Flow control from site should ensure greenfield discharge for relevant return periods, i.e. 1:10, 1:30, 1:100 and 1:100 + 40% climate change. It is doubtful the current proposed attenuation approach will maximise the attenuation and simply allow free discharge up to the 1:100 + 40%.

Section 5.1 notes proposal to divert two ditch lines. This should not be undertaken. It is also unclear what is meant by the two ditch lines being incorporated into the car park. It is noted that the proposed diversion had been previously agreed, evidence of this needs to be provided.

In conjunction the diversion of the two ditch lines is noted to have a potential impact on existing pond levels. Pond levels should remain unaffected to protect and promote bio-diversity.

With the amount of green space on site it is felt the use of on the surface SuDS features has not been maximised. Additional techniques should be explored, e.g. bio-retention, rain gardens etc.

Surface water storage locations, extents and critical levels including freeboard require further explanation.

Although we acknowledge it will be hard to determine all the detail of source control attenuation and conveyance features at concept stage, by Outline Design 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 Outline Design 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:



OCC Pro-Forma.pdf

**Officer's Name: Adam Littler**  
**Officer's Title: Drainage Engineer**  
**Date: 08 January 2020**

---

**Application no: 19/02550/F**

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester

---

## **Archaeology Schedule**

### **Recommendation:**

Objection for the following reason:

- The results of an archaeological evaluation will need to be submitted prior to the determination of this application in order that the impact on any surviving archaeological features can be assessed.

### **Comments:**

We previously provided comments on a scoping opinion for this site where we highlighted that the desk based assessment set out in the scoping report would need to be undertaken and included in any EIA.

We also highlighted that an archaeological trenched evaluation would need to be undertaken and the results used to inform the baseline of this assessment. This report will need to be submitted with this application and the baseline updated before we can provide appropriate advice.

This is reiterated in the cultural heritage chapter of the EIA which states that this work will be submitted prior to the determination of any application (10.3.5) and that an addendum to the chapter following the completion of the trenching.

We would agree with the approach.

As such we would not recommend that planning permission is granted at this stage until the evaluation report and cultural heritage addendum have been submitted. We will then be able to give further advice on the heritage implications of this proposal.

**Officer's Name: Richard Oram**

**Officer's Title:** Planning Archaeologist

**Date:** 4th December 2019

---

# SuDS Flows and Volumes - LLFA Technical Assessment Pro-forma

*This form identifies the information required by Oxfordshire County Council LLFA to enable technical assessment of flows and volumes determined as part of drainage / SuDS calculations.*

*Note : \* means delete as appropriate; Numbers in brackets refer to accompanying notes.*

## SITE DETAILS

- 1.1 Planning application reference
- 1.2 Site name
- 1.3 Total application site area (1) .....m<sup>2</sup> ..... ha
- 1.4 Is the site located in a CDA or LFRZ Y/N
- 1.5 Is the site located in a SPZ Y/N

## VOLUME AND FLOW DESIGN INPUTS

- 2.1 Site area which is positively drained by SuDS (2) ..... m<sup>2</sup>
- 2.2 Impermeable area drained pre development (3) ..... m<sup>2</sup>
- 2.3 Impermeable area drained post development (3)1 ..... m<sup>2</sup>
- 2.4 Additional impermeable area (2.3 minus 2.2) ..... m<sup>2</sup>
- 2.5 Predevelopment use (4) Greenfield / Brownfield / Mixed\*
- 2.6 Method of discharge (5) Infiltration / waterbody / storm sewer/ combined sewer\*
- 2.7 Infiltration rate (where applicable) .....m/hr
- 2.8 Influencing factors on infiltration
- 2.9 Depth to highest known ground water table.....mAOD
- 2.10 Coefficient of runoff (Cv) (6)
- 2.11 Justification for Cv used
- 2.12 FEH rainfall data used (Note that FSR is no longer the preferred rainfall calculation method) Y/N
- 2.13 Will storage be subject to surcharge by elevated water levels in watercourse/ sewer Y/N
- 2.14 Invert level at outlet (invert level of final flow control) .....mAOD
- 2.15 Design level used for surcharge water level at point of discharge(14)1.....mAOD

# SuDS Flows and Volumes - LLFA Technical Assessment Pro-forma

## CALCULATION OUTPUTS

Sections 3 and 4 refer to site where storage is provided by attenuation and/or partial infiltration. Where all flows are infiltrated to ground omit Sections 3-5 and complete Section 6.

### 3.0 Defining rate of runoff from the site

- 3.2 Max. discharge for 1 in 1 year rainfall .....l/s/ha, .....l/s for the site
- 3.2 Max. discharge for  $Q_{med}$  rainfall .....l/s/ha, .....l/s for the site
- 3.3 Max. discharge for 1 in 30 year rainfall .....l/s/ha, .....l/s for the site
- 3.4 Max. discharge for 1 in 100 year rainfall .....l/s/ha, .....l/s for the site
- 3.5 Max. discharge for 1 in 100 year plus 40%CC .....l/s/ha, .....l/s for the site

### 4.0 Attenuation storage to manage peak runoff rates from the site

- 4.1 Storage - 1 in 1 year .....m<sup>3</sup> .....m<sup>3</sup>/m<sup>2</sup> (of developed impermeable area)
- 4.2 Storage - 1 in 30 year <sup>(7)</sup> ..... m<sup>3</sup> .....m<sup>3</sup>/m<sup>2</sup>
- 4.3 Storage - 1 in 100 year <sup>(8)</sup> .....m<sup>3</sup> .....m<sup>3</sup>/m<sup>2</sup>
- 4.4 Storage - 1 in 100 year plus 40%CC <sup>(9)</sup> ..... m<sup>3</sup> .....m<sup>3</sup>/m<sup>2</sup>

### 5.0 Controlling volume of runoff from the site

- 5.1 Pre development runoff volume <sup>(1)</sup> ..... m<sup>3</sup> for the site
- 5.2 Post development runoff volume (unmitigated) <sup>(1)</sup> ..... m<sup>3</sup> for the site
- 5.3 Volume to be controlled/does not leave site (5.2-5.1)..... m<sup>3</sup> for the site
- 5.4 Volume control provided by
  - Interception losses <sup>(11)</sup> .....m<sup>3</sup>
  - Rain harvesting <sup>(12)</sup> .....m<sup>3</sup>
  - Infiltration (even at very low rates) .....m<sup>3</sup>
  - Separate area designated as long term storage <sup>(13)</sup> .....m<sup>3</sup>
- 5.5 Total volume control (sum of inputs for 5.4) .....m<sup>3</sup> (15)

### 6.0 Site storage volumes (full infiltration only)

- 6.1 Storage - 1 in 30 year <sup>(7)</sup> .....m<sup>3</sup> .....m<sup>3</sup>/m<sup>2</sup> (of developed impermeable area)
- 6.2 Storage - 1 in 100 year plus CC <sup>(9)</sup> .....m<sup>3</sup> .....m<sup>3</sup>/m<sup>2</sup>

# SuDS Flows and Volumes - LLFA Technical Assessment Pro-forma

## Notes

1. All area with the proposed application site boundary to be included.
2. The site area which is positively drained includes all green areas which drain to the SuDS system and area of surface SuDS features. It excludes large open green spaces which do not drain to the SuDS system.
3. Impermeable area should be measured pre and post development. Impermeable surfaces includes, roofs, pavements, driveways and paths where runoff is conveyed to the drainage system.
4. Predevelopment use may impact on the allowable discharge rate. The LLFA will seek for reduction in flow rates to GF status in all instances. The design statement and drawings explain/ demonstrate how flows will be managed from the site.
5. Runoff may be discharge via one or a number of means.
6. Sewers for Adoption 6<sup>th</sup> Edition recommends a Cv of 100% when designing drainage for impermeable area (assumes no loss of runoff from impermeable surfaces) and 0% for permeable areas. Where lower Cv's are used the application should justify the selection of Cv.
7. Storage for the 1 in 30 year must be fully contained within the SuDS components. Note that standing water within SuDS components such as ponds, basins and swales is not classified as flooding. Storage should be calculated for the critical duration rainfall event.
8. Runoff generated from rainfall events up to the 1 in 100 year will not be allowed to leave the site in an uncontrolled way. Temporary flooding of specified areas to shallow depths (150-300mm) may be permitted in agreement with the LLFA.
9. Climate change is specified as 40% increase to rainfall intensity, unless otherwise agreed with the LLFA / EA.
10. To be determined using the 100 year return period 6 hour duration rainfall event.
11. Where Source Control is provided Interception losses will occur. An allowance of 5mm rainfall depth can be subtracted from the net inflow to the storage calculation where interception losses are demonstrated. The Applicant should demonstrate use of subcatchments and source control techniques.
12. Please refer to Rain harvesting BS for guidance on available storage.
13. Flow diverted to Long term storage areas should be infiltrated to the ground, or where this is not possible, discharged to the receiving water at slow flow rates (maximum 2 l/s/ha). LT storage would not be allowed to empty directly back into attenuation storage and would be expected to drain away over 5-10 days. Typically LT storage may be provided on multi-functional open space or sacrificial car parking areas.
14. Careful consideration should be used for calculations where flow control / storage is likely to be influenced by surcharged sewer or peak levels within a watercourse. Storm sewers are designed for pipe full capacity for 1 in 1 to 1 in 5 year return period. Beyond this, the pipe network will usually be in conditions of surcharge. Where information cannot be gathered from Thames Water, engineering judgement should be used to evaluate potential impact (using sensitivity analysis for example).
15. In controlling the volume of runoff the total volume from mitigation measures should be greater than or equal to the additional volume generated.

Design and Credit to: McCloy Consulting Ltd



**From:** Oram, Richard - Communities  
**Sent:** 27 January 2020 12:54  
**To:** Clare Whitehead  
**Subject:** RE: Proposed Great Wolf Lodge (19/02550/F) - Archaeological Report

Clare

As long as it is on the website I am happy for you to take my comments that no further work is required.

Regards

*Richard*

Richard Oram  
Planning Archaeologist

Archaeology  
County Hall  
New Road  
Oxford  
OX1 1ND

Tel 07917 001026

 Save money and paper - do you really need to print this email?

**From:** Oram, Richard - Communities <[Richard.Oram@Oxfordshire.gov.uk](mailto:Richard.Oram@Oxfordshire.gov.uk)>  
**Sent:** 27 January 2020 09:04  
**To:** Clare Whitehead <[Clare.Whitehead@Cherwell-DC.gov.uk](mailto:Clare.Whitehead@Cherwell-DC.gov.uk)>  
**Subject:** RE: Proposed Great Wolf Lodge (19/02550/F) - Archaeological Report

Clare

As our response was made through our Major Planning Applications Team as agreed with Cherwell I had assumed that I would be reconsulted through them once the evaluation report we highlighted would need to be undertaken in both our response to this application was submitted as part of the planning application as set out in the NPPF.

Having had a look at the planning website I cannot see this copy of the evaluation report, has it been uploaded?

Regards

*Richard*

Richard Oram

Planning Archaeologist

Archaeology  
County Hall  
New Road  
Oxford  
OX1 1ND

## Rachel Tibbetts

---

**From:** Littler, Adam - Communities <Adam.Littler@Oxfordshire.gov.uk>  
**Sent:** 24 March 2020 14:30  
**To:** Nathanael Stock; Planning  
**Cc:** Alex Keen; Bennett, Richard - Communities  
**Subject:** RE: 19/02550/F - Great Wolf Lodge - Land to the east of M40 and south of A4095 Chesterton Bicester

Dear Both,

I was reviewing the information we had. I was not impressed by the drainage strategy so I am happy to go with your refusal.

Kind regards,

Adam.

---

**From:** Nathanael Stock <Nathanael.Stock@Cherwell-DC.gov.uk>  
**Sent:** 24 March 2020 14:11  
**To:** Littler, Adam - Communities <Adam.Littler@Oxfordshire.gov.uk>; Planning <Planning@Cherwell-DC.gov.uk>  
**Cc:** Alex Keen <Alex.Keen@Cherwell-DC.gov.uk>  
**Subject:** RE: 19/02550/F - Great Wolf Lodge - Land to the east of M40 and south of A4095 Chesterton Bicester

Hi Adam,

Many thanks for your email re the above. I hope this finds you safe and well.

This application was refused by Planning Committee on Thursday 12<sup>th</sup> March.

Refusal Reason 5 (of 6) states:

"5. The submitted drainage information is inadequate due to contradictions in the calculations and methodology, lack of robust justification for the use of tanking and buried attenuation in place of preferred SuDS and surface management, and therefore fails to provide sufficient and coherent information to demonstrate that the proposal is acceptable in terms of flood risk and drainage. The proposal is therefore contrary to Policies ESD6 and ESD7 of the Cherwell Local Plan 2011-2031 Part 1 and Government guidance contained within the National Planning Policy Framework."

Were you sending comments on revised information?

Please ring Alex Keen (Clare's team leader, copied in) in advance of sending through your comments.

Kind regards,

Nat

**Nathanael Stock MRTPI**  
**Team Leader – General Developments Planning Team**  
Development Management  
Place and Growth Directorate  
Cherwell District Council  
Direct Line: 01295 221886  
[www.cherwell.gov.uk](http://www.cherwell.gov.uk)

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**From:** Littler, Adam - Communities <[Adam.Littler@Oxfordshire.gov.uk](mailto:Adam.Littler@Oxfordshire.gov.uk)>

**Sent:** 24 March 2020 10:53

**To:** Planning <[Planning@Cherwell-DC.gov.uk](mailto:Planning@Cherwell-DC.gov.uk)>

**Cc:** Nathanael Stock <[Nathanael.Stock@Cherwell-DC.gov.uk](mailto:Nathanael.Stock@Cherwell-DC.gov.uk)>

**Subject:** 19/02550/F - Great Wolf Lodge - Land to the east of M40 and south of A4095 Chesterton Bicester

**Importance:** High

Dear Cherwell Planning,

I am hoping you can advise in Clare's absence please?

I am trying to focus on this application today and tomorrow in the hopes I can get a formal response to you.

I realise this is overdue and apologise.

Is it too late to send you LLFA comments? I note this is also political with a lot of local opposition. What is the stance of Cherwell Planning in relation to this?

Thanks,

Adam.

**Drainage Engineer  
Oxfordshire County Council  
County Hall  
New Road  
Oxford  
OX1 1ND**

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

**District:** Cherwell

**Application No:** 19/02550/F-2

**Proposal:** Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester, Oxon

**Response date:** 3rd March 2020

---

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.

---

**This response updates OCC's transport comments on the application and should be read in conjunction with OCC's previous response dated 10<sup>th</sup> January 2020. All points raised previously continue to apply other than where addressed in the Transport Schedule below.**

**Application no: 19/02550/F-2**

**Location:** Land to the east of M40 and south of A4095, Chesterton, Bicester

---

## Transport Schedule

### Recommendation:

#### **Objection for the following reasons:**

- Severe congestion at the Middleton Stoney signalised junction will be exacerbated by the additional trips generated by the proposed development. This is contrary to paragraphs 103, 108 and 109 of the NPPF, Cherwell Local Plan Policy SLE4 and Oxfordshire Local Transport Plan 4 Policy 17

If, despite OCC's objection, permission is proposed to be granted then OCC requires prior to the issuing of planning permission a S106 agreement including an obligation to enter into a S278 agreement to mitigate the impact of the development plus planning conditions as detailed below.

#### S106 Contributions

<b>Contribution</b>	<b>Amount £</b>	<b>Price base</b>	<b>Index</b>	<b>Towards (details)</b>
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	The partial funding of a mitigation scheme at the Middleton Stoney signalised junction
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	The partial funding of a mitigation scheme at the M40 Junction 10 southern roundabout
Highway works	<b>To be confirmed</b>	<b>To be confirmed</b>	Baxter	Installation of off-site directional signage
Public transport services	<b>£1,600,000</b>	<b>November 2019</b>	RPI-x	Provision of a new bus service linking the site to Bicester town centre and railway stations
Public transport infrastructure ( <i>if not dealt with under S278/S38 agreement</i> )	<b>£2,105.60</b>	<b>November 2019</b>	Baxter	Provision of two pole and flag units for Chesterton village
Travel Plan Monitoring	<b>£2,040</b>	<b>November 2019</b>	RPI-x	Monitoring of the development Travel Plan
Cycle Improvements	<b>£70,000</b>	<b>November 2019</b>	Baxter	Improvements to cycle routes between Chesterton and Bicester

## **Key Points:**

This updated consultation response is to provide an update in light of further discussions that have taken place with Motion, the Transport Consultant for the scheme.

Comments are also made on the DP9 letter (dated 13 January 2020) regarding Sustainable Day Passes.

This updated response should also be read in conjunction with the county council's original response dated 10 January 2020.

The County Council maintain their objection to the application as the mitigation scheme at Middleton Stoney suggested by Motion is not considered to be deliverable.

## **Comments:**

### **Accessibility and Site Location**

While the county council has not specifically identified an objection to the application on the basis of the site's location and accessibility, the response did highlight significant concerns regarding the accessibility of the site and its location.

The county council has identified requests for obligations and contributions to improve the accessibility of the site by sustainable transport modes should the development be granted planning permission. However, concern remains over the site's location which dictates that car travel to the site will remain the primary mode of travel to the site, even with the improvements identified.

### **Shuttle Bus Service**

Motion have maintained that a private shuttle bus would be preferable to the County Council's proposal for a public bus service.

The County Council's position is clear. When delivered on a like for like basis, there are no reasons why a private shuttle bus would be preferable to a public bus service. The difference is simply the type of bus and its availability to potential users.

The County Council considers that the benefits of a public bus service over a private shuttle bus service, when operated on completely equal terms, to be as follows:

- A public bus service can generate revenue.

*The possibility of revenue generation is a potential method of offsetting the cost of bus service provision of Great Wolf. Even if staff and guests can travel for free, the service would potentially be open to residents of Chesterton and western Bicester.*



- A public bus service can claim Bus Service Operator's Grant (BSOG) and/or low carbon incentives to offset operating costs.

*Bus Service Operator's Grant (BSOG) is a rebate of fuel duty which applies to registered local bus services where at least 50% of the seats are 'available' to the general public. It consists of a payment of 34.57p per litre of fuel used and makes a significant contribution to bus service income.*

*Further enhancements to BSOG payments are made for vehicles with low carbon certificates (6p per km), smartcard readers (8%) and AVL equipment (2%).*

*Private shuttle services are not eligible for this benefit.*

- It forms part of the comprehensive planning of bus services in the wider Bicester area.

*The County Council collects Section 106 funds (or permits developers to liaise directly with operators where appropriate) from developments with the intention of developing a longer-term, commercially sustainable bus network. We do not believe that the operation of private shuttle buses is conducive to this aim.*

*Bicester is an area with significant development coming forwards, including a number of large, high profile leisure schemes. The County Council do not consider that permitting each of these to operate their own services, purely for their own use, would be in the best interests of Bicester in the longer term, when a sensible alternative would be to integrate such services into the public network for the benefit of all.*

*The argument that integrating services in this manner would make it less attractive for guests to use is not supported. Most visitors to Great Wolf arriving by rail will either have (a) no access to a private car or (b) no knowledge of the geography of Bicester. Whether a bus takes 10 or 15 minutes to reach their destination is of no consequence to their decision to use it, which would have been made at a much earlier stage.*

- It avoids difficult legislative issues surrounding tax implications for staff.

*See our further comments below for a more detailed review of the tax implications for staff with regards to private bus services, which limits what other functions they can provide.*

- The accessibility of such a service is defined in law.

*Public bus services, operated with vehicles over 22 seats, must meet certain standards in relation to accessibility. Such rules do not apply to privately-operated services. Great Wolf would be required to demonstrate how the services would be accessible by all potential staff and guests in a private shuttle bus scenario, given that the requirement to do so does not apply to such services.*

*Operators of such a service must have at least one spare accessible vehicle to ensure that accessibility of services are maintained during maintenance or inspection downtime.*

- Sufficient capacity would be assured.

*Most private shuttle bus services are provided by minibuses, which by definition have a limited capacity. At staff changeover periods and guest arrival/departure times (particularly in relation to day passes), it is considered that such a vehicle would be insufficient to meet demand. A midi-coach may be necessary, although many of these do not currently meet accessibility regulations which apply to the public bus network.*

- Public bus services have priority access to certain areas.

*Private shuttle bus services are unable to use bus stops marked with a clearway and plate showing 'except local buses', or to access certain sections of road including bus gates or bus lanes. The main town centre bus stops in Manorsfield Road, for example, are designated for use by 'local buses' only.*

Motion have raised a number of points concerning the supposed benefits of the shuttle bus service. The County Council's response to each of these points is set out below:

- The shuttle bus services can be operated in perpetuity.

*OCC response: When comparing the 'in perpetuity' option against the originally suggested contribution, it should be noted that nowhere in the Transport Assessment did it suggest the services would be operated in perpetuity.*

*Therefore, if Great Wolf are willing to operate these services on that basis, there is no reason why they should not be willing to fund a public bus service in perpetuity either.*

*Whilst OCC's original response proposed a 10-year subsidy requirement, this provision can be amended just as Great Wolf have proposed to amend the shuttle bus service specification; this is not, per se, a benefit of a shuttle bus, merely a benefit of it as originally proposed.*

- Proposed shuttle bus frequency would be higher than for a public bus service.

*OCC response: Again, this is not a particular benefit of a shuttle bus over a public bus, merely of how it has been described in negotiations thus far. Great Wolf have sought to increase the frequency of a shuttle bus since the Transport Assessment was submitted, and therefore there is no particular reason why this could not similarly apply to a public bus. In theory, a half-hourly service is achievable on a public bus route with one vehicle, if the most direct route was taken.*

*Great Wolf now propose to operate two services, one on an hourly basis for guests and one on an hourly basis (at shift change times) for staff. Further information was requested at our meeting as to the timings of these services (particularly in relation to rail connections), which has not yet been received.*

*In the absence of this information it could be assumed that two vehicles may now be required instead of one at key shift times in order to meet the competing demands that Great Wolf consider only a shuttle bus can satisfy – unless the hourly guest service would attempt to serve both stations.*

*Whilst in theory both a staff shuttle and guest service can coexist with hourly schedules on each, no evidence has yet been presented that meeting rail connections at Bicester Village and Bicester North, whilst operating a separate staff shuttle, would be achievable with a single vehicle (as originally stated by the applicant). There is also no long-term guarantee that such rail connections will continue to be available following changes to timetables.*

- The proposed shuttle buses would be operated by Great Wolf.

*OCC response: Guests who are staying at Great Wolf, or paying for a day pass, are being provided with a service for which an indirect payment is being made (i.e. payment to Great Wolf provides them with the right of carriage on the service). Therefore, this falls under the scope of “hire or reward” and a PSV operator’s licence is required.*

*Unless Great Wolf will be willing to obtain a PSV operator’s licence on this basis and be subject to all the regulatory requirements this entails (including the hiring of a suitably qualified Transport Manager), they will need to contract the service to a provider who already has one.*

*Further details on ‘hire and reward’ and the expectations related to PSV operator licensing are available at [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/194259/PSV Operator Licensing Guide.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/194259/PSV_Operator_Licensing_Guide.pdf)*

*In order to be able to commit to providing the service at all times, a spare vehicle or vehicles would be required to cover regulatory requirements such as inspections and annual test as well as eventualities such as breakdowns. Provision of this service by an external operator means that a wider fleet of vehicles can be called upon for these instances.*

- The shuttle bus services will be flexible.

*OCC response: As with previous responses, there is no reason why a public bus service cannot be as flexible as a shuttle bus service. The detail will be in the design of the service at the appropriate time.*

*Public buses can wait for a set time for rail connections, provided this is accounted for in the timetable and there would not be a significant knock-on*

*effect on later services. Several bus routes in Oxfordshire, timed to connect with coach or rail services, have previously operated using this facility.*

*Again, no evidence has yet been supplied which demonstrates how a shuttle bus operated by a single vehicle would make better rail connections than a public bus.*

- Both proposed shuttle buses would be available to residents of Chesterton.

*OCC response: As previously explained, there are complex tax implications for the provision of free buses to staff. HMRC guidance states that privately-operated shuttle buses must be used “almost exclusively” by staff or only have “minor occasional” use by others. Consequently, to have any real benefit to residents of Chesterton there would be greater than occasional use and a taxable benefit would arise to the employees.*

*Therefore, residents of Chesterton would only be able to use services which were exclusively for the use of guests. A taxable benefit also arises if staff were to use buses intended for guests.*

*If the service was operated as a public bus service, Great Wolf would be able to offer free passes for staff and it would be available for residents of Chesterton to use.*

*Further details are available at <https://www.gov.uk/hmrc-internal-manuals/employment-income-manual/eim21850> and <https://www.gov.uk/hmrc-internal-manuals/employment-income-manual/eim21855>.*

For clarity it is reiterated that there are no reasons why any of the supposed benefits of a shuttle bus service cannot be replicated with a public bus service.

In particular, the ‘flexibility’ of such a service is not considered to be of significant relevance. Staff changeover times, and guest arrival and departure times, are unlikely to alter on such a basis that these cannot be attended to by changes to the public bus timetable made through the normal statutory channels.

The County Council are of the opinion that the planning test is still met by a public bus service of equivalent value to a shuttle bus service. It is necessary to make the development acceptable, it is directly related to the development, and it is fairly and reasonably related to the scale of the proposal. On an equal comparison basis, the ‘planning test’ is therefore irrelevant.

The County Council remains of the opinion that provision of a public bus service is the preferred method of serving the development, secured by legal obligation with an annual cap on costs equivalent to one vehicle operating between the earliest shift start time and latest shift finish time.

Motion have since indicated to the County Council that the requested public transport contribution is acceptable to the applicant, but that they may also operate a shuttle bus service.

### Public Rights of Way

The county council welcomes the proposals to provide an additional stretch of footway along the A4095 either side of the M40 overbridge to connect with PROW 161/11 to the west.

We also welcome the proposed new footway to be provided along Green Lane either side of the junction with The Hale, to connect the southern end of PROW 161/06 to Chesterton.

These improvements are considered appropriate to mitigate the development's detrimental impact on the PROW network through the site. I can confirm that, with these improvements accepted, OCC no longer requests the provision of a perimeter trail within the development site.

The proposals include the diversion of part of the existing PROW 161/06 through a landscaped area of the development. OCC is agreeable to the approach for the applicant to take responsibility for the maintenance of the diverted PROW through the site. This obligation must be secured in the S106 Agreement should planning permission be granted.

The county council has identified that improvements to the cycle facilities between the site and Bicester including along the PROW 161/1 between Chesterton and Vendee Drive would improve accessibility to the site for cyclists and provide a more direct route, although any route would still require cyclists to travel along the A4095 through Chesterton. A contribution of £70,000 index linked to January 2015 is requested towards improvements to the cycle route between the site and Bicester. This is required both in order to improve the site's accessibility and to improve the safety of the route for those accessing the site. It should be noted however that, due to distance, enhancements to the cycle route are unlikely to result in a significant modal shift away from car use. Motion have indicated that the applicant is willing to make this contribution.

### Effect on Local Highway Network

The county council's objection set out in the response to the application dated 10 January 2020 remains. The development is not planned for and would not be making best use of infrastructure given the need to accommodate the planned growth allocated within the Local Plan.

Future year modelling shows that the B430 corridor is forecast to experience significant congestion without a package of mitigation measures required to accommodate Local Plan growth. Additional traffic as a result of unplanned development will add to the significant congestion forecast along the corridor and could prejudice the ability to deliver a package of suitable mitigation measures required to accommodate planned growth.

Motion have submitted to OCC indicative proposals for modifications to the consented highway works scheme at the B430/B4030 Middleton Stoney signalised junction. This scheme is to mitigate the effect of the first phase of the Heyford Park development. The intention of the proposed modifications is to further increase capacity at the junction to mitigate for the additional Great Wolf traffic. Following a preliminary review, OCC have fundamental concerns, meaning that the proposals are considered as undeliverable. The objection to the scheme is therefore maintained on this basis.

### Signage Strategy

OCC agrees that a joined-up approach to the signage strategy is required alongside a review of local signage. A S106 contribution would be required for the delivery of a signage strategy for the site should the Local Planning Authority be minded to grant permission. The level of contribution is still to be determined and will require further details of the site's proposed signage strategy.

### Sustainable Day Passes

The original application documents propose a guest shuttle bus service once every two hours, connecting with both railway stations. It is not known what size/capacity of bus is envisaged. The OCC response was that this service will not be attractive to many of the guests who arrive by rail as they may have a significant wait.

My concern is that if 30 additional guests with Sustainable Day Passes are to be travelling on the shuttle bus then the carrying capacity may not be sufficient to meet demand. The expected guest arrival profile, taken from Centre Parcs data, shows the arrivals peaking between 10am and 2pm. As Day Pass holders are unable to use the facilities before 10am I would expect that most of them will aim to arrive on site between 10am and 12 noon, thus coinciding with a high proportion of the hotel guests.

The applicant has indicated that they will review the suggested shuttle bus arrangements. Any changes to the proposals need to take account of the additional demand generated by the Sustainable Day Passes so that adequate capacity is available at all times.

### **S106 obligations and their compliance with Regulation 122(2) Community Infrastructure Levy Regulations 2010 (as amended):**

**£ (figure to be confirmed) Highway Works Contribution 1** indexed using Baxter Index

#### **Towards:**

The partial funding of a mitigation scheme at the Middleton Stoney signalised junction

**Justification:** See response dated 10 January 2020

**£ (figure to be confirmed) Highway Works Contribution 2** indexed using Baxter Index

**Towards:**

The partial funding of a mitigation scheme at the M40 Junction 10 southern roundabout

**Justification:** See response dated 10 January 2020

**£ (figure to be confirmed) Highway Works Contribution 3** indexed using Baxter Index

**Towards:**

The installation of off-site directional signage

**Justification:** See response dated 10 January 2020

**£1,600,000 Public Transport Service Contribution** indexed from November 2019 using RPI-x

**Towards:**

Provision of a new bus service linking the site to Bicester town centre and railway stations

**Justification:** See response dated 10 January 2020

**£2,105.60 Public Transport Infrastructure Contribution** indexed from November 2019 using Baxter Index

**Towards:**

Provision of two pole and flag units for Chesterton village

**Justification:** See response dated 10 January 2020

**£2,040 Travel Plan Monitoring Fee** indexed from November 2019 using RPI-x

**Justification:**

To cover the cost to the County of monitoring progress of the Travel Plan against the mode share targets to ensure that the Travel Plans is either meeting targets or being adjusted to meet targets.

**Calculation:** See response dated 10 January 2020

**£70,000 Cycle Improvements Contribution** indexed from November 2019 using Baxter Index

**Towards:** Improvements to cycle routes between Chesterton and Bicester

**Justification:** Improvements to the cycle route between Chesterton and Bicester are required in order to improve the safety of the cycle route to the site for cyclists and to enhance the site's accessibility by sustainable transport modes.

**Calculation:** The figure requested has been based on a cost per metre estimate for upgrades to a surface and width that is more appropriate for cyclists.

### **S278 Highway Works:**

An obligation to enter into a S278 Agreement will be required to secure mitigation/improvement works, including:

- A new site access priority junction from the A4095, including a ghosted right-turn lane, as shown indicatively on Motion drawing 1803047-03 Rev F
- A new shared use cycletrack along the south side of the A4095, as shown indicatively on Motion drawings 1803047-03 Rev F and 1803047-02 Rev A
- A new length of 2m wide footway on the southern side of the A4095 between the site access and the motorway overbridge and continuing west of the overbridge connect PRow 161/6 with 161/11, including a suitable crossing to connect the rights of way, as shown in drawing 1803047-03 Rev F
- A new length of footway at the A4095 connection of the Public Right of Way 161/1, as shown indicatively on Motion drawing 1803047-08
- A new length of Public Right of Way 161/6 along part of the south-east boundary of the site
- Two new lengths of footway, approximately 150m and 240m, along Green Lane either side of The Hale, to connect PRow 161/6 with Chesterton village, as shown in drawing 1803047-15

### **Notes:**

This is secured by means of S106 restriction not to implement development (or occasionally other trigger point) until S278 agreement has been entered into.

The trigger by which time S278 works are to be completed shall also be included in the S106 agreement.

Identification of areas required to be dedicated as public highway and agreement of all relevant landowners will be necessary in order to enter into the S278 agreements.

S278 agreements include certain payments that apply to all S278 agreements however the S278 agreement may also include an additional payment(s) relating to specific works.

### **Planning Conditions:**

In the event that permission is to be given, the following planning conditions should be attached:

Access: Full Details

Prior to the commencement of the development hereby approved, full details of the means of access between the land and the highway, including, position, layout,



construction, drainage and vision splays shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the means of access shall be constructed and retained in accordance with the approved details.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

#### No Other Access

Other than the approved access no other means of access whatsoever shall be formed or used between the land and the highway.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

#### Details of Turning for Service Vehicles

Prior to the commencement of the development hereby approved, and notwithstanding the application details, full details of refuse, fire tender and pantechnicon turning within the site shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be carried out in accordance with the approved details.

Reason - In the interests of highway safety and to comply with Government guidance contained within the National Planning Policy Framework

#### Plan of Car Parking Provision

Prior to the commencement of the development hereby approved, a plan showing car parking provision for vehicles to be accommodated within the site, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the first occupation of the development, the parking spaces shall be laid out, surfaced, drained and completed in accordance with the approved details and shall be retained for the parking of vehicles at all times thereafter.

Reason - In the interests of highway safety, to ensure the provision of off-street car parking and to comply with Government guidance contained within the National Planning Policy Framework.

#### Cycle Parking Provision

Prior to the first use or occupation of the development hereby permitted, covered cycle parking facilities shall be provided on the site in accordance with details which shall be firstly submitted to and approved in writing by the Local Planning Authority. Thereafter, the covered cycle parking facilities shall be permanently retained and maintained for the parking of cycles in connection with the development.

Reason - In the interests of sustainability and to ensure a satisfactory form of development, in accordance with Government guidance contained within the National Planning Policy Framework

#### Travel Plan

Prior to the first occupation of the development hereby approved, a Travel Plan, prepared in accordance with the Department of Transport's Best Practice Guidance Note "Using the Planning Process to Secure Travel Plans", shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved Travel Plan shall be implemented and operated in accordance with the approved details.

Reason - In the interests of sustainability and to ensure a satisfactory form of development, in accordance with Government guidance contained within the National Planning Policy Framework

#### Provision of New Permanent Public Footpaths

Prior to the first use of any new public footpath, the new footpath shall be formed, constructed, surfaced, laid and marked out, drained and completed in accordance with specification details which shall be firstly submitted to and approved in writing by the Local Planning Authority.

Reason - In the interests of highway safety and public amenity and to comply with Government guidance contained within the National Planning Policy Framework

#### Construction Traffic Management plan

No development shall take place in respect of the development until a Construction Traffic Management Plan (CTMP) has been submitted to and approved by the relevant Local Planning Authority, in conjunction with the Local Highway Authorities.

The CTMP shall provide for:

- (i) the routing of construction vehicles and Construction Plan Directional signage (on and off site)
- (ii) the parking of vehicles of site operatives and visitors
- (iii) loading and unloading of plant and materials
- (iv) storage of plant and materials used in constructing the development
- (v) operating hours and details of deliveries
- (vi) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- (vii) wheel washing facilities
- (viii) measures to control the emission of dust and dirt during construction
- (ix) a scheme for recycling/disposing of waste resulting from demolition and construction works
- (x) Overall strategy for managing environmental impacts which arise during construction
- (xi) Procedures for maintaining good public relations including complaint management, public consultation and liaison
- (xii) Control of noise emanating from the site during the construction period
- (xiii) Details of construction access(s)
- (xiv) Provision for emergency vehicles

Reason - In the interests of highway safety, convenience of highway users and to protect the amenities of residents and safeguard the visual amenities of the locality and to comply with Government guidance contained within the National Planning Policy Framework.

#### Delivery and Servicing Management Plan

The development shall not be occupied until a delivery and servicing management plan has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out strictly in accordance with the approved delivery and servicing management plan.

Reason - In the interests of highway safety and to comply with Government guidance within the National Planning Policy Framework.

#### Signage Strategy

The development shall not be occupied until a signage strategy for the site has been submitted and approved in writing by the Local Planning Authority. The development shall thereafter be completed and signage installed in accordance with the approved details prior to the first use of any building on the site.

Reason - To ensure that traffic is directed along the most appropriate routes and to comply with Government guidance contained within the National Planning Policy Framework.

**Officer's Name: Roger Plater**  
**Officer's Title: Transport Planner**  
**Date: 3 March 2020**

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**PLACE AND GROWTH  
INTERNAL MEMORANDUM**

**From:** Planning Policy, Conservation and Design Team

**To:** Assistant Director for Planning and Economy (FAO Clare Whitehead)

**Our Ref:** Application Response      **Your Ref:** 19/02550/F

**Ask for:** Chris Thom      **Ext:** 1849      **Date:** 24/02/2019

**APPLICATION FOR PLANNING PERMISSION  
PLANNING POLICY CONSULTATION RESPONSE**

**This response raises the key planning policy issues only.  
All material planning policies and associated considerations will need to be taken into account.**

<b>Planning Application No.</b>	19/02550/F
<b>Address / Location</b>	Land to the East of M40 and South of A4095, Chesterton, Bicester
<b>Proposal</b>	Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping.
<b>Key Policies / Guidance</b>	<p><u>Cherwell Local Plan 2011-2031 Part 1</u></p> <p>PSD1: Presumption in Favour of Sustainable Development  SLE1: Employment Development  SLE2: Securing Dynamic Town Centres  SLE3: Supporting Tourism Growth  SLE4: Improved Transport and Connections  ESD1: Mitigating and Adapting to Climate Change  ESD2: Energy Hierarchy and Allowable Solutions  ESD3: Sustainable Construction  ESD4: Decentralised Energy Systems  ESD5: Renewable Energy  ESD6: Sustainable Flood Risk Management  ESD7: Sustainable Drainage Strategy  ESD8: Water Resources  ESD10: Protection and Enhancement of Biodiversity and the Natural Environment  ESD13: Local Landscape Protection and Enhancement  ESD15: The Character of the Built Environment  ESD17: Green Infrastructure  BSC10: Open Space, Outdoor Sport and Recreation Provision</p> <p><u>Cherwell Local Plan 1996 (Saved Policies)</u></p> <p>TR7: Minor roads  T5: Proposals for new hotels, motels, greenhouses, and restaurants in the countryside  C8: Landscape Conservation  C28: Layout, design and external appearance of new development  ENV1: Pollution control</p>

	<p><u>Other Material Policy and Guidance</u></p> <p>National Planning Policy Framework (NPPF)          Planning Practice Guidance (PPG)</p>
<p><b>Key Policy Observations</b></p>	<p><b>Proposals</b></p> <ul style="list-style-type: none"> <li>• Planning permission is being sought for the creation of a leisure resort incorporating an indoor waterpark, 498-bed hotel, conferencing facilities, and family entertainment centre containing an arcade, bowling, retail and food outlets.</li> <li>• The development site extends to 18.6 ha and is located at Bicester Hotel, Golf Club and Spa near Chesterton and adjacent to the M40 motorway. The proposal would involve the redevelopment of the western part of the existing course, involving a reduction in the size from 18 to 9 holes.</li> <li>• The existing hotel and spa would remain unchanged and the eastern nine holes and the hotel and spa would continue to operate separately from the proposed resort.</li> <li>• The facilities provided will be open to residential guests and day visitors. Opening times for the facilities are similar for both, with slightly earlier access permitted for residential guests.</li> <li>• The site lies within an area of open countryside to the west of Chesterton. A public right of way runs through the site.</li> <li>• Planning permission for an extension to the hotel was recently granted (13/01102/F).</li> </ul> <p><b>Tourism Development</b></p> <ul style="list-style-type: none"> <li>• The application site is not allocated in the Development Plan. However, Policy SLE3 of the Local Plan (2011-2031) supports proposals for new tourist facilities in sustainable locations, where they accord with other policies in the Plan, to increase overnight stays and visitor numbers within the district. The proposal is family-orientated and would help to increase overnight stays and visitor numbers in the District and is consistent with Policy SLE3 in this regard. Paragraph B.62 of the Local Plan states that the Council will support developments, especially new attractions, and new hotels at the two towns to reinforce their central role as places to visit and stay and new tourism that can demonstrate direct benefits to the local visitor economy.</li> <li>• The proposal has the potential to generate economic benefits for the local economy and wider area through visitor spending and job creation. Its location near to Bicester may assist in securing spending in Bicester through linked trips with such places as the former RAF Bicester. The applicant explains that 460 FTE jobs will be created with further jobs during the construction phase. The first objective of the Local Plan (SO1) is to facilitate economic growth and employment with an emphasis on attracting higher technology industries to the District. The proposal is unlikely to produce many permanent high tech/skilled jobs, however the planning and construction of the site will create a range of jobs. The proposal will contribute towards reducing out-commuting by generating jobs near to Bicester, which is one the main aims of the Local Plan. The NPPF at</li> </ul>

paragraph 80 states that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The proposal will provide leisure facilities for Bicester and the wider area which has an expanding population. Consultation should take place with the Council's Economic Development team.

- Saved Policy T5 of the Cherwell Local Plan 1996 states beyond the built limits of settlements the provision of new hotels and restaurants will generally only be approved where they would largely be accommodated within existing buildings or totally replace an existing commercial use of an existing acceptably located commercial site. The proposal is inconsistent with Policy T5, noting the potential allowance for hotel, golf course and ancillary leisure development at paragraphs 7.16 to 7.17. The NPPF at paragraph 83 states that planning decisions should enable sustainable rural tourism and leisure developments which respect the character of the countryside. The proposal will need to be assessed in this context and with regard to submitted evidence including the sequential test which shows that the development cannot be accommodated within Bicester.

#### **Location and Accessibility**

- Policy SLE3 requires tourism development to be located in sustainable locations and paragraph B.62 supports new attractions at the towns [Bicester and Banbury]. This is consistent with Policy ESD1 which states that in order to mitigate the impact of development within the district on climate change, the Council will distribute growth to the most sustainable locations as defined in the Local Plan, including by delivering development that seeks to reduce the need to travel and which encourages sustainable transport options. Policy SLE4 states that all development where reasonable to do so should facilitate the use of sustainable modes of transport to make the fullest possible use of public transport, walking and cycling. Encouragement will be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.
- The proposal would lead to the creation of a significant tourism destination that is remote from public transport, cycle and pedestrian links. A high proportion of the visitors and staff would likely be reliant on the private car to access the development. Bicester is identified as a sustainable location in the Cherwell Local Plan which focuses new development at the towns. The proposal is located approximately 3km away from Bicester town centre near to Chesterton. The applicant highlights that other similar developments are often located away from settlements. It will be relevant to consider the particular nature, requirements and impacts of the business/proposal. Consideration should be given to whether the proposal is in a sustainable location including in terms of its potential impacts and whether the location can be made sustainable. The opportunities to access the site by means other than the private car will be important to establish. A free shuttle bus is proposed by the applicant to link the site with Bicester Station and other areas. Any changes in public transport provision associated with the westerly expansion of Bicester in the Local Plan should be considered.
- NPPF paragraph 84 states that planning decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. It states in these circumstances it will be

important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable. Local Plan Saved Policy TR7 states development that will attract large number of vehicles onto unsuitable minor roads will not normally be permitted and Policy SLE4 states that development which is not suitable for the roads that serve the development and which have a severe traffic impact will not be supported. The proposal will lead to the use of rural/minor roads and it will need to be determined whether the impacts are acceptable.

- The Energy and Sustainability Statement submitted as part of the application should be assessed with regard to compliance with ESD policies in the Local Plan.

### **Visual and Landscape Impact**

- Local Plan Policy ESD13 requires development to respect and enhance local landscape character. It states that proposals will not be permitted if they would cause undue visual intrusion into the open countryside, cause undue harm to important natural landscape features and topography and would be inconsistent with local character. Proposals should be considered carefully against the criteria in Policy ESD13.
- The proposal is inconsistent with saved Policy C8 which seeks to resist sporadic development in the open countryside. Paragraph 9.12 states that development in the countryside must be resisted if its attractive, open, rural character is to be minimised. The NPPF at paragraph 170 states that planning decisions should recognise the intrinsic character and beauty of the countryside. The proposal will need to be assessed in this context and in relation to submitted evidence.
- Local Plan Policy ESD15 states successful design is founded upon an understanding and respect of an area's unique built and natural context. New development will be expected to complement and enhance the character of its context through sensitive siting, layout and design. All development should be expected to meet high design standards. The proposal should be considered against the policy ESD15.
- The proposed application would introduce substantial built development, including car parking, within the open countryside where this is currently limited. The proposed buildings would be of a different character to existing nearby settlements and buildings in a rural setting. The impact on the surroundings including on the setting of Chesterton, other surrounding settlements should be very carefully considered.

### **Amenity**

- Local Plan Saved Policy ENV1 states development likely to cause materially detrimental levels of noise, vibration or other types of environmental pollution will not normally be permitted. The proposed development has potential to affect the amenity of nearby properties and users of the golf course for example in terms of noise and light pollution. The proposed development also has potential to be impacted upon from noise and air quality issues particularly from the M40 which lies immediately adjacent to the site. Careful consideration therefore needs to be given to these impacts and the proposed mitigation measures.

### **Sport and Recreation Provision**

- The proposal will lead to development on the existing golf course and would result in a reduction in the size of the golf course from 18 holes to 9 holes.
- In order to comply with the requirements of adopted Policy BSC10 and paragraph 97 of the NPPF, which seek to protect sites in recreational use, the application needs to demonstrate that the area of golf course to be lost is surplus to requirements, or would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location, or the development is for alternative sports and recreation provision, the benefits of which clearly outweigh the loss of provision.
- The Council's Sports Facilities Strategy (2018) concluded (figure 62) that whilst there was not a current deficiency (at 2016) an additional 18 hole golf course, or two 9 hole courses would be required by 2031 to meet the needs of additional development in the Bicester area. As such it recommends that existing sites are protected unless the tests in the NPPF are met. The study used three methodologies, acknowledging that there are no robust methods for assessing the supply/demand for golf, as usage information for individual courses is commercially sensitive. The application is supported by an alternative desk based assessment of provision, using different assumptions informed by membership information from the golf club and concludes a surplus in provision with no additional provision likely to be required before 2030. There are therefore conflicting views on the adequacy of supply depending on the methodology used.
- The applicant does not propose to replace the golf course with equivalent provision in terms of quantity.
- In terms of alternative provision outweighing the loss of the 18 hole golf course to a 9 hole course, the applicant considers that the proposals would not result in the loss of an open space that is of importance to the character or amenity of the surrounding area and contends that there is current limited public access and amenity. The applicant contends that the proposals would lead to an improved facility and wider gains associated with the indoor water park. They indicate that new landscaping and a 6ha nature trail is proposed as an area of recreation, which has the potential to contribute towards a net gain in biodiversity as required by Local Plan Policy ESD10.
- The proposal would result in the loss of the 18 hole golf course but with retention of a 9 hole course together with alternative recreation provision. The response of the Council's Leisure and Recreation team and England Golf are therefore important in determining whether the benefits of the proposal alternative provision outweigh the loss of the 18 hole golf course.

### **Town Centre Uses**

- The proposal comprises uses which are 'main town centre uses' in terms of the NPPF definition. There is potential for the proposed development to harm the vitality and viability of Bicester town centre contrary to Local Plan Policy SLE2. The level of floor space proposed in the application (above the Local Plan threshold in the Local Plan – Policy SLE2) means that an impact assessment is required. The applicant states that the offer, experience and target audience to all parts of the resort, is different and generally complementary to that of other hotels and / or resorts and therefore there will be negligible to no impacts. The applicant also contends that very few



resorts, resort hotels or conferencing facilities are located within designated town centres and there would therefore be no diversion of expenditure away from centres. The applicant has provided an economic statement showing how there will be a net gain in income to the area, which is relevant, but has not produced an impact assessment to consider quantitative impacts on Bicester town or any centres in line with government guidance. Consideration should be given to the make-up of the proposal in terms of the town centre uses proposed and the potential impact on Bicester town centre.

- Paragraph 86 and 87 of the NPPF state that Local Planning Authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date Plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre.
- Local Plan Policy SLE2 directs retail and other main town centre uses towards the District's town centres. Local Plan Policy Bicester 5 supports town centre uses within Bicester town centre and identifies an 'area of search' as shown on Inset Map Bicester 5.
- The proposals are outside Bicester town centre and the 'area of search' in an out of centre location and therefore in principle inconsistent with local planning policy in terms of the strategy for accommodating town centre uses and supporting the growth, vitality and viability of central Bicester. However the applicant provides a sequential test which considers locations in and outside of the District and sets out their requirements which have led to the selection of the application site. NPPG paragraph 011 Reference ID: 2b-011-20190722 states that the application of the test will need to be proportionate and appropriate for the given proposal.
- Also for the sequential test the NPPF requires that applicants and local planning authorities demonstrate flexibility on issues such as format and scale. NPPG Paragraph: 012 Reference ID: 2b-012-20190722 states that the use of the sequential test should recognise that certain main town centre uses have particular market and locational requirements which mean that they may only be accommodated in specific locations. The applicant highlights that other similar developments are often located away from settlements. It will be relevant to consider the particular nature and requirements of the business/proposal, including how different uses proposed may operate together and the land required in considering the sequential test and application. The District sites considered in the sequential test are appropriate and it shows that the development cannot be accommodated within Bicester.

### **Summary**

- The proposal will provide new leisure and recreation facilities generating social benefits and economic benefits for the local and wider economy through visitor spending and job creation. Part of the golf course will be maintained and enhanced with a new nature trail contributing towards biodiversity enhancement. Consideration should be given to whether the proposal is in a sustainable location as required by Policy SLE3 including in terms of its potential impacts and whether the location can be made

	<p>sustainable. There is general inconsistency with 1996 Policies T5 and C8. However it will be relevant to take into account the particular nature, requirements and impacts of the business/proposal. There is potential inconsistency with policies in relation to adverse impacts on the countryside, settlements, local character and landscape, amenity, and traffic impacts on rural/minor roads. These impacts will be important to determine in concluding on the acceptability of the proposals and whether it is sustainable development. There is potential conflict with the aims of Policy BSC10 and the Council's 2018 strategy identifies that additional golf course provision would be required by 2031 to meet the needs of additional development in the Bicester area. It recommends that existing sites are protected unless the tests in the NPPF are met. The proposals will lead to the loss of part of a golf course where a need is identified in Bicester in recent planning policy evidence. The views of the Council's Leisure and Recreation team and England Golf on whether the benefits of the alternative recreation provision being proposed clearly outweigh the loss of the existing recreation facility will be important in determining whether the proposals conflict with the requirements of the NPPF and policy BSC10. A retail impact assessment should be provided for proposals to be in conformity with Policy SLE2.</p>
<p><b>Policy Recommendation</b></p>	<p>Objection unless planning policy requirements are met.</p>

# Consultee Comment for planning application 19/02550/F

<b>Application Number</b>	<input type="text" value="19/02550/F"/>
<b>Location</b>	<input type="text" value="Land to the east of M40 and south of A4095 Chesterton Bicester Oxon"/>
<b>Proposal</b>	<input type="text" value="Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"/>
<b>Case Officer</b>	<input type="text" value="Clare Whitehead"/>
<b>Organisation Name</b>	<input type="text" value="Public Art"/>
<b>Address</b>	<input type="text"/>
<b>Type of Comment</b>	<input type="text" value="Comment"/>
<b>Type</b>	<input type="text"/>
<b>Comments</b>	<input type="text" value="With the anticipated increase of pressure on the local infrastructure, and residents' limited access to the commercial recreation facility overall, we would expect a contribution to benefit the cultural well-being of the local population to ameliorate this. We would recommend a contribution towards the annual core costs of a strategic public event like the Bicester Festival to engage and benefit both residents and visitors alike. A suggested contribution to the value of ?25K per year over a 3 year period is advised, according to the scale of this development."/>
<b>Received Date</b>	<input type="text" value="18/12/2019 13:28:07"/>
<b>Attachments</b>	

Dear Clare Whitehead

**Application Ref: 19/02550/F – Great Lakes UK Ltd.**

The Ramblers Association promotes the protection and enhancement for the benefit of the public of the beauty of the countryside and other areas by such lawful means as the trustees think fit, including by encouraging the provision, preservation and extension of public access to land on foot.

The Oxfordshire Area of the Ramblers Association objects to the proposed development because of its detrimental impact on the local environment.

The site is currently a golf course with many areas of land, adjacent to greens and fairways, which are beneficial to wildlife. A significant proportion of this valuable amenity will be lost if the development goes ahead. It is impossible to claim that there will be a 30% net gain in biodiversity when well over 50% of the site is going to be turned from managed grassland, rough grassland, scrub & woodland to buildings and hard parking areas. There does seem to be some very creative thinking.

It is noted that the right of way 161/06 is to be diverted from a pleasant route to the side of the A4095 and then by the car park. The new route will be unpleasant for walkers, especially with the noise and pollution from all the extra traffic to the facility if the development goes ahead. The Ramblers will object to the proposed diversion.

Because of the effects of climate change the Ramblers will object to any development which will add to pollution, especially resulting from increased traffic, that will have an adverse effect on our climate.

The development will significantly change the rural character of the area with the visual intrusion of the buildings and the artificial illumination of the development. Even allowing for the noise from the adjoining M40 this development will impact on the rural tranquillity of the area. The development will be out of scale and design with the historic character of the adjoining village of Chesterton.

The Ramblers Association recommends this application is refused.

Yours sincerely

Terry Pollard  
Walking Environment & Access Officer, Oxfordshire Area

Mary Gough  
Chair, Bicester & Kidlington group

# Consultee Comment for planning application 19/02550/F

<b>Application Number</b>	<input type="text" value="19/02550/F"/>
<b>Location</b>	<input type="text" value="Land to the east of M40 and south of A4095 Chesterton Bicester Oxon"/>
<b>Proposal</b>	<input type="text" value="Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"/>
<b>Case Officer</b>	<input type="text" value="Clare Whitehead"/>
<b>Organisation</b>	<input type="text" value="Legal Services Rights Of Way Officer"/>
<b>Name</b>	<input type="text"/>
<b>Address</b>	<input type="text"/>
<b>Type of Comment</b>	<input type="text" value="Comment"/>
<b>Type</b>	<input type="text"/>
<b>Comments</b>	<p>Thank you for consulting us on the above application, having reviewed the planning app documentation we have the following comments: Our comments supplied for the scoping application still remain relevant and should also be considered as part of this full application. "We note that there is a proposal to divert the public footpath route 161/6 which runs directly through the site. The applicant should be advised that the granting of planning consent that requires a Public Path Order (PPO) does not guarantee that a PPO will be made or confirmed. PPO and planning consent are two separate processes. If the application to divert the footpath is unsuccessful the footpath will have to remain accommodated on its current legal alignment. Prior to the applicant submitting a PPO application to us, they are advised to undertake their own extensive consultation in regards to the proposed footpath diversion with affected parties including but not limited to adjacent neighbours to the property, the local Parish Council, the Ramblers Association and Oxfordshire County Council's (OCC) Countryside team and Highways. Evidence that this consultation has been undertaken will need to be provided to us as part of the required justification statement for the diversion. OCC's Countryside team should be consulted further with regards to providing approval of the proposed new alignment, agreed footpath width, footpath surface to be laid and to discuss any new way-marker signage or footpath furniture that may be required on the alternative route. The applicant is asked to note that the district council can only take a PPO application forward if the diversion is required to enable approved development for which this authority has granted planning permission". Furthermore, with regards to the full application we are unable to ascertain from the submitted plans where the proposed footpath diversion will be located on site as there is no mention of this on the proposed site plan. We can see that the proposed buildings will totally obstruct part of the current legal alignment of the footpath route and as such if planning permission is subsequently granted the applicant would need to ensure that a footpath diversion application is submitted at the earliest opportunity and before any building works commence which would cause an obstruction of the current legal alignment. A temporary diversion Order may be required on site to enable development works to commence as legally the footpath route cannot be obstructed or stopped up until a Diversion Order has been made and confirmed. A temporary diversion application (TTRO) should be made to OCC's highways team if this is necessary. The district council have a duty to safeguard existing rights of way wherever possible. If a proposed development necessitates a footpath diversion and the circumstances are sufficiently exceptional to merit planning approval being given despite this, we may be prepared to accept a diversion application. However, for a diversion application to proceed successfully, the applicant must ensure that an enhanced Public Right of Way route is provided which must not substantially inconvenience any user and the new route must be accessible to all types of footpath users. The applicant is advised to view our website page for further information on the PPO process, please follow the attached link: <a href="https://www.cherwell.gov.uk/info/115/planning/476/public-rights-of-way">https://www.cherwell.gov.uk/info/115/planning/476/public-rights-of-way</a> Kind regards Judith Legal Services PRoW JH/013396</p>
<b>Received Date</b>	<input type="text" value="04/12/2019 12:01:08"/>
<b>Attachments</b>	

# SOMERTO

PARISH COUNCIL



Westfield Farm Cottage  
Fenway  
Steeple Aston  
Bicester  
Oxfordshire  
OX25 4SS

Development Management  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury OX15 4AA

28th January 2020

Ref: Great Lakes UK Ltd – Application Ref: 19/02550/F

Dear Sirs,

I wish to strongly object to the above-mentioned application on the grounds that this proposal is not in accordance with the local development plan. There are no material considerations that would warrant planning permission being granted.

It is unsustainable, in an inappropriate location on the edge of a small historic village. The development includes a 900-space car park, indicating a significant reliance on car travel which goes against the Cherwell Strategy of reducing car usage. It will comprise 500,000 square feet of building on a greenfield site, irreversibly removing important green space and disrupting ecological habitats for an abundance of wildlife.

The existing road infrastructure cannot cope with the projected extra 1000+ daily car movements. Chesterton is already a 'rat-run' and experiences major congestion as an escape route during the many traffic issues on the M40 and A34. In addition to several other significant proposals approved in Bicester, its unacceptable routing plans via Middleton Stoney, Weston on the Green and Wendlebury, will seriously affect the already stressed A34, A41, A4095 and B430. This will also result in a significant deterioration in air quality and a substantial increase in noise pollution for local residents.

Parish Clerk : Cathy Fleet  
Tel: [REDACTED]  
Mob : [REDACTED]  
email : parishclerk.somerton@gmail.com

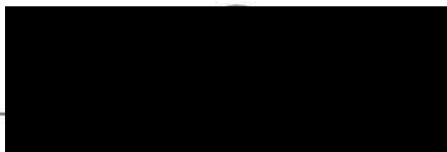
The design of the buildings is neither small scale nor detached and therefore not in keeping with the character of the local area.

Local businesses are already finding it difficult to recruit the employees Great Wolf will be targeting. As such, they will either take employees away from local businesses - a negative economic impact, or they will bring in employment from other areas, thereby increasing traffic movements. With the vast majority of visitors remaining on site, there will be very little (if any) economic benefit to local businesses.

With the loss of 9 holes of a beautifully landscaped golf course, how will they safeguard the remaining 9 holes? Open space provision appears to be rapidly disappearing in Cherwell, which is totally unacceptable when it serves such an important purpose in communities and for well-being. Once again, existing golf users will have to drive further afield to access alternative 18-hole courses, thereby increasing car usage.

For the above reasons, I strongly request that planning permission NOT be granted for this application.

Yours faithfully,

A large black rectangular redaction box covering the signature area.

Alison Smith, Chair Somerton PC

Parish Clerk : Cathy Fleet  
Tel: [REDACTED]  
Mob: [REDACTED]  
email : parishclerk.somerton@gmail.com

**From:** Carmichael Ian <[Ian.Carmichael@thamesvalley.pnn.police.uk](mailto:Ian.Carmichael@thamesvalley.pnn.police.uk)>

**Sent:** 20 December 2019 12:52

**To:** Clare Whitehead <[Clare.Whitehead@Cherwell-DC.gov.uk](mailto:Clare.Whitehead@Cherwell-DC.gov.uk)>

**Cc:** Planning <[Planning@Cherwell-DC.gov.uk](mailto:Planning@Cherwell-DC.gov.uk)>

**Subject:** Planning ref: 19/02550/F. Land to the East of M40 and South of A4095 Chesterton Bicester.

**FAO: Clare Whitehead**

Dear Clare

**Planning ref: 19/02550/F. Land to the East of M40 and South of A4095 Chesterton Bicester.**

Thank you for consulting me on the planning application above. I have discussed the proposals with police colleagues, reviewed the documents and visited the site.

Although I do not wish to object to the proposals, I do have some concerns in relation to community safety/crime prevention design. If these are not addressed I feel that the development may not meet the requirements of;

- The National Planning Policy Framework 2018, Section 12 'Achieving well-designed places', point 127 (part f), which states that; 'Planning policies and decisions should ensure that developments... create places that are safe, inclusive and accessible... and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience'.
- HMCLG's Planning Practice Guidance on 'Design', which states that; 'Although design is only part of the planning process it can affect a range of objectives... Planning policies and decisions should seek to ensure the physical environment supports these objectives. The following issues should be considered: safe, connected and efficient streets... crime prevention... security measures... cohesive & vibrant neighbourhoods.'

The Design and Access Statement (DAS) does contain a significant section on security. However, this lists a number of recommendations and does not say what will actually be delivered in terms of security for the premises, its patrons and employees. This is rather disappointing given that I advised them on appropriate measures etc. at pre-application stage. Furthermore, I am concerned that they have not demonstrated a commitment to applying for Secured by Design (SBD) or Safer Parking Scheme (SPS) accreditation as I recommended.

Therefore, to ensure that these omissions are addressed and that the opportunity to design out crime is not missed, I request that the following (or a similarly worded) condition be placed upon any approval for this application;

*Prior to commencement of development, applications shall be made for Secured by Design and Safer Parking Scheme accreditation on the development hereby approved. The development shall be carried out in accordance with the approved details, and shall not be occupied or used until confirmation of SBD and SPS accreditation have been received by the authority.*

With the above in mind, I offer the following advice in the hope that it will assist the authority and applicants in creating a safer and more sustainable development, should approval be granted:

- All parking areas should incorporate the principles and standards of the British Parking Association's Safer Parking Scheme. Details can be found at;  
<https://www.britishparking.co.uk/Safer-Parking-Scheme/-/Park-Mark>



- Defensible space or a set back from the public realm/semi-private space should be afforded to all ground floor hotel guest room windows. Advice on how best to achieve this and incorporation of other SBD principles and physical security measures recommended below can be found at; <https://www.securedbydesign.com/guidance/design-guides>
- The landscaping scheme should ensure that natural surveillance throughout the development is not compromised. I am also concerned that some trees may impinge upon lighting in future. Tree positions and final growth height/spread should be considered to avoid this. A holistic approach should be taken in relation to landscape and lighting and CCTV, and SBD guidance on all should be followed.
- The fencing arrangements for the entry points to the service area are inadequate. 1.2m high post and rail fencing and vehicle barriers are proposed. Neither will prevent casual intrusion in to what should be secure areas, let alone any determined intruder. The 1.8m weldmesh fencing specified for the southern and western perimeters should be used to enclose these areas by having the runs return to the building fabric at the locations where the inadequate treatment is shown. Gates of the same height and physical specification should be provided also. And, they should be automated and on the facility's access control system. Measures to prevent vehicle intrusion on to any segregated pedestrian routes and open spaces must also be provided.
- A CCTV system that covers all access points (internally and externally) and all parking and service areas as a minimum must be provided. Again, SBD guidance on an operational requirement exercise should be followed prior to specification of a system. This will not only ensure it will be fit for purpose, but would also assist with cost-effectiveness.
- All ground floor and easily accessible windows and doors, plus doors to fire escapes and all hotel guest rooms must meet current SBD standards (BS PAS24 and LPS1175, Issue 8, B3 where appropriate). Any glazing within these units must also have at least one pane that is laminate.
- The reception operation and the physical control of access need careful design to ensure guests are welcomed appropriately, but also that employees and patrons are kept safe and secure. An access management plan should be provided which describes how procedures will tie in with, and make the best use of the physical security that is yet to be specified. With regards to the latter, I consider doors to the hotel ground floor corridors and lift lobby to be inadequate, and at a minimum, I recommend that access controlled doors be provided at; the entrance to the lift lobby (opposite the Barnwood Restaurant), across the hallway leading to the northerly hotel wing at the point where the Staff door emerges on to it, and across the hallway leading to the southerly hotel wing between the Barnwood restaurant and north west wall of the room behind the candy shop.
- Finally, I recommend that a security strategy document is created to clarify what security measures will be provided and how the site will be managed securely prior to any approval being given. To this end I am at the authority and the applicant's disposal to advise on its content.

The comments above are made on behalf of Thames Valley Police and relate to crime prevention design only. I hope that you find them of assistance in determining the application and if you or the applicants have any queries relating to crime prevention design in the meantime, please do not hesitate to contact me.

Regards

***Ian Carmichael***

Crime Prevention Design Advisor | Oxfordshire | Local Policing | Thames Valley Police

Email: [ian.carmichael@thamesvalley.pnn.police.uk](mailto:ian.carmichael@thamesvalley.pnn.police.uk)

Thame Police Base, Wenman Rd, Thame, Oxon, OX9 3RT.

\*\*\*\*\*

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From: [BCTAdmin@thameswater.co.uk](mailto:BCTAdmin@thameswater.co.uk) <[BCTAdmin@thameswater.co.uk](mailto:BCTAdmin@thameswater.co.uk)>

Sent: 12 December 2019 16:29

To: Planning <[Planning@Cherwell-DC.gov.uk](mailto:Planning@Cherwell-DC.gov.uk)>

Subject: 3rd Party Planning Application - 19/02550/F

Cherwell District Council  
Planning & Development Services  
Bodicote House  
Bodicote, Banbury  
Oxon  
OX15 4AA

Our DTS Ref: 57560  
Your Ref: 19/02550/F

12 December 2019

Dear Sir/Madam

Re: Land to the East M40, and Land to the south of the A4095, Chesterton, Bicester, OXFORDSHIRE, OX26

#### Waste Comments

Following initial investigations, Thames Water has identified an inability of the existing FOUL WATER network infrastructure to accommodate the needs of this development proposal. Thames Water has contacted the developer in an attempt to agree a position for foul water networks but has been unable to do so in the time available and as such Thames Water request that the following condition be added to any planning permission. "No properties shall be occupied until confirmation has been provided that either:- 1. All wastewater network upgrades required to accommodate the additional flows from the development have been completed; or- 2. A housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied. Where a housing and infrastructure phasing plan is agreed, no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan." Reason - Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid sewage flooding and/or potential pollution incidents. The developer can request information to support the discharge of this condition by visiting the Thames Water website at [thameswater.co.uk/preplanning](http://thameswater.co.uk/preplanning). Should the Local Planning Authority consider the above recommendation inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Planning Department (telephone 0203 577 9998) prior to the planning application approval.

Swimming Pools - Where the proposal includes a swimming pool, Thames Water requests that the following conditions are adhered to with regard to the emptying of swimming pools into a public sewer to prevent the risk of flooding or surcharging: - 1. The pool to be emptied overnight and in dry periods. 2. The discharge rate is controlled such that it does not exceed a flow rate of 5 litres/second into the public sewer network.

#### Water Comments

Following initial investigations, Thames Water has identified an inability of the existing water network infrastructure to accommodate the needs of this development proposal. Thames Water have contacted the developer in an attempt to agree a position on water networks but have been unable to do so in the time available and as such Thames Water request that the following condition

be added to any planning permission. No properties shall be occupied until confirmation has been provided that either:- all water network upgrades required to accommodate the additional flows to serve the development have been completed; or - a housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied. Where a housing and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan. Reason - The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development” The developer can request information to support the discharge of this condition by visiting the Thames Water website at [thameswater.co.uk/preplanning](http://thameswater.co.uk/preplanning). Should the Local Planning Authority consider the above recommendation inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Planning Department (telephone 0203 577 9998) prior to the planning application approval.

Yours faithfully  
Development Planning Department

Development Planning,  
Thames Water,  
Maple Lodge STW,  
Denham Way,  
Rickmansworth,  
WD3 9SQ  
[Tel:020 3577 9998](tel:02035779998)  
Email: [devcon.team@thameswater.co.uk](mailto:devcon.team@thameswater.co.uk)

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## Rachel Tibbetts

---

**From:** Jeremy Charlett  
**Sent:** 12 March 2020 09:36  
**To:** DC Support  
**Subject:** FW: The Great Wolf Planning Application 19/02550/F

---

**From:** UH Parish Clerk <[parishclerk@upperheyford.com](mailto:parishclerk@upperheyford.com)>

**Sent:** 10 March 2020 19:50

Dear All,

The Upper Heyford Parish Council wholeheartedly objects to the principle of the above listed proposals and are concerned that the application does not take proper account of development plan policies; nor national policy, and neither does it provide proper justification. The Upper Heyford Parish Council's main concerns are the negative landscape impacts of the proposed development and the significant negative traffic impacts on the surrounding areas which are already impacted as a result of the Heyford Park Development.

Upper Heyford Parish Council believe that this is a totally inappropriate development in a rural area and should be refused.

With Kind Regards

Sarah Morgan-Harris  
Clerk to the Upper Heyford Parish Council

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# WENDLEBURY PARISH COUNCIL

*Mrs Jane Olds, Parish Clerk*

13 Oak Close, BICESTER, Oxfordshire OX26 3XD

01869 247171 [clerk@wendleburypc.org.uk](mailto:clerk@wendleburypc.org.uk)

[www.wendleburypc.org.uk](http://www.wendleburypc.org.uk)

Clare Whitehead  
Principal Planning Officer  
Cherwell District Council  
Bodicote House  
Bodicote  
OX15 4AA

15 January 2020

Dear Clare,

Re Planning Application Reference 19/02550/F Great Lakes UK Ltd on Land to the east of M40 and south of A4095 Chesterton Bicester Oxon for "Redevelopment of part of golf course to provide new leisure resort (sui generis) incorporating waterpark, family entertainment centre, hotel, conferencing facilities and restaurants with associated access, parking and landscaping"

The Parish Council wishes to object to the planning application reference 19/02550/F on the following grounds.

## **Planning context**

1. The concept of sustainable development can be interpreted in many different ways, but at its core is an approach to development that looks to balance different, and often competing, needs against an awareness of the environmental, social and economic limitations. All too often, development is driven by one particular need, without fully considering the wider or future impacts.
2. This is an opportunist application which falls outside the current Cherwell Local Plan to 2031. Specifically, non-compliance with Policy SLE3 which requires new tourism development to be located in sustainable locations.
3. This proposal seeks to take advantage of the perceived easy access to the proposed site via the M40 Motorway junction 9 and 10, the A34, the A41, A43, A4421 and the A4095.
4. Wendlebury and Chesterton Parishes are close neighbours and suffer from the cumulative effect of piecemeal developments in Bicester with no mitigation. This application has the potential to further undermine their ability to maintain a sustainable quality of life in their communities.
5. The three overarching objectives of the planning system to achieve sustainable development as outlined in the NPPF (economic, social & environmental) are not

met. Cherwell Planning Committee will need to satisfy itself that this application will

- maintain or enhance the intrinsic character of the countryside and conserve its natural resources, (Para 170 NPPF)
- safeguard the distinctiveness of its landscapes, its beauty, the diversity of its wildlife, the quality of the rural villages, its historic and archaeological interest, enhancing the use of agricultural land and recognise the interdependence of urban and rural policies.

The direct concerns of Wendlebury Parish are as follows:

### **Flooding and Drainage**

1. The effect of drainage changing hydrology. The development should not increase flood risk.
2. A significant contributing factor to the flooding in Wendlebury arises from existing drainage ditches which run out from the Golf club and pass under arable land in a drainage pipe and subsequently flows through Little Chesterton to join a stream from Simms Farm (on the other side of the M40) that goes on to flow into Wendlebury Brook. The proposed hard surfaces of the hotel, car park and other facilities will increase the volume of storm water flowing down the stream through Little Chesterton and increase the risk of flash flooding in Wendlebury.
3. The applicant's drainage proposals are site specific, and the mitigation works proposed by the applicant will not address this flooding risk.

### **Transport issues**

1. The traffic modelling has been used with the sole objective of reducing traffic impacts from the M40 Junction 9, the A41 and Vendee Drive to the east of this development. In response to representation by Parish Councils at a consultation event, the applicant has amended the proposals to direct traffic down the A34 from Junction 9 and redirect via Weston on the Green. However, satellite navigation systems are more likely to direct traffic from either Junction 9 or 10 to the site.
2. The Parish Council believes there are flaws in this assessment, as traffic modelling is only designed to predict traffic flows for strategic routes and has not appeared to have taken account of all the developments in the area which have been given planning permission but are not currently in progress.
3. Policy ESD1 states that the development should seek to reduce the need for travel by car and make full use of public transport, walking and cycling. The very nature of this development relies on car use.
4. Certainly, no account appears to have been taken to consider the impact of the increase of traffic on the A41, and the wider impact on the local road structures, specifically the Vendee Drive roundabout.



5. Planning Committee should not support this application as the roads that serve it are unsuitable rural roads

I trust that this is of assistance to you and the Planning Committee.

Yours sincerely,

Jane Olds

# WESTON ON THE GREEN PARISH COUNCIL

[www.westononthegreen-pc.gov.uk](http://www.westononthegreen-pc.gov.uk)

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*Clerk:* Mrs Jane Mullane

*Please reply to:* The Clerk

Clare Whitehead  
Case Officer  
Development Management  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury  
OX15 4AA

4<sup>th</sup> January 2020

Dear Ms Whitehead

## **Great Lakes UK Ltd Planning Application No. 19/02550/F**

Weston on the Green Parish Council wish to **Object** to the above planning application. The proposal is not in accordance with the local development plan and there are no material considerations that would warrant planning permission being granted.

We would note our reasons for rejection as below:

### **1. Contrary to Local Development Plan**

This proposal is contrary to the Cherwell Local Development Plan and to its strategic aims for i) sustainable development in an historic landscape; ii) preservation and enhancement of biodiversity; iii) reduction in the use of private motor vehicles and their effect on climate change. The impact of this development on the extended local area (including several neighbouring parishes) is so large that there is no overall mitigation that should allow planning permission to be granted.

We note that the proposed site is not located within any defined settlement boundary, and thus is within the open countryside. The site is not allocated for any development in the adopted Development Plan and thus is contrary to an adopted and up to date plan, which commands full weight in the decision-making process. The site is also shown on the Green Infrastructure theme map (maps at Appendix 5 of the Local Plan) as an existing 'Outdoor' Sports Facility (protection of existing sites falls under Policy BSC 10). The proposals would be contrary to Policy ESD 13 in as much as they would cause, at the very least, undue visual intrusion into open countryside. The preamble to this policy also highlights Bignell Park and the Roman roads around Bicester as features of value; the proposals would affect the setting of the park and these roads.

### **2. Sustainability Issues**

The proposed development expects to house 3,190 guest residents in a total of 498 hotel rooms at any one time, supported by parking for 902 vehicles (of which only 90 are for electric vehicles). The water park will be built using hard, brightly coloured plastics; the

hotel complex will have a massive energy requirement, only a fraction of which will be sustainably generated; the traffic movements (for guests arriving and departing and for hotel support service vehicles) will stretch the local road structure to breaking point and significantly affect the lives of residents in surrounding villages (most impact will be in Chesterton) including Middleton Stoney, Weston-on-the Green, Little Chesterton, Bletchington, Kirtlington and Ardley. **Reliance on private vehicles and the increase in heavy service vehicles is directly contrary to the Cherwell Local Plan policies TR2 and TR16.**

### **3. Landscape and Ecological Impact**

The planning proposal is for a built-over area of 500,000 ft<sup>2</sup> including a 4-storey residential block and large areas of ground covered in hard surfaces for parking and pedestrian/service access. Remaining green areas will be intensively managed using herbicide weed control, lifted tree canopies, removal of ivy from trees. The impact of this in the existing rural environment will be to break existing links with natural habitats e.g. animal trackways; deter wildlife due to increased human activity and noise, light and air pollution; destroy microhabitats for native plants (including wildflowers) and insects (including pollinators). **Extreme revision and management of the rural landscape is contrary to Cherwell Local Plan policies EN27, EN30, EN31, EN34 and EN35.** The proposed remodelled landscape projects a sanitized pastiche of an English countryside and will do nothing to preserve natural species.

### **4. Traffic Impact**

The Transport Assessment submitted to support the application uses data and assumptions that we state have significant flaws:

- Great Wolf has advised that the average stay is currently 1.6 days and this leads them to assume that they will see relatively even turnover levels through the week.
- It confirms that the proposed site will act as a family resort and the majority of guests will be families with children.
- Signage from the site will direct visitors to J9, A34 and the B430 but then suggests only 50% of car visitors will use this route.
- The traffic data only includes 5 planned development schemes and fails to take into account other significant developments with planning permission.
- The comparisons are made to Center Parcs who operate a significantly different model with fixed changeover dates and longer stays of 3-7 nights.
- Construction traffic will not be directed through Chesterton leaving the only option as the B430.

As Great Wolf have confirmed that the average stay is likely to be 1.6 days and that the site will act as a family resort it is unlikely that changeovers will be spread evenly through the week. Most visitors will be coming for the weekends with arrivals focused on Friday and departures on Sunday/Monday. Families with children are unable to take their children out of school and so will have to travel on a Friday afternoon arriving in the middle of peak rush hour. This will significantly impact peak travel traffic, which is already notoriously bad on this part of the road network.

The proposal suggests that signage will be advertised solely for access using the A34 from J9 and along the B430 to junction with B4095. Despite this, the traffic data within the proposal only assumes that 50% of journeys will flow down the B430 to the A34 when in

fact this proportion will be significantly higher. The majority of visitors will follow the signage and it will be much higher than 50%.

The traffic charts within the Traffic Assessment assume that virtually no one will use Church Lane/Road in Weston on the Green as a route to access the site. On the numerous occasions that there is an issue at the A34 / M40 J9 junction we see volumes of traffic utilising this small village road as a cut through to avoid A34 gridlock. This will increase danger to residents in the village with it being the main road through the centre of the village. The traffic data in the proposal fails to recognize this and the impact that this proposal will have on a small village and rural roads.

The assessment uses comparisons to Center Parcs to justify its traffic assessments. At the same time it confirms that the model is very different and so should not be used to justify likely arrival/departure times for the proposal.

Within the current proposal OCC had only identified 5 planned development schemes which should be included in the analysis. It fails to include the 700 homes being added at Kingsmere Phase 2. Vehicles from this site will utilise Chesterton and the B430 as a cut through to the A34 and increase traffic through the villages. It also fails to include the distribution centre / business park, Axis J9, which may also utilise Chesterton, Middleton Stoney and the B430 to access the A34 / A40 / A44 and areas West.

In the application absolutely no traffic is projected to cross the B430 at the A4095 junction and continue further west on the A4095 towards Witney / Blenheim Palace / Cotswolds or to cut up other west leading roads at Weston on the Green, Akeman Street, Bletchington (via A34 and Islip Road) or Middleton Stoney trying to tourist areas via A40, A44 and the Cotswolds, which is clearly wrong and misleading with modern satnavs.

### **Construction Traffic**

Construction traffic will be directed to use the B430 and not the Chesterton route. There is a weight limit on the bridge crossing the A34 from the B430 to head South, which means that lorries exiting the site will need to travel back up to the J9 M40 roundabout to go South on the A34. This will put further pressure on a junction that Highways England, in its latest report have admitted is failing. The Transport assessment suggests that this junction will still be within its theoretical limits, however traffic on this junction already exceeds the capacity for this junction. Alternatively HGV's will try to use Church Lane/Road, a tiny village road, as an exit point to join the A34 further south towards Islip.

### **5. Lack of Economic Benefits for Cherwell and Local Area**

This proposal is contrary to Cherwell's strategic aim of prioritising Knowledge Based business investment as a priority, thereby offering employment supporting the 'Knowledge Economy'.

The proposed hotel rooms are only available to Great Wolf resort guests. This does not assist the growth of other businesses in the areas providing employees with a place to stay overnight and therefore does not add to 'rooms' in the area.

There is no local businesses support in Weston on the Green to the scheme that would reinforce Great Wolf's suggestions of economic benefits. Great Wolf aims to keep all guests on site to use their restaurants, bowling alleys, retail shops etc. so economic benefits would be retained by Great Wolf and not shared with local businesses in the local area.

Local businesses are already finding it hard to recruit Hospitality industry employees that Great Wolf will be targeting. As such, Great Wolf will either take scarce employees away

from local businesses, which will have a negative economic impact, or they will have to bring in employment from other areas therefore increasing traffic movements.

## **6. Design**

It is an inefficient and therefore bad design. The building is a 3 and 4 storey design but considered to be relatively not visible. The buildings and car parking are spread across the site having significant urbanising impact on this rural location.

This scheme comprises of a total floor area of 500,000 sq. ft. in overbearing large blocks, not in-keeping with the local area. If CDC were to allow schemes in such a location they should be of small scale, detached buildings at low height (similar to the existing Golf Club), enhancing the character of the local area as outlined in Cherwell Council's Countryside Design Summary, 2008. (This square footage is twice the size of Bicester Village) and similar to the proposed Axis Jct 9 development.

The proposed public outdoor space on site will be right next to a major motorway (unhealthy due to noise and fumes).

## **7. Lack of Consultation**

With potentially over 2,000 visitors each day, this proposal will have a significant impact on the area therefore Great Wolf should have worked with Cherwell to be allocated a site through the correct local plan process. This is a speculative planning application in the wrong location and should be refused on this basis.

## **8. Air/Noise Pollution/Quality/Water table**

We remain concerned with the resultant deterioration in air quality and noise pollution from additional traffic, construction and service vehicles.

An enormous amount of water will be used from Cherwell's already short supply, whilst drainage of water treated with chemicals could pollute our already overwhelmed waste system. Cherwell's own consultant (Tyrens) refers to the need to "reduce water demand in this highly water stressed area".

We see that the Thames Water Report supports only 50 of the 500 rooms from the existing water supply. How will the huge use of water affect Weston on the Green? We don't know because a study has not yet been done. This is not something that can be sorted after outline permission is granted but we believe instead must make up part of any initial planning application.

The Parish Council hope and expect that the above points added to the strong local opposition, as shown by the high level of local activism, will mean that this speculative application will be duly rejected by the Council.

Yours sincerely

Diane Bohm  
Chairman

**On behalf of Weston on the Green Parish Council**