

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

**District:** Cherwell

**Application No:** 19/02708/OUT

**Proposal:** Outline:- Provide new employment units comprising B1 (Business), B2 (General Industrial), B8 (Storage) and DI (Education) uses with ancillary offices, storage, display and sales, with all matters reserved except for access

**Location:** Bicester Heritage, Buckingham Road, Bicester

**Response date:** *28<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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## **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 will be required to cover the extra monitoring and administration associated with the S106 agreement. The amount will be based on the OCC's scale of fees and will be adjusted to take account of the number of obligations and the complexity of the S106 agreement.
- **OCC Legal Fees** The applicant will be required to pay OCC's legal fees in relation to legal agreements. Please note the fees apply whether an s106 agreement is completed or not.

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## Transport Schedule

### Recommendation:

#### **Objection for the following reason:**

- The county council does not consider that the application demonstrates that appropriate opportunities to promote sustainable transport modes have been fully taken up, as required under para 108 of the NPPF. The proposals do not accord with the approved Planning Brief which sets out that 'proposals for the whole site will be sought...that set out the vision and overall masterplan', as required under Policy BIC 8. The County Council therefore objects to the application.

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>
Strategic Transport Contribution	£219,397	August 2019	Baxter	Strategic Transport Infrastructure improvements outlined under Policy BIC 1 of the Local Transport Plan 4 – Dualling of Eastern Perimeter Route, Skimmingdish Lane section.
Highway works 1	TBC	TBC	Baxter	Contribution towards junction capacity mitigation scheme at Banbury Road / B4100 / A4095 roundabout junction.
Highway works 2	TBC	TBC	Baxter	Improved connections between the site, Bicester's trains stations and the town centre
Traffic Reg Order <i>(if not dealt with under S278/S38 agreement)</i>	£6,240	January 2020	RPI-x	Two new TROs for the mandatory left-turn egress at the site access junctions (£3,120 x 2)
Travel Plan Monitoring	£2,040	January 2020	RPI-x	To enable the Framework Travel Plan to be monitored for a period of 5 years following occupation.

## **Key Points:**

- The county council does not consider that the application demonstrates that appropriate opportunities to promote sustainable transport modes have been taken up, as required under para 108 of the NPPF.
- Details of connections between the FAST site at the wider masterplan site are required.
- Given the well-known extent of planned development at the Bicester Motion site, the county council considers that a comprehensive sustainable transport strategy is required setting out how sustainable access to all aspects of the masterplan site is to be enabled and how access to the town, stations and bus services as a whole will be improved to enable the planned growth.
- The proposed FAST site is not as well located in terms of access to sustainable transport as other areas of the wider Bicester Motion site, however options for sustainable travel to the site could be made available for future occupiers and visitors.
- An agreed approach to the delivery of mitigation schemes at the A4421 Buckingham Rd / A4421 Skimmingdish Lane / Buckingham Road / A4095 roundabout and the A4421 Skimmingdish Lane / Launton Road / Care Home roundabout junctions is required in order to minimise disruption to the highway network, considering the mitigation schemes already permitted at those junctions from previous planning consents at the Bicester Motion site and expected further development at the site.
- While the county council does not support the creation of a new vehicle access onto Skimmingdish Lane, this does not constitute a reason for objection.
- A strategic transport contribution is required.
- The proposal to create a pedestrian / cycle route on the historic line of the old airfield railway is welcomed.
- A Construction Traffic Management Plan is required.
- Amendments to the submitted Framework Travel Plan will be required.

## **Comments:**

### **Policy**

It is considered that the following policies (not exclusive) are particularly relevant to this application:

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

Revised NPPF para 108:

“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 103:

“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.”

### Cherwell District Council

Cherwell Local Plan Policy SLE 4: Improved Transport and Connections:

“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.”

The Cherwell District Council Infrastructure Development Plan supporting the Cherwell Local Plan states that, for Skimmingdish Lane dualling and signalisation of junctions, the improvements to strategic highway capacity are prioritised as critical in the medium to long term.

### Oxfordshire Local Transport Plan 4 (LTP4)

Policy 03:

“Oxfordshire County Council will support measures and innovation that make more efficient use of transport network capacity by reducing the proportion of single occupancy car journeys and encouraging a greater proportion of journeys to be made on foot, by bicycle, and/or by public transport.”

Policy 04:

“Oxfordshire County Council will prioritise the needs of different types of users in developing transport schemes or considering development proposals, taking into account road classification and function/purpose, the characteristics and function of the place and the need to make efficient use of transport network capacity.”

Policy 17:

“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](#).

Oxfordshire county council’s Local Transport Plan 4 Bicester Area Strategy includes proposals for improvements to the Eastern Peripheral Corridor to which the site connects. 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... ..delivering effective peripheral routes around the town.

Eastern peripheral corridor: upgrade to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area. This scheme will improve the operation of this section of the eastern perimeter road and enhance the integration of the North East Bicester Business Park site with the rest of the town. This will include improvements to the Buckingham Road / A4221 junction to provide the necessary capacity for the additional trips generated from nearby employment and residential development, as well as support the heritage tourism development of the neighbouring Former RAF Bicester site.”

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”

### **Transport Innovation**

Given the nature of the proposed development and it's intended use, would be worth exploring whether there are any opportunities to work with the county council's iiHub Team, who specialise in innovative projects for the county.

In particular, there is a Maas Cav study in Bicester. It is generally expected that Connected and Autonomous Vehicles (CAVs) will be part of the whole Mobility as a Service (MaaS) solution and this study is designed to understand better what their best role within an integrated transport system is.

Its findings are proposed to be scaled out across Oxfordshire, other regions in the UK and abroad.

To find out more and see if there are any potential opportunities to work with the team, please contact [cav@oxfordshire.gov.uk](mailto:cav@oxfordshire.gov.uk).

### **Accessibility**

The site is located in the southeast corner of the wider Local Plan allocation site, Bicester 8 former RAF Bicester and is to primarily be accessed from Skimmingdish Lane.

It is vital that, internally, the site provides good accessibility for pedestrians and cyclists and that high quality and direct connections between the site and the wider masterplan area are provided. It is essential that a sustainable transport connection between the site and through the Technical Site and / or New Technical Site is provided to enable a direct route to the pair of bus stops on Buckingham Road. Details of pedestrian and cycle connections between the FAST site and the wider masterplan site are required.

Given publicly known future ambitions to develop the wider Bicester 8 (Bicester Motion) site, the county council considers that a comprehensive sustainable transport strategy for the masterplan site must be developed setting out how all areas of the masterplan will be made accessible by sustainable transport. In this context, the county council considers that improvements to pedestrian and cycle access between the allocation site, the town centre and train stations need to be explored, as well as how access to bus services can be improved.

This is supported by Policy BIC 8 of the Local Plan which states that: *'All proposals will be required to accord with the approved Planning Brief for the site and take into account the Bicester Masterplan.'*

The Planning Brief sets out that *‘Comprehensive proposals for the whole site will be sought. A planning application for the whole site will be required that sets out the vision and the overall master plan.’*

The proposed FAST site is not as well located in terms of access to sustainable transport as other areas of the wider Bicester Motion site, however improved options for sustainable travel could be made available for future occupiers and visitors to both the FAST site and the wider allocation site with a comprehensive sustainable transport strategy. The county council does not consider that the application demonstrates that appropriate opportunities to promote sustainable transport modes have been taken up, as required under para 108 of the NPPF, and therefore objects to the application.

The county council has a feasibility study for a shared use facility on Buckingham Road into the town which would better connect the site with Bicester North Railway Station and Bicester Town Centre. Contributions towards delivering this kind of mitigation will be required in order to accommodate the planned growth at Bicester Motion.

Consideration of interactions with other leisure-based destinations, such as Bicester Village should be considered, including connections with sustainable transport hubs and potential for use of variable message signing in traffic management / event day management. Suggestions for partnering on testing innovative solutions and pilots will be welcomed, such as for electric bikes or autonomous vehicles.

The bus stops located on Sunderland Drive are around 1km from the centre of the development site taking account of the proposed walking route. These stops are currently served by the S5 Bicester – Oxford service which operates on a twice hourly frequency during the day.

Assuming pedestrians would be able to pass through the Technical Site and / or the New Technical Site, the pair of bus stops on Buckingham Road at the main Technical Site access could be accessed at a distance of around 850m from the centre of the FAST site. These stops are served by the X5 Oxford – Bicester – Buckingham – Milton Keynes – Cambridge service which also operates on a twice hourly frequency. These stops could therefore be accessed within what is considered an ‘acceptable’ walking distance for commuting purposes however further details of connections through the masterplan site are required to provide comfort that this would be the case.

### **Access**

The TA sets out that a new vehicle access is to be created at the southeast corner of the site from Skimmingdish Lane. This is to be the main vehicle access to the FAST development. The access is to include a ghost right-turn island and allow all movements into the site. The access will prohibit vehicles leaving the site from turning right across Skimmingdish Lane by deflecting traffic using a splitter island and road markings, meaning that all traffic leaving the site and needing to travel west on Skimmingdish Lane will be required to turn at the Launton Road / Care Home / Skimmingdish Lane roundabout. This impact has been taken into account in the modelling of that junction (see ‘Traffic Impact’ section below). A Traffic Regulation Order would be required in order to legally prohibit right-turns from the site onto Skimmingdish Lane.



It is intended that this access is to be controlled and therefore some form of gate or barrier would be required. Given the speed and nature of Skimmingdish Lane it is vital that any such barrier is sufficiently located within the site to ensure that any waiting or queueing vehicles (including HGVs) do not obstruct the carriageway.

It is also proposed that the existing access which is currently used by the glider club will be retained and upgraded to a similar layout - enabling all movements to access the site and prohibiting right-turns from the site, a TRO would also be required for this site access. The TA sets out that this access is intended to be used by visitors to the wider masterplan site, along with vehicle access junctions along the Buckingham Road.

Throughout pre-app discussions the county council has stated that it considers that a new access from Skimmingdish Lane is unnecessary and that the existing gliding club access should be utilised for the development.

The TA sets out that the new access is required to separate staff and visitors to the FAST site from those visiting the wider masterplan site. The county council continues to consider that this could be effectively managed from within the site, with many visitors to the wider masterplan site accessing the site from Buckingham Road in any event, and that the new separate access to the FAST development is not absolutely necessary. This is particularly the case given the strategic improvements identified for Skimmingdish Lane outlined in LTP4 policy BIC 1 (see section on Skimmingdish Lane below).

However, while the county council does not necessarily support the creation of another access into the site from Skimmingdish Lane, it is not considered that this is a sufficient reason to object to the development.

Pedestrian and cycle access to the site is to be taken from the existing gliding club access with an informal tactile crossing with a pedestrian / cycle refuge island providing access to the footway / cycleway on the south side of Skimmingdish Lane. This form of crossing is considered appropriate for the for the likely number of crossing movements per day in this location. A short section of shared use footway / cycleway is to be provided between this crossing point and the site access on the north site of Skimmingdish Lane. The pedestrian / cycle connection will continue on within the site towards the FAST development site.

### **Skimmingdish Lane**

Provision of strategic transport infrastructure for Bicester, as set out in the Cherwell Local Plan and Local Transport Plan 4 is necessary to satisfactorily accommodate the increased demand on highway infrastructure arising from proposed development. Without improvement of infrastructure the severe congestion impacts of cumulative development would not be appropriately mitigated.

A core principle of the Bicester transport strategy for many years has been to have functioning peripheral roads to encourage cars and other motorised vehicles to use these roads to drive around the town or to external destinations, rather than through the central corridor. The pattern of movement over the years and distribution of growth

has increasingly put pressure on the Eastern Peripheral Route. Future year assessments show that without measures to increase link and junction capacity along this corridor, there will be severe congestion with an impact on the overall transport strategy.

As part of this strategy, it is proposed to dual Skimmingdish Lane past the site and this has undergone a high-level study to understand its benefits and justify the requirement for delivering Local Plan Growth. However, an options appraisal of the potential alignment of the dual carriageway has not been undertaken and so it is not yet understood what the extent of third-party land take will be in order to deliver the scheme.

Intensification of access from Skimmingdish Lane is not desirable, due to the strategy to dual the road. In these circumstances the junction could only be left-in, left-out, with appropriate acceleration and deceleration flares or may not even be possible at all depending on the eventual scheme layout.

The site abuts the highway boundary and so it is difficult to determine what the future impact of such a scheme would have on the site or visibility from a site access onto Skimmingdish Lane. This should be taken into account in consideration of the location of the built area of the site, in order to reduce the potential visibility constraint between the access and Skimmingdish Lane.

### **Traffic Impact**

The trip rate for the proposed development has been derived from surveys taken at the existing Technical Site. This approach is acceptable on the understanding that the use of the proposed units will be restricted to that of a similar nature to the Technical Site, primarily as a campus dedicated to motoring and aviation or similar use as permitted under Policy Bicester 8. A planning condition is requested to ensure this.

This trip rate indicates that the proposed development would be anticipated to generate around 171 two-way trips in the AM peak hour and 155 two-way trips in the PM peak hour.

These trips have been distributed across the local highway network using a gravity model and taking account of the proposal for the site access to restrict right-turns from the site.

The trips have then been added onto traffic flows provided from the Bicester area SATURN model with a future assessment year of 2026, along with trips from recently permitted developments, including those across the wider Bicester Heritage / Bicester Motion site. The total traffic flows have then been used as inputs into junction capacity assessments to determine the development's impact upon those junctions.

The junction capacity assessments have highlighted the need for capacity enhancements at the following junctions in order to mitigate the development's otherwise severe impact on those junctions.

- A4421 Buckingham Rd / A4421 Skimmingdish Lane / Buckingham Road / A4095 roundabout junction.

- B4100 Banbury Road / A4095 Southwold Lane / A4095 Lords Lane roundabout junction
- A4421 Skimmingdish Lane / Launton Road / Care Home access roundabout junction

Mitigation schemes have been presented by the applicant for each of these junctions.

Mitigation schemes at the A4421 Buckingham Rd / A4421 Skimmingdish Lane / Buckingham Road / A4095 roundabout and the A4421 Skimmingdish Lane / Launton Road / Care Home roundabout junctions are considered necessary to mitigate the development's traffic impact. However, there is a need to limit the number of works taking place at these junctions to avoid unnecessary disruption to the highway network, bearing in mind the S278 mitigation schemes at these same junctions already permitted and required to mitigate the impact of the approved hotel development at the Bicester Motion site.

Furthermore, the proposed mitigation schemes for this (FAST) application do not take account of forthcoming applications that are expected associated with the wider masterplan, meaning further mitigation may be required at the same junctions, causing further disruption to the network and, potentially, abortive works. An agreement is therefore required on an approach to delivering the mitigation that is required for all these developments while limiting the impact of works at these junctions.

Minor alterations to these mitigation schemes will be required, for instance the proposed hatching at the existing deceleration lane on the east side of Buckingham Road will need to be altered to take account of the bus stop, however details such as these can be worked through at the detailed design S278 stage.

As noted in the TA, the county council is collecting developer funding contributions towards a mitigation scheme for the B4100 Banbury Road / A4095 Southwold Lane / A4095 Lords Lane roundabout junction. Therefore, rather than the developer implementing a smaller scale 'nil-detriment' mitigation scheme, it is considered fair that a financial contribution to the equivalent value of the cost of the proposed mitigation scheme is made towards the larger-scale mitigation scheme that OCC is collecting towards. This financial contribution would be pooled with S106 developer contributions already secured towards that scheme and used to supplement forthcoming funding streams that become available (e.g. Bicester Garden Town funding).

*Note: While previous Transport Assessments submitted with recent development proposals at Bicester Heritage have also shown an impact at this junction, financial contributions were not previously secured against this mitigation scheme from those applications. This is because, at the time of those applications, CIL regulation 123 restricted the county council's ability to collect more than 5 developer contributions towards the same scheme. This regulation has since been amended to remove the pooling restriction.*

### **Strategic Transport Improvements**

Traffic from this site would contribute directly to the severe cumulative congestion impact on the Eastern Peripheral Route around Bicester. A Strategic Transport Contribution is requested towards the delivery of the dualling of the Skimmingdish

Lane section, in addition to the delivery of the interim mitigation schemes proposed. Any direct local mitigation requirement should be considered separate from this strategic mitigation contribution required for dualling Skimmingdish Lane by 2031. It is not a case of one or the other, due in part to the development opening year likely being in advance of the strategic scheme.

It has been established through traffic modelling, including that undertaken for the Transport Assessments supporting these applications, that the Eastern Peripheral Route is forecast to increasingly operate over capacity in future year assessments. Any additional traffic generated from development along this route will therefore contribute directly towards the established severe impact of cumulative traffic growth along this corridor. Indeed, the modelling undertaken in support of these applications has highlighted the need for local highway schemes to provide safe and suitable access to the site due to local highway capacity constraints. These schemes do not address the developments' contribution towards the strategic impacts of cumulative traffic growth in Bicester.

It is now well known that extensive further development is now planned at the Bicester Heritage site (Local Plan allocation Bicester 8), which will further contribute towards the severe cumulative traffic impact of development in this part of Bicester. All development at this allocation site therefore is, and will be, required to contribute towards strategic transport improvements to mitigate the cumulative impact of this growth.

A cost per peak hour trip was used in order to determine the level of strategic transport contribution recently secured from the Bicester Heritage New Technical Site and Hotel applications (£631.15 per peak hour trip). It is considered fair and reasonable to apply the same formula in determining the level of contribution sought from this current application. Applied to the 326 peak hour trips generated by the proposed development, this equates to a contribution of £205,755 (index linked to September 2016).

### **Car and Cycle Parking**

I note that the level of car and cycle parking to be provided is proposed to be in line with the County Council's parking standards.

Details on the location and layout of the car and cycle parking will be required with the subsequent reserved matters application(s). I note however that all cycle parking is to be covered and suitably located as close to the main building entrances as possible.

### **Public Rights of Way**

The proposal to create a pedestrian / cycle route on the historic line of the old airfield railway is welcomed as this will open up some access to historical and cultural aspects as well as increasing awareness and participation in the wider modern site. It will be important for there to be onward connections so that this route works as a standalone route and then can be extended as the rest of Bicester Motion site is developed.

By itself this proposal does not achieve the aim of reconnecting the public rights of way that were truncated by the airfield many years ago and the development for larger Bicester Motion site should enable that reconnection.

At this stage for specification reference is made to the walk and cycle design guides produced by Oxfordshire County Council. This may be more relevant depending on whether the trail is intended to be managed as part of public open space or if it is to be adopted as cycle track or dedicated as a public right of way. Although some level of screening by fencing and vegetation is expected, as wide a route as possible is requested to enable the route to feel open, welcoming and safe for users with good visual access to the airfield site.

Further discussions about this route or wider Bicester Motion site are welcomed

### **Travel Plan**

The submitted Framework Travel Plan has been checked by the county council's Travel Plans team against the council's approved guidance. Their comments on the submitted framework travel plan are included below:

The submitted Framework Travel Plan will require some further development in line with the comments below.

- Para 1.1.1 - In terms of what the site will consist of, could more detail be provided of the likely make up of the site and what it will be used for. The information included already makes it difficult to gain a picture of what this development will look like in terms of who will be using it and what activities will take place there. It will be necessary to include projections of the likely number of employees and visitors that the site is likely to attract on a day to day basis. In terms of parking, cycle parking and other facilities, details should be included.
- It should be noted that individual occupiers that need to develop their own travel plans will be expected to do so within three months of them occupying their premises. All references to six months which are contained in the FTP will need to be changed.
- Section 4 - as part of the framework travel plans commitment to encouraging sustainable travel to and from the site a travel information pack (TIP) should be developed which will be given to all future employees at the recruitment stage. This will explain all the travel options open to them and outline any incentives which are offered to encourage and support sustainable travel to and from the site such as the Cycle2Work scheme.
- Para 4.6.1 - The commitment of the FTP will be for a period of five years from full occupation of the site. The role of the framework travel plan coordinator (FTPC) is to oversee the day to day operation of the FTP and to ensure that individual occupiers are made aware of their travel plan obligations and to ensure that these are met.
- Para 5.3.4 - The idea of the FTP is that it sets the targets for the site as whole which future occupiers will work towards achieving. It will be necessary to include targets for each year in which a survey will take place for all modes in both numbers and percentages. Separate targets will be required for employees based at the site and visitors. Some indication of the likely number of employees that will be based at this site as well as projected visitor numbers will need to be included in the FTP.

- Para 6.2.2 - Future occupiers will be required to develop and submit their own Travel Plans within three months of occupation. This will include carrying out their own baseline travel surveys.
- Section 7 It will be the Framework Travel Plan Coordinator's role to ensure that future occupiers adhere to the monitoring responsibilities outlined in the FTP. The minimum monitoring requirement is to carry out a survey every other year once the baseline survey has been completed. It will be the FTPCs role to check the results of these surveys against the targets of the FTP. The FTPC will check the survey results against targets and suggest remedial measure if they are not being met.
- Para 7.4.1 - OCC no longer provides survey templates so a bespoke template will have to be included in the FTP appendices.
- Para 7.4.5 - Apart from the baseline survey, a monitoring report will be required a month after any travel survey has taken place. These monitoring reports should be sent to the Travel Plan Team at Oxfordshire County Council.
- Section 8.2 - Individual site occupiers will be expected to develop their own action tables which will be specific and relevant to them so the action table contained within the FTP will be limited to the FTP. The travel information pack for the site will need to be developed by the FTPC and made available to all future occupiers so they will be able to use it at the recruitment stage before any travel habits have been established. For ease of use they should be offered the choice of receiving it electronically which will include links to transport operators web sites for the latest fare and timetable information.
- The FTP appendices should contain a site plan which clearly shows access points, cycle parking etc.

A link to the county council's Travel Plan guidance is included below.

<https://www2.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/newdevelopments/TravelAssessmentsandTravelPlans.pdf>

**\$106 obligations and their compliance with Regulation 122(2) Community Infrastructure Levy Regulations 2010 (as amended):**

**£219,397 Strategic Transport Contribution** indexed from August 2019 using Baxter index

**Towards:**

Local Transport Plan Bicester Area Strategy Policy BIC 1 scheme:

*'Upgrade link to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area.'*

The contribution would be used towards the dualling of the Skimmingdish Lane section of the above scheme.

**Justification:**

Bicester Area Strategy Policy BIC 4 in the County Council's Local Transport Plan 4 states that:

*“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”*

Cherwell Local Plan Policy SLE 4: Improved Transport and Connections states:

*“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.”*

Local Transport Plan 4 Bicester Area Strategy Policy BIC1 identifies the scheme to:

*“Improve access and connections between key employment and residential sites and the strategic transport system by:*

*“Upgrade link to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area. This scheme will improve the operation of this section of the eastern perimeter road and enhance the integration of the North East Bicester Business Park site with the rest of the town.”*

*“Delivering effective peripheral routes around the town... Southern peripheral corridor: provide a South East Perimeter Road to support the significant housing and employment growth in Bicester. In the longer term, link capacity issues along Boundary Way are assessed as being a major transport issue for the town. Land is safeguarded at Graven Hill for the section of road to the south of this site, joining the A41 at the Pioneer Road junction... ..The solution will also include a new link through the South East Bicester development site from the A41 Pioneer Road junction up to Wretchwick Way, providing connectivity through the site, in particular for buses.”*

This clearly demonstrates that the Strategic Transport Contribution for Bicester Heritage is well supported in policy terms and is required to make the development acceptable in planning terms.

Strategic transport infrastructure for Bicester is needed to support the Cherwell Local Plan (2011-31) allocation in Bicester and is set out in the Local Transport Plan 4. Without strategic capacity measures and improvement of infrastructure the detrimental cumulative impacts of the local plan growth, including the Bicester Heritage development, would be severe. It is therefore justified, and established in policy, that local plan allocated sites should contribute towards elements of this strategic infrastructure package, where their individual impacts on congestion are not large enough to require them to provide the elements of the package in full. This is in addition to local, direct mitigation required specifically to mitigate a severe impact arising from each site in isolation - in this case the junction capacity improvements at

the Buckingham Road / Skimmingdish Lane roundabout and at the Launton Road / A4421 roundabout.

The Bicester Heritage development application submission has proposed a scheme to provide suitable access to the site locally but does not address the development's part in the strategic implications of cumulative growth in Bicester as a whole. Indeed, the Transport Assessment shows that the network along the Skimmingdish Lane corridor on which the development site sits is under strain from the cumulative impact of growth. This strain will continue to grow until a trigger point when the Eastern Peripheral Route scheme will be required before 2031, in order to provide relief to that route.

The mitigation schemes proposed to be delivered directly under a Section 278 agreement are considered 'nil detriment' schemes and are relatively minor in nature. These works are required to provide safe and suitable access to the development and ensure that those junctions operate at a similar level post-development and in the years prior to strategic transport improvements being implemented. These schemes do not provide significant additional capacity and do not address the clear need for strategic transport improvements along the Eastern Peripheral Route which is required to accommodate cumulative traffic growth as a result of planned development.

The development at Bicester Heritage will contribute directly to the severe cumulative congestion on the eastern peripheral route around Bicester and therefore a contribution is required towards Local Transport Plan Bicester Area Strategy Policy BIC 1 scheme to provide relief to the eastern peripheral route.

**Calculation:**

The most recent cost estimate for the dualling scheme from December 2016 is £9.563m based on a concept scheme. Oxfordshire County Council will be progressing with design work for the capacity enhancement of the Skimmingdish Lane section of the Eastern Peripheral Route scheme over the next financial year.

At this time, it would not be possible to apply the formula set out in the adopted Cherwell Developer Contributions Supplementary Planning Document (Feb 2018) (set out below) to derive a cost per trip rate for the Skimmingdish Lane section of the Eastern Peripheral Route scheme as the quantum of growth expected to contribute towards the scheme is unknown ('E' in the formula below).

The Bicester Heritage allocation site is the only allocated development in Bicester remaining that could be expected to contribute towards the Skimmingdish Lane scheme. However, to this point, the total quantum and type of development proposed at Bicester Heritage is not known.

Strategic transport contribution =  $(X - Y - Z) \div E$ , where

X = Cost of Scheme(s)

Y = Held/Committed funding

Z = LGF Funding/Alternative Funding

E = Expected Growth (peak hour trips)



It has therefore been considered that the fairest method of calculating a proportionate strategic transport infrastructure contribution from these Bicester Heritage applications has been to apply the same cost per trip figure that has been applied to secure developer contributions towards the southern, Charbridge Lane, section of the Eastern Peripheral Route scheme. This scheme is similar in nature and forms part of the same overall package of transport improvements in the town.

The formula as applied to the dualling of the Charbridge Lane section of the Eastern Peripheral Route scheme is set out below:

X = £7.275m (Sept 2016 cost estimate) for Charbridge Lane additional capacity

Y = £1.047m (held or secured s106 contributions)

Z = 66.6% of scheme cost = £4,845,150

E = 2,191 peak hour trips (418 Gavray Drive peak hour trips, 1,773 Wretchwick Green peak hour trips)

$(7275000-1047000-4845150)/2191 = \text{£}631.15 \text{ per trip.}$

The total cost of the scheme ('X' in the above formula) is based on the most recent concept cost estimate dated September 2016.

The £631.15 cost per trip applied to the 326 peak hour trips from the FAST application = £205,755 @ September 2016 prices. The Strategic Transport Infrastructure contribution amounts have been uplifted to an August 2019 price base. This revises the Highways Contribution to **£219,397** as of August 2019.

This is the same cost per trip calculation that has recently been used to determine the level of contribution secured from the New Technical Site and Hotel developments recently permitted on the wider Bicester Heritage / Bicester Motion site and is considered fair and reasonably related in scale and kind to the proposed development.

**£TBC Highway Works Contribution 1** indexed using Baxter Index

**Towards:**

Junction capacity mitigation scheme at the Banbury Road / B4100 / A4095 roundabout junction.

**Justification:**

Baseline future year assessments of the operation of this junction have shown that the junction is forecast to operate above capacity in those future years. Consequently, the county council has sought developer contributions and alternative sources of funding for capacity enhancements at this junction.

The traffic impact assessment undertaken in the Transport Assessment for this application demonstrates that the proposed development is forecast to have an additional significant detrimental impact upon the operation of this junction. Accordingly, a nil-detriment mitigation scheme has been proposed by the applicant. This proposed scheme would mitigate the development's impact but would not bring the junction back within capacity.

It is therefore considered fair that, in order to mitigate the development's immediate impact and mitigate against the impact of cumulative traffic growth, to which the development would contribute, a financial contribution to the same value of the cost of the works proposed by the applicant is made to the county council towards the cost of the OCC scheme.

This would limit the disruption caused by works on the highway and avoid the short-term implementation of smaller-scale works which would ultimately prove to be abortive.

*Note: While previous Transport Assessments submitted with recent development proposals at Bicester Heritage have also shown an impact at this junction, financial contributions were not previously secured against this mitigation scheme from those applications. This is because, at the time of those applications, CIL regulation 123 restricted the county council's ability to collect more than 5 developer contributions towards the same scheme. This regulation has since been amended to enable any number of developer contributions to be secured against a scheme.*

**Calculation:**

The level of contribution sought is to the same value of the cost of implementing the mitigation scheme proposed by the applicant in the Transport Assessment. A cost estimate is required for that proposed scheme.

**£TBC Highway Works Contribution 2** indexed using Baxter Index

**Towards:**

A shared use pedestrian / cycle facility on Buckingham Road into the town to better connect the site with Bicester North Railway Station and Bicester Town Centre.

**Justification:**

Revised NPPF para 108 sets out that, in assessing 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.”

It is well known that extensive future development is planned at the wider Bicester Motion development site. In order to accommodate this level of development and mitigate the development's traffic and transport impacts, improved sustainable transport connections between the site, town centre and train stations are required.

**Calculation:**

TBC

**£6,240 Traffic Regulation Order Contribution** indexed from January 2020 using RPI-x

**Towards:**

Two new TROs for the mandatory left-turn egress at the site access junctions

**Justification:**

The Traffic Regulation Orders for the mandatory left-turn egress from the site access junctions are directly related to the formation of the junctions and is required in order to make the left-turn only arrangements enforceable.

**Calculation:**

The contribution is calculated on a standard charge which applies for administrative costs for TROs throughout Oxfordshire. This charge also includes the costs for public consultation required for the proposed TRO.

The County Council's costs for new or amended TROs is £3,120 for each instance.

The County Council considers that its TRO fee is fairly and reasonably related in scale and kind to the development.

**£2,040 Travel Plan Monitoring Fee** indexed from January 2020 using RPI-x

**Justification:**

Travel plans aim to encourage and promote more sustainable modes of transport with the objective of reducing dependence upon private motor car travel and so reducing the environmental impact and traffic congestion. A framework travel plan, residential travel plan and school travel plan is required to make this development acceptable in planning terms.

A travel plan is a 'dynamic' document tailored to the needs of businesses and requires an iterative method of re-evaluation and amendment. The county council needs to carry out biennial monitoring over five years of the life of a Travel Plan which includes the following activities:

- review 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 in an updated actions or future targets in an updated travel plan.

Government guidance, 'Good Practice Guidance: Delivering Travel Plans through the Planning Process' states that: 'Monitoring and review are essential to ensure travel plan objectives are being achieved. Monitoring for individual sites should ensure that there is compliance with the plan, assess the effectiveness of the measures and provide opportunity for review. Monitoring must be done over time – it requires action and resources.'

In accordance with this Guidance, it is the view of the county council that without monitoring travel plans they are likely to be ineffective. Therefore, monitoring of the travel plans is required to make the development acceptable in planning terms.

**Calculation:**

The figure for travel plan monitoring is based on three monitoring and feedback stages (to be undertaken at years 1, 3 & 5 following first occupation), and assumes officer time at an hourly rate of £40. Please note that this is considered a fair rate, set to include staff salary and overheads alone.

**S278 Highway Works:**

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

- New site access junction including: ghost island right turn lane, nearside diverge (deceleration) lane of approximately 30m in length, carriageway widening on Skimmingdish Lane to accommodate right turn lane and diverge lane (width to be taken from northeast side of Skimmingdish Lane), splitter island on minor access arm formed to direct all traffic to turn left from the site, all associated signage and road markings. As indicated in Drawing No: J32-3684-PS-101
- Alterations to existing glider club access junction including: ghost island right turn lane, carriageway widening on Skimmingdish Lane to accommodate right turn lane (width to be taken from north side of Skimmingdish Lane), splitter island on minor access arm formed to direct all traffic to turn left from the site, tactile crossing with refuge island of 2.5m in width, connecting footway between tactile crossing and site access junction, all associated signage and road marking. As indicated in Drawing No: J32-3684-PS-102
- Junction mitigation scheme at Skimmingdish Lane / Buckingham Road / A4095 roundabout junction as indicated in Drawing No: J32-3684-PS-105
- Junction mitigation scheme at Launton Road / Skimmingdish Lane / Care Home access roundabout junction as indicated in Drawing No: J32-3684-PS-107

**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:

**Construction Traffic Management Plan**

A Construction Travel Management Plan (CTMP) will be needed for this development, given the traffic sensitive nature of the potential approach routes on the wider strategic road network in and around Bicester. We would expect the CTMP to incorporate the following in detail:

- The CTMP must be appropriately titled, include the site and planning permission number.
- Routing of construction traffic and delivery vehicles is required to be shown and signed appropriately to the necessary standards/requirements. This includes means of access into the site.
- Details of and approval of any road closures needed during construction.
- Details of and approval of any traffic management needed during construction.
- Details of wheel cleaning/wash facilities – to prevent mud etc, in vehicle tyres/wheels, from migrating onto adjacent highway.
- Details of appropriate signing, to accord with the necessary standards/requirements, for pedestrians during construction works, including any footpath diversions.
- The erection and maintenance of security hoarding / scaffolding if required.
- A regime to inspect and maintain all signing, barriers etc.
- Contact details of the Project Manager and Site Supervisor responsible for on-site works to be provided.
- The use of appropriately trained, qualified and certificated banksmen for guiding vehicles/unloading etc.
- No unnecessary parking of site related vehicles (worker transport etc) in the vicinity – details of where these will be parked and occupiers transported to/from site to be submitted for consideration and approval. Areas to be shown on a plan not less than 1:500.
- Layout plan of the site that shows structures, roads, site storage, compound, pedestrian routes etc.
- A before-work commencement highway condition survey and agreement with a representative of the Highways Depot – contact 0845 310 1111. Final correspondence is required to be submitted.
- Local residents to be kept informed of significant deliveries and liaised with through the project. Contact details for person to whom issues should be raised with in first instance to be provided and a record kept of these and subsequent resolution.
- Any temporary access arrangements to be agreed with and approved by Highways Depot.
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours.

*Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times.*

### **Travel Plans**

The submitted framework travel plan will be revised in line with comments received and resubmitted for approval by the Local Planning Authority before first occupation of the site.

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

### **Turning Area Details**

Prior to the commencement of the development hereby approved, full specification details (including construction, layout, surface finish and drainage) of the turning areas which shall be provided within the curtilage of the site so that motor vehicles, including HGVs, refuse vehicles and fire tenders may enter, can turn and leave the site in a forward direction, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, and prior to the first occupation of the development, the turning area shall be constructed in accordance with the approved details and shall always be retained for the manoeuvring of motor vehicles thereafter.

*Reason: in the interest of highway safety and in accordance with planning policy.*

### **Car Parking**

Prior to the commencement of the development hereby approved, a plan showing a car parking provision for an agreed number of spaces to be accommodated within the site to include layout, surface details, and drainage, shall be submitted to and approved in writing by the Local Planning Authority. The number of spaces to be provide shall be based on an indicative breakdown of the GFA between the proposed land uses and in line with the County Council's car parking standards. 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 interest of highway safety and in accordance with planning policy.*

### **Cycle Parking**

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 the Government guidance contained within the National Planning Policy Framework.*

**Officer's Name: Tim Peart**

**Officer's Title: Interim Principal Transport Planner**

**Date: 17 January 2020**

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**Application no: 19/02708/OUT**

**Location:** Bicester Heritage, Buckingham Road, Bicester

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## **Lead Local Flood Authority**

### **Recommendation:**

No objection subject to conditions

### **Key issues:**

- Infiltration test results required to be supplied for assessment.
- Groundwater monitoring results required to be supplied for assessment.
- Contamination investigation results require for assessment to inform infiltration proposal

### **Conditions:**

#### **SuDS:**

No development shall take place until a detailed design and associated management and maintenance plan of surface water drainage for the site using sustainable drainage methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be implemented in accordance with the approved detailed design prior to the use of the building commencing.

The Detailed Design shall be based on the principles as set out in:

Ridge Flood Risk and Drainage Assessment, 12th November 2019.

5002854-RDG-XX-ST-PL-C-0503-B-F.A.S.T. - Surface Water Drainage DRAWING

5002854-RDG-XX-XX-DOC-C-0552 App D SW Drainage Strategy

5002854-RDG-XX-XX-DOC-C-0552 App E Source Control Calc

5002854-RDG-XX-XX-DOC-C-0552-3.0-F.A.S.T. - Flood Risk and Drain REPORT

A fully detailed list of all SuDS features to be used on site to be provided.

#### **Reason:**

To ensure that the principles of sustainable drainage are incorporated into this proposal.

#### **Completion and Maintenance of Sustainable Drainage – Shown on Approved Plans**

No building or use hereby permitted shall be occupied or the use commenced until the sustainable drainage scheme for this site has been completed in accordance with the submitted details. The sustainable drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan, in perpetuity.

**Reason:**

To ensure that the principles of sustainable drainage are incorporated into this proposal and maintained thereafter.

**Outline Design Infiltration Condition:**

The development hereby permitted shall not commence until full Detailed Design details of the proposal, implementation, maintenance and management of a surface water drainage scheme have been submitted to and approved in writing by the local planning authority. Those details shall include:

- a) Information about the design storm period and intensity (1 in 30 & 1 in 100 (+40% allowance for climate change), discharge rates and volumes (both pre and post development), temporary storage facilities, means of access for maintenance, the methods employed to delay and control surface water discharged from the site, and the measures taken to prevent flooding and pollution of the receiving groundwater and/or surface waters;
- b) Any works required off-site to ensure adequate discharge of surface water without causing flooding or pollution (which should include refurbishment of existing culverts and headwalls or removal of unused culverts where relevant);
- c) Flood water exceedance routes, both on and off site;
- d) A timetable for implementation;
- e) Site investigation and test results to confirm infiltrations rates

**Detailed comments:**

Please complete and return the attached OCC Flows and Volumes Pro-Forma in order to facilitate full technical assessment of the infiltration, run-off and attenuation requirements of the proposal.

**Officer's Name: Adam Littler**

**Officer's Title: Drainage Engineer**

**Date: 25 January 2020**

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**Application no: 19/02708/OUT**

**Location:** Bicester Heritage, Buckingham Road, Bicester

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## **Archaeology Schedule**

### **Recommendation:**

No Objection.

### **Comments:**

There are no below ground archaeological constraints to this development.

The site is however located immediately south of part of the scheduled monument of Bicester Airfield: World War II Airfield (1021455). The advice of Historic England should therefore be sought on this proposal concerning any impact to the monument or its setting.

**Officer's Name: Richard Oram**

**Officer's Title:** Planning Archaeologist

**Date:** 18<sup>th</sup> December 2019

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