

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

District: Cherwell

Application no: 22/01829/OUT

Proposal: Outline (fixing 'Access' only) – redevelopment of Graven Hill D1 Site, including demolition of existing buildings, development of B8 'Storage or Distribution' use comprising up to 104,008 sq. m (GIA), creation of open space and associated highway works, ground works, sustainable drainage systems, services infrastructure and associated works.

Location: Unit D1 Graven Hill, Circular Road, Ambrosden OX26 6HF

Response Date: 3rd August 2022

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.

Assessment Criteria

Proposal overview and mix /population generation

OCC's response is based on a development as set out in the table below. The development is taken from the application form.

B1/B8	104,008
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General Information and Advice

Recommendations for approval contrary to OCC objection:

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

Outline applications and contributions

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

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

Where a S106/Planning Obligation is required:

- **Index Linked** – in order to maintain the real value of S106 contributions, contributions will be index linked. Base values and the index to be applied are set out in the Schedules to this response.
- **Administration and Monitoring Fee - £5,000**
This is an estimate of the amount required to cover the monitoring and administration associated with the S106 agreement. The final amount will be based on the OCC's scale of fees and will be adjusted to take account of the number of obligations and the complexity of the S106 agreement.
- **OCC Legal Fees** The applicant will be required to pay OCC's legal fees in relation to legal agreements. Please note the fees apply whether a S106 agreement is completed or not.

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

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

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

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

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Strategic Comments

This proposed site is located within an area of land allocated in the Adopted Cherwell Local Plan 2011-2031 Part I, under Policy Bicester 2: Graven Hill, for mixed-use development. The application seeks the redevelopment of five vacant warehouses within Site D1 into B8 storage or distribution, and other associated works.

Planning application reference 11/01494/OUT was permitted in 2014 for the redevelopment of former MOD sites including demolition of existing buildings, development of 1900 homes; local centre to include a 2 form entry primary school, a community hall, five local shops or facilities, and parking areas; employment floorspace; creation of public open space and associated highway improvement works, sustainable urban drainage systems, biodiversity improvements, public transport improvements and services infrastructure. Erection of a 70,400sqm fulfilment centre on 'C' site and associated on site access improvement works, hardstanding, parking and circulation areas

The County Council is raising a Lead Local Flood Authority objection. Also attached are detailed comments from Transport and Archaeology teams.

Officer's Name: Jonathan Wellstead

Officer's Title: Principal Planner

Date: 02/08/2022

Application no: 22/01829/OUT

Location: Unit D1 Graven Hill, Circular Road, Ambrosden OX26 6HF

Transport Schedule

Recommendation:

No objection subject to:

- **S106 Contributions** as summarised in the table below and justified in this Schedule:
- **An obligation to enter into a S278** agreement as detailed below.
- **Planning Conditions** as detailed below.

S106 Contributions

Contribution	Amount £	Price base	Index	Towards (details)
Highway works	374,174	February 2022	Baxter	Upgrading of the cycletrack along the A41 between Rodney House and Pioneer roundabouts
Public transport services	272,250	December 2021	RPI-x	Provision of a bus service between the site and Bicester town centre
Public transport infrastructure (<i>if not dealt with under S278/S38 agreement</i>)	42,034	October 2021	Baxter	Provision of bus shelters, screens, flags, poles and timetable cases
Travel Plan Monitoring	25,630	December 2021	RPI-x	Monitoring of the Framework Travel Plan and a Full Travel Plan for each unit
Total	714,088			

Comments:

Introduction

This is an Outline application with all matters reserved, except for Access.

The D1 Site is part of the wider Graven Hill development area, the masterplan for which gained outline planning permission in 2014 (11/01494/OUT).

Access arrangements

There will be four individual access points into the site from the previously approved Employment Access Road (EAR). The easterly Accesses, 1 and 2, directly serve three of the warehouse units, while Accesses 3 and 4 connect to an internal road system that feeds the remaining six units.

Layout of the bellmouth junctions has been considered during design of the EAR but they are not being constructed at the same time as the road. It is intended that the EAR will be incorporated into the Bicester South East Perimeter Road (SEPR) in the future, at which time the higher traffic flows will require right turn filter lanes. Space will be available within the adopted highway boundary to shift the kerbline without disturbing the footway and cycleway.

It is not certain whether the EAR will have been adopted by the time that the D1 Site redevelopment comes forward. Therefore, there are two possible scenarios to be considered:

If the Section 38 has been completed and is OCC Adoptable Highway:

The on-plot developers will require a S278 to complete a formal set back bellmouth (in accordance with LTN 1/20) to allow access to their site with an adoptable layout. In this event the on-plot developer will require a Temporary Construction Access (under a Section 184).

If the Section 38 has not been completed and not part of the OCC adoptable highway:

The developer can construct a formal access as part of an S38 agreement which adjoins the EAR.

Active transport connectivity

An LTN 1/20 compliant cycleway and footway will be provided along the south side of the EAR at the warehouse unit locations and on the north side up to the Pioneer roundabout. However, the onward route to Bicester needs to be improved to ensure that cycling is a feasible mode of transport for future employees at the D1 site. The need for improved pedestrian and cycle facilities which connect the town with areas of new development is detailed in the adopted Bicester Local Cycling and Walking

Infrastructure Plan, which also sets out robust policies for catering for increased walking and cycling trips.

A cycletrack is to be constructed alongside the A41 east of the Pioneer roundabout, funded by contributions from the nearby Symmetry Park development. A proportionate contribution is required to upgrade the stretch between the Pioneer and Rodney House roundabouts.

Public transport

The Transport Assessment does not accurately reflect the bus services in the vicinity – service 17 does not serve the Symmetry Park bus stops and service 18 only does in the westbound direction. These stops are served by routes 29/H5 at the present time, so the London Road/Graven Hill stops are not necessarily the closest stops for these services.

The isochrones indicated in Figure 3.3 show that the bus stops at Symmetry Park are significantly in excess of a 10 minute walk, contrary to that implied in Section 3.2 and Table 3.1. This is true even in a crows-fly situation, not even in terms of actual walk distance.

The bus routeing shown in Figure 3.9 is unfamiliar and should not be used to base any assumptions about future bus service connectivity given that these roads do not and are unlikely to exist, at least in the development horizon of the application under discussion. The applicant can place no reliance on third parties providing bus services to the development.

From this it can be demonstrated that the site is remote from existing bus services and it is inaccurate to claim otherwise.

In order to calculate a financial contribution, it is assumed that buses will be required for shift change times at 0600, 1400 and 2200, seven days per week for a period of five years. Given the scale of development and additional trip-making on the network, this is considered to be a reasonable sum for provision of services at these times. This sum is payable 50% on first occupation, 25% on first anniversary of first occupation and 25% on second anniversary of first occupation.

Whilst bus stops are being provided on the Eastern Access Road, a contribution will be necessary for provision of bus stop infrastructure at the two pairs of bus stops nearest to the site. On the south side of the road, it is only necessary to provide poles, flags and timetable cases as these will be set down stops only. On the north side of the road, these will be necessary plus a three-bay shelter and associated real time information screen. This sum is payable on first occupation.

Site layout

Layout will be considered in detail at the Reserved Matters stage. However, the County Council is concerned about the lengths of straight road that will encourage speeding. New *residential* developments in Oxfordshire must be designed for 20mph (ref. Decisions by the County Council, 8 December 2020), but the principle of speed limitation will apply to commercial developments too.

The Indicative Proposed Plan shows the east-west internal road to be a straight length of 300m, while two of the other roads are about 200m long. Deviations or features are typically placed at a maximum spacing of 70m to reduce speeds. Consideration must be given to designing the street layout in order to restrict speeds to appropriate levels.

Car and cycle parking

Car and cycle parking will also be considered at the Reserved Matters stage.

Traffic impact

The previous, current permission on the site is for a mixed-use employment zone. The proposal now is for predominately B8 (storage and distribution) employment which typically generates a lower trip rate. This was acknowledged in the pre-application advice given and has been demonstrated in the Transport Assessment (TA) using data from the TRICS database.

As different use classes typically have dissimilar distribution patterns of vehicle movements across the working day, and different proportions of goods vehicles, time periods outside of the peak hours have also been considered.

The pre-application advice was that the Rodney House and Pioneer roundabouts should be assessed for two scenarios; those being before and after the EAR is extended to form the SEPR. This has been performed in the TA by comparing the consented and proposed generated traffic flows (in PCUs to reflect proportion of non-car movements) over four one-hour periods and the 12-hour daily total. Only the mid-morning peak hour shows an increase compared to the consented total, due to the higher proportion of goods vehicles. However, overall network flows will be less as it is outside the network peak, and the totals are less than the consented peak hour maximum.

It is noted that both the roundabouts were designed for the higher consented flows, so the impact for the B8 generated flows is considered to be acceptable.

The four local accesses into the site have been assessed using a standard software package, again for the before and after SEPR scenarios. There will be no through traffic before the EAR becomes the SEPR so junction performance is expected to be satisfactory. Flows along the SEPR have been extracted from the local SATURN

model. There will be minimal delay to the traffic on the through route, with the eastbound right-turn filter lanes, and only minimal delay to the exiting traffic on the minor arms.

Travel Plan

The provision of bus stops outside of the site is welcomed, as a 10-minute walk to access the current provision could act as a deterrent to bus use during the winter months, especially as there is only an hourly bus service!

The improvements to cycle linkages as mentioned in paragraph 4.3 of the TA is also welcomed.

Paragraph 3.3 states that there are no specific amenities within a walkable distance? The travel plan should contain specific actions to mitigate this.

Multiple occupiers across the development triggers the requirement for a site wide 'Framework Travel Plan' (with £2,563 RPI Index linked Dec 2021 Monitoring Fee). This is required prior to occupation and must meet the criteria contained within appendix 7 of the OCC guidance document - 'Transport for New Developments – Transport Assessments and Travel Plans March 2014'. The Framework Travel Plan should be updated within 3 months of occupation of the site.

An 'Interim Travel Plan' has been submitted as part of this application but currently does not meet Framework Travel Plan criteria. Therefore, it is advised that the applicant consults the information contained within appendix 7 of the guidance document, before revising and resubmitting for approval.

Further subsidiary travel plans are required for all units over the size of 2999m². As **all** the units are over this threshold, **all 9 units will require a Full Travel Plan prior to occupation (please consult appendix 5 of the OCC guidance document for criteria), which should be updated within 3 months of occupation. Monitoring fees of £2,563 (RPI index linked Dec 2021) are required for each unit.** Subsidiary Travel Plans should reference the aims and objectives of the overarching Framework Travel Plan and should be updated within 3 months of occupation of the unit.

All units should have secure and convenient cycle parking. Please provide showers, changing facilities and lockers.

Please provide EV charging spaces.

Further information regarding the required criteria can be sought from OCC Travel Plans Team travelplan@oxfordshire.gov.uk

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

£374,174 Highway Works Contribution indexed from Feb 2022 using Baxter Index
Towards:

The upgrade to current standards of the A41 cycletrack between Rodney House and Pioneer roundabouts.

Justification:

It is anticipated that many of the employees at the site will be drawn from the Bicester area, and so a commute by cycling for those people is realistic if suitable infrastructure is put in place. 3m wide shared use cycletracks are being constructed at the Pioneer roundabout and along the Employment Access Road. Facilities also exist at the Rodney House roundabout and routes into Bicester will be funded by contributions from other developments.

The path along the south-west side of the A41 between the roundabouts is designated as a shared use cycletrack but needs to be widened to 3m and improved.

The need for improved pedestrian and cycle facilities, and the policies that support the need, are set out in the adopted Bicester Local Cycling and Infrastructure Walking Plan.

Calculation:

Two contributions have been received from the Symmetry Park development to upgrade the footway to a cycletrack, as follows:

20/00530/F	£148,000	Index April 2020
20/03404/F	£89,102	Index April 2020
Total	£237,102	

This was calculated on the basis of 370m between Ploughley Road and Pioneer roundabout.

Pioneer to Rodney House roundabouts, 530m between facilities

Contribution = $(530 / 370) \times £237,102$ = £339,633 April 2020

Updated to the latest firm index date, = £374,174 Feb 2022

£272,250 Public Transport Service Contribution indexed from December 2021 using RPI-x

Towards: Provision of a bus service between the site and Bicester town centre, for a period of five years.

Justification:

The site is not accessible by using existing bus routes so a new service is required to provide a realistic alternative to the private motor vehicle. The service must, therefore, coincide with the anticipated three shift changes per day, seven days a week.

Calculation:

Total number of trips, based on three per day, 363 days per year for five years = $3 \times 363 \times 5 = 5445$

Each round trip assumed to be one hour, at £50 per hour

Total cost = $£5445 \times 50 = £272,250$

£42,034 Public Transport Infrastructure Contribution indexed from October 2021 using Baxter Index

Towards:

Bus stop facilities, as follows:

Poles, flags and timetable cases at two locations

Three bay shelters, RTI screens, poles, flags and timetable cases at two locations

Justification:

The stops are required to provide adequate coverage across the width of the site, in association with the new bus service.

Calculation:

Costs from the Schedule of Rates are as follows:

Pole and flag units	= $£1,221 \times 2 = £2,442$
3 bay shelter with integral RTI display, plus pole and flag	= $£19,796 \times 2 = £39,592$

Total = $£2,442 + £39,592 - £42,034$

£25,630 Travel Plan Monitoring Fee indexed from December 2021 using RPI-x

Justification:

To cover the cost of monitoring the travel plan over a five-year period. A travel plan is a bespoke document and requires regular review and update in order to ensure that the measures are succeeding in delivering targets for sustainable travel. Without this monitoring the plan would not be effective.

Calculation:

The amount is based on the cost of OCC staff time, at cost, over the five-year period.

Monitoring fee for Framework Travel Plan = £2,563

Monitoring fee for Full Travel Plan = £2,563 x 9 = £23,067

Total = £25,630

S278 Highway Works:

If the Employment Access Road has been adopted, an obligation to enter into a S278 Agreement will be required to secure mitigation/improvement works, including:

- 4 no. bellmouth site access junctions, as shown indicatively on Alan Baxter drawing nos. 1923/050/015 Rev. C, /016 Rev. B and /017 Rev. B

Notes:

This is to be 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, including commuted sums, 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:

Framework Travel Plan

Prior to first occupation a Framework Travel Plan shall be submitted to and approved by the Local Planning Authority.

Full Travel Plan

Prior to first occupation of individual units a Full Travel Plan for each unit shall be submitted to and approved by the Local Planning Authority.

Site Access: Full Details

Prior to the commencement of the development hereby approved, full details of the means of access between the land and the Employment Access Road, including position, layout, drainage, lighting, visibility splays and footways shall be submitted to and approved in writing by the Local Planning Authority. There shall be no obstruction of the visibility splays above 0.6m high. Thereafter and prior to the first occupation of any of the development, 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

Site Roads, parking and Turning Areas

Prior to the commencement of each phase of the development hereby approved, full specification details of the site roads, parking and turning areas, which shall include swept path analysis, construction, layout, surfacing, lighting and drainage, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter and prior to the first occupation of each phase of the development, the site roads and turning areas shall be constructed in accordance with the approved details. *Reason - In the interests of highway safety, to ensure a satisfactory standard of construction and layout for the development and to comply with Government guidance contained within the National Planning Policy Framework.*

Cycle Parking

The development hereby approved shall not be occupied until cycle parking spaces to serve the development have been provided according to details that have been submitted to and agreed in writing by the Local Planning Authority. All cycle parking shall be retained unobstructed except for the parking of cycles at all times thereafter, unless otherwise agreed in writing beforehand by the local planning authority. *Reason: To ensure appropriate levels of cycle parking are available at all times to serve the development, and to comply with Government guidance contained within the National Planning Policy Framework.*

Pedestrian/cycle connection

Prior to the commencement of the development hereby approved, full details of the pedestrian/cycle connections within the site and from the site to the Employment Access Road shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the connections will be provided in accordance with the agreed details prior to occupation of the development. *Reason: To ensure safe and suitable access to the development for all people.*

Delivery and Servicing plan

Prior to occupation of the development hereby permitted, a delivery and servicing plan shall be submitted to and approved in writing by the Local Planning Authority. Site deliveries and servicing shall thereafter be carried out in accordance with the approved plan. *Reason In the interests of highway safety and to comply with Government guidance within the NPPF.*

Construction traffic management plan

Prior to commencement of the development hereby approved, a Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the Local Planning Authority. The CTMP shall include a commitment to deliveries only arriving at or leaving the site outside peak traffic periods. Thereafter, the approved CTMP shall be implemented and operated in accordance with the approved details. *Reason - In the*

interests of highway safety and the residential amenities of neighbouring

Officer's Name: Roger Plater

Officer's Title: Transport Planner

Date: 27 July 2022

Application no: 22/01829/OUT

Location: Unit D1 Graven Hill, Circular Road, Ambrosden OX26 6HF

Lead Local Flood Authority

Recommendation:

Objection

Key issues:

- Infiltration test results not provided.
- Provided the discharge rate at the outfall location.
- Provide evidence for a agreed point of discharge for the surface water.

Detailed comments:

Infiltration testing results are not provided, the results shown is a draft and blank.

Provide the discharge rate at the outfall location, show this on plan.

Provide evidence for a agreed point of discharge for the surface water.

Officer's Name: Kabier Salam

Officer's Title: LLFA Engineer

Date: 28/07/2022

Application no: 22/01829/OUT

Location: Unit D1 Graven Hill, Circular Road, Ambrosden OX26 6HF

Archaeology

Recommendation:

The site lies in an area of archaeological interest and potential, and there is an overarching archaeological Written Scheme of Investigation which has been prepared, and covers this site. The site has been truncated by previous MOD activity, though there is potential for archaeological remains to survive, as has been demonstrated on other areas of the Graven Hill development. A specific WSI will need to be prepared to cover this phase of works. We have previously commented on the application 22/00835/F which covers this site.

Key issues:

Legal agreement required to secure:

Conditions:

We would, therefore, recommend that, should planning permission be granted, the applicant should be responsible for ensuring the implementation of an archaeological monitoring and recording action (watching brief) to be maintained during the period of construction. This can be ensured through the attachment of a suitable negative condition along the lines of:

1. The applicant, or their agents or successors in title, shall be responsible for organising and implementing an archaeological watching brief, to be maintained during the period of construction/during any groundworks taking place on the site. The watching brief shall be carried out by a professional archaeological organisation in accordance with a Written Scheme of Investigation that has first been approved in writing by the Local Planning Authority.

Reason - To safeguard the recording and inspection of matters of archaeological importance on the site in accordance with the NPPF (2019).

2. Following the approval of the Written Scheme of Investigation referred to in condition 1, no development shall commence on site without the appointed archaeologist being present. Once the watching brief has been completed its findings shall be reported to the Local Planning Authority, as agreed in the Written Scheme of Investigation,

including all processing, research and analysis necessary to produce an accessible and useable archive and a full report for publication which shall be submitted to the Local Planning Authority within two years of the completion of the archaeological fieldwork.

Reason - To safeguard the recording and inspection of matters of archaeological importance on the site in accordance with the NPPF (2019).

Informatives:

Detailed comments:

The site is in an area of considerable archaeological potential, with remains relating to the MOD use of the site, as well as Iron Age and Roman settlement activity being recorded during archaeological investigations in other areas of the development.

Officer's Name: Victoria Green

Officer's Title: Planning Archaeologist

Date: 6th July 2022