

TECHNICAL NOTE 1

B05927

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Subject:	National Highways Consultation Response	Date: 06/01/2023

Technical Note Prepared by:	Approved for Issue by:
Christopher Miles Transport Consultant	Max Thurgood Director

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1 Introduction

In September 2022 a planning application was submitted to Cherwell District Council proposing a residential development of up to 120 dwellings to the east of Ploughley Road, Ambrosden. The Council referenced the application as 22/02866/OUT.

National Highways (NH) provided a consultation response to the planning application dated 20th December 2022 which, for completeness, is attached as **Appendix A**. The response makes reference to a previous response from NH dated 1st November 2022 that requested further information however the applicant was unaware of this as it had not been uploaded to the Cherwell District Council planning website.

The latest NH response requests further information on the likely distribution of vehicle trips associated with the application site and in particular clarification of the additional vehicle trips through M40 Junction 9 and on the A34 beyond.

This Technical Note seeks to provide the additional information requested.

2 Trip Distribution

Section 6.5 of the September 2022 Transport Assessment submitted with the planning application set out the methodology used in determining the distribution of vehicle trips. This referenced National Census workplace destination data for the Ambrosden area and assigned the associated trips to what was considered the most appropriate, and primarily the most direct route between the site and the workplace destination. A spreadsheet detailing the calculations and the assumptions used was included as Appendix H of the Transport Assessment.

It is noted that the NH consultation response does not question the accuracy of the calculations made but merely seeks to extend the distribution beyond the local road junctions such that it also includes the Strategic Road Network (SRN).

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The spreadsheet attached as **Appendix B** of this Note provides the additional information requested. The first three pages of the spreadsheet replicate Appendix H of the original Transport Assessment and show that 63.8% of all vehicle trips to and from the application site are likely to use the A41 to the west of its junction with Ploughley Road.

Of this 63.8%, many will have origins and destinations within Bicester itself or to the northeast of the town and will not therefore travel though M40 Junction 9 or use the A34 southwest of the junction. It is important therefore to discount these trips before considering the potential impacts on the SRN. The final page of the Appendix B spreadsheet follows the same methodology as used previously but identifies only those trips that pass through Junction 9.

It is noted that 221.5 of the 681 total trips derived for the Ambrosden census area pass through Junction 9 which equates to 32.5% of all such trips. Relating this to the 63.8% previously identified to use the A41 west of the Ploughley Road junction means 31.3% of total trips are contained within Bicester or travel to / from areas to its northeast. The final page of the Appendix B spreadsheet also identifies how trips are distributed through the M40 junction itself with this being summarised as:

A41 Northeast	32.5%
M40 North	7.5%
A34 Southeast	22.0%
M40 South	3.1%

3 Traffic Impact

The NH consultation response acknowledges that the trip generation methodology identified within Section 6.4 of the Transport Assessment is acceptable. It is agreed therefore that the application site is likely to generate a total of 83 two-way vehicle trips in the AM peak hour and 74 two-way vehicle trips in the PM peak hour. Applying these peak hour trip numbers to the above percentage distributions allows the number of additional vehicle movements on the various approaches to Junction 9 of the M40 Motorway to be calculated. These values are summarised in **Table 1** below:

Approach Road	Distribution of Trips	AM Peak Hour	PM Peak Hour
A41 Northeast	32.5%	27	24
M40 North	7.5%	6	6
A34 Southeast	22.0%	18	16
M40 South	3.1%	3	2

Table 1: Additional Two-Way Peak Hour Trips at M40 Junction 9

The above identifies that the proposed Ploughley Road, Ambrosden development would likely generate an additional 27 and 24 two-way vehicle trips through Junction 9 in the AM and PM peak hours respectively.

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This equates to approximately one additional vehicle travelling in one direction or the other along the A41 northeast of Junction 9 every 2 to 3 minutes on average during the highway peak hours. This is considered a negligible increase given the high standard dual carriageway nature of the road. It is also noted that the A41 northeast of the Motorway junction does not form part of the SRN and is therefore outside of the NH remit.

The M40 does however form part of the SRN with Table 1 showing the additional trips generated by the application site during the peak hours being the equivalent of one additional vehicle travelling in one direction or the other every 10 minutes on average to the north of Junction 9 or every 20 minutes on average to the south of Junction 9. Similarly, the A34 is also part of the SRN with the Table showing the additional trips generated by the application site being the equivalent of one additional vehicle travelling in one direction or the other every 3 to 4 minutes on average during the highway peak hours.

It is considered that the high standard Motorway nature of the M40 and the high standard dual carriageway nature of the A34 are such that the additional vehicle trips generated by the application site will have a negligible impact on the operation and/or safety of the SRN, including Junction 9. The number of additional trips on the various approaches to the junction is likely to be well within existing daily variations.

This can be further demonstrated through reference to annual average weekday traffic flow data obtained from the Department for Transport website (www.roadtraffic.dft.gov.uk) which identifies the presence of count points on the A41, the A34 and the M40 both to the north and south of Junction 9. This information is summarised in **Table 2** below. The Table also identifies the likely daily vehicle trips associated with the application site based on the industry 'rule of thumb' that the average of the peak hours represents approximately 10% of the total daily flow. This then allows an estimate of the percentage increase in flows associated with the application site to be calculated.

Approach Road	DfT Count Point Number	Average Weekday Traffic Flow	Application Site Daily Flow	Percentage Increase in Flow
2021 Flow Data from DfT Website (impacted by Covid-19)				
A41 Northeast	7098	30,570	255	0.83%
M40 North	18628	95,991	60	0.06%
A34 Southeast	58315	56,114	170	0.30%
M40 South	73180	57,290	25	0.04%
2019 Flow Data from DfT Website (pre Covid-19)				
A41 Northeast	7098	34,814	255	0.73%
M40 North	18628	120,806	60	0.05%
A34 Southeast	58315	64,527	170	0.26%
M40 South	73180	74,026	25	0.03%

Table 2: Percentage Impact on Daily Flows at M40 Junction 9

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The above Table clearly demonstrates that the percentage increase in daily flows on the A41 and the SRN resulting from development of the application site will be minimal. A more detailed assessment of junction capacity is not considered necessary.

4 Cumulative Assessment

There are currently three planning applications for residential development within Ambrosden that are under consideration by Cherwell District Council. These are the 120 dwelling Ploughley Road site the subject of this Technical Note, a proposal for 75 dwellings to the east of Allectus Avenue (22/01976/OUT) and a proposal for 55 dwellings to the south of Blackthorn Road (22/02455/OUT). Consultation responses from NH on the Allectus Avenue site and the Blackthorn Road site were dated 10th August 2022 and 13th September 2022 respectively with neither raising any objections.

Although not specifically requested by NH, it is considered prudent to provide a cumulative assessment of the potential traffic impact of the three sites on the SRN. The Transport Statement submitted with the Allectus Avenue application identified 37 two-way vehicle trips in the AM peak hour and 33 two-way vehicle trips in the PM peak. For the Blackthorn Road site, the Transport Statement identified 28 two-way vehicle trips in both peak hours. Combining all three sites therefore leads to a total of 148 two-way vehicle trips in the AM peak hour and 135 two-way vehicle trips in the PM peak hour. **Table 3** (below) and **Table 4** (overleaf) replicate the previous Tables 1 and 2 but on a cumulative basis.

Approach Road	Distribution of Trips	AM Peak Hour	PM Peak Hour
A41 Northeast	32.5%	48	44
M40 North	7.5%	11	10
A34 Southeast	22.0%	33	30
M40 South	3.1%	5	4

Table 3: Additional Two-Way Peak Hour Trips at M40 Junction 9 – Cumulative

The above Table demonstrates that the cumulative increase in traffic flows on the SRN will be minimal. The flow increase on the A34 is the highest but remains low at an average of approximately one additional vehicle travelling in one direction or the other every 2 minutes on average during the highway peak hours. This increase is considered negligible and extremely unlikely to have a material impact on the operation or safety of the SRN during the peak hours.

Table 4 overleaf identifies that the percentage increase in average weekday traffic associated with the combined sites also remains very low with no more than a 0.56% increase on the A34 in the worst case scenario. Again, this increase is considered negligible and extremely unlikely to have a material impact on the operation or safety of the SRN over the course of a typical day.

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Approach Road	DfT Count Point Number	Average Weekday Traffic Flow	Application Sites Daily Flow	Percentage Increase in Flow
2021 Flow Data from DfT Website (impacted by Covid-19)				
A41 Northeast	7098	30,570	460	1.50%
M40 North	18628	95,991	105	0.11%
A34 Southeast	58315	56,114	315	0.56%
M40 South	73180	57,290	45	0.08%
2019 Flow Data from DfT Website (pre Covid-19)				
A41 Northeast	7098	34,814	460	1.32%
M40 North	18628	120,806	105	0.09%
A34 Southeast	58315	64,527	315	0.49%
M40 South	73180	74,026	45	0.06%

Table 4: Percentage Impact on Daily Flows at M40 Junction 9 – Cumulative

5 Summary

A planning application reference 22/02866/OUT for up to 120 dwellings on land to the east of Ploughley Road, Ambrosden, has been submitted to Cherwell District Council. NH has provided a consultation response on the application and imposed a holding direction pending provision of additional information on trip distribution to the SRN.

This Technical Note has identified the proportion of development trips that will route to and from M40 Junction 9 and beyond via the M40 (north and south) and the A34. It has also related these proportions to the agreed trip generation to identify the number of vehicle trips involved. These numbers are low, both in the highway peak hours and across a typical weekday, and it is therefore considered that their impact on the operation and/or safety of the SRN will be minimal. A more detailed assessment of junction capacity or similar is not considered necessary.

An assessment of the cumulative impact of the three current residential planning applications within Ambrosden has also been undertaken with this yielding a similar conclusion.

It is considered that this Technical Note clearly demonstrates that the application site will not have a material impact on the SRN. As such, it is requested that the current NH holding direction on the 22/02866/OUT planning application be lifted.

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APPENDIX A

National Highways Consultation Response



National Highways Planning Response (NHPR 22-12) Formal Recommendation to an Application for Planning Permission

From: South East Divisional Director
Operations Directorate
Southeast Region
National Highways
PlanningSE@nationalhighways.co.uk

To: Cherwell District Council FAO James Kirkham
james.kirkham@cherwell-dc.gov.uk

CC: transportplanning@dft.gov.uk
spatialplanning@nationalhighways.co.uk

Council's Reference: 22/02866/OUT

Location: Land East of Ploughley Road, Ambrosden

Proposal: OUTLINE planning application for up to 120 dwellings, vehicular and pedestrian access off Ploughley Road, new pedestrian access to West Hawthorn Road, surface water drainage, foul water drainage, landscaping, public open space, biodiversity and associated infrastructure. Access off Ploughley Road is not reserved for future consideration.

National Highways Ref: 96393

Referring to the consultation dated 12th October 2022 on the planning application referenced above, in the vicinity of the A34 and M40 that forms part of the Strategic Road Network, notice is hereby given that National Highways' formal recommendation is that we:

- ~~a) offer no objection (see reasons at Annex A);~~
- ~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – National Highways recommended Planning Conditions & reasons);~~
- c) recommend that planning permission not be granted for a specified period (see reasons at Annex A);

d) ~~recommend that the application be refused (see reasons at Annex A)~~

Highways Act 1980 Section 175B is not relevant to this application.¹

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

Should the Local Planning Authority not propose to determine the application in accordance with this recommendation they are required to consult the Secretary of State for Transport, as set out in the [Town and Country Planning \(Development Affecting Trunk Roads\) Direction 2018](#), via transportplanning@df.gov.uk and may not determine the application until the consultation process is complete.

The Local Planning Authority must also copy any consultation under the 2018 Direction to PlanningSE@nationalhighways.co.uk.

Signature:

Date: 20/12/2022



Name: Mrs Beata Ginn

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¹ Where relevant, further information will be provided within Annex A.

Annex A National Highways' assessment of the proposed development

National Highways (“we”) 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.

In the case of this development proposal, our interest is in the A34 and M40 located west of the site. In particular, we are interested in M40 J9 which is a 6-mile drive from the site. We would be concerned if there were any potential safety or efficiency impacts to our network.

We have reviewed the Transport Assessment (TA) submitted alongside this application. We agree with the trip generation methodology, which is sourced using standard TRICS practices. The distribution however only shows directional distribution of development traffic onto the A41 just north of the site, with no further detail of the number of vehicles that could be expected to travel towards the M40 J9 and thus use the SRN. Table 6-4 in the TA shows that 64% of development traffic travels along the A41 in the Bicester direction, which is also the direction for access to the SRN. With 83 AM peak and 73 PM peak hour trips for the development overall, there could potentially be an impact on the M40 J9.

National Highways therefore requests that the applicant provides updated traffic distribution data showing the estimated distribution of trips to the M40 J9 and the A34.

Recommended Non-Approval

We previously sent detailed comments on 1st November 2022 to allow the applicant more time to respond. We have not received a re-consultation request on new or updated information since this time.

It is recommended that the application (Ref: 22/02866/OUT) should not be approved for a period of 56 days (until 14th February 2023) from the date of this recommendation to enable a further assessment to be undertaken and to allow us to provide the Local Planning Authority with fully informed advice.

Reason: To allow National Highways to understand the impact of the development on the safe and efficient operation of the Strategic Road Network and provide the Local Planning Authority with fully informed advice.

Standing advice to the local planning authority

The Climate Change Committee's [2022 Report to Parliament](#) notes that for the UK to achieve net zero carbon status by 2050, action is needed to support a modal shift away from car travel. The NPPF supports this position, with paragraphs 73 and 105 prescribing that significant development should offer a genuine choice of transport modes, while paragraphs 104 and 110 advise that appropriate opportunities to promote walking, cycling and public transport should be taken up.

Moreover, the build clever and build efficiently criteria as set out in clause 6.1.4 of [PAS2080](#) promote the use of low carbon materials and products, innovative design solutions and construction methods to minimise resource consumption.

These considerations should be weighed alongside any relevant Local Plan policies to ensure that planning decisions are in line with the necessary transition to net zero carbon.

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APPENDIX B
Trip Distribution Calculations

WF01BEW - Location of usual residence and place of work (OA level)

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population All usual residents ages 16 and over in employment the week before the census
units Persons
date 2011

place of work	currently residing in	place of work	currently residing in
	E01028425 : Cherwell 011A		E01028425 : Cherwell 011A
E01028443 : Cherwell 002C	2	Wiltshire	2
E01028445 : Cherwell 003A	4	Stratford-on-Avon	4
E01028446 : Cherwell 003B	3	Harrogate	2
E01028435 : Cherwell 004A	5	South Kesteven	2
E01028437 : Cherwell 004C	6	South Northamptonshire	27
E01032941 : Cherwell 004G	6	Camden	2
E01032942 : Cherwell 004H	3	Ealing	2
E01028427 : Cherwell 007B	3	Hillingdon	2
E01028474 : Cherwell 009A	4	Southwark	2
E01028505 : Cherwell 010C	2	Westminster, City of London	4
E01028506 : Cherwell 010D	4	Aylesbury Vale	43
E01028507 : Cherwell 010E	3	Milton Keynes	5
E01028478 : Cherwell 011C	2	Oxford	130
E01028483 : Cherwell 011D	2	Slough	2
E01028499 : Cherwell 011F	7	South Bucks	4
E01028459 : Cherwell 012A	5	South Oxfordshire	36
E01028455 : Cherwell 013A	32	Surrey Heath	3
E01028456 : Cherwell 013B	10	Vale of White Horse	45
E01028457 : Cherwell 013C	3	West Berkshire	3
E01028467 : Cherwell 013E	11	West Oxfordshire	16
E01028466 : Cherwell 014A	11	Wycombe	9
E01028469 : Cherwell 014B	2		
E01028463 : Cherwell 015A	7		
E01028464 : Cherwell 015B	4		
E01028468 : Cherwell 015D	82		
E01028424 : Cherwell 016A	7		
E01028497 : Cherwell 016B	5		
E01028500 : Cherwell 016D	59		
E01028501 : Cherwell 016E	8		
E01028502 : Cherwell 016F	7		
E01028491 : Cherwell 017D	3		
E01028488 : Cherwell 019A	13		
E01028511 : Cherwell 019C	11		

In order to protect against disclosure of personal information, records have been swapped between different geographic areas. Some counts will be affected, particularly small counts at the lowest geographies.

NOTE: Output areas with zero or one values manually deleted as statistically insignificant

WF01BEW - Location of usual residence and place of work (OA level)

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Place of Work: 2011 super output area - lower layer		Currently residing in E01028425 Cherwell 011A	Route							
			A41 West		A41 East		Ploughley Road South		B4011 South	
			%age of trips	Distribution	%age of trips	Distribution	%age of trips	Distribution	%age of trips	Distribution
Cherwell	E01028443 : Cherwell 002C	2	100%	2						
	E01028445 : Cherwell 003A	4	100%	4						
	E01028446 : Cherwell 003B	3	100%	3						
	E01028435 : Cherwell 004A	5	100%	5						
	E01028437 : Cherwell 004C	6	100%	6						
	E01032941 : Cherwell 004G	6	100%	6						
	E01032942 : Cherwell 004H	3	100%	3						
	E01028427 : Cherwell 007B	3	100%	3						
	E01028474 : Cherwell 009A	4	100%	4						
	E01028505 : Cherwell 010C	2	100%	2						
	E01028506 : Cherwell 010D	4	100%	4						
	E01028507 : Cherwell 010E	3	100%	3						
	E01028478 : Cherwell 011C	2	100%	2						
	E01028483 : Cherwell 011D	2	100%	2						
	E01028499 : Cherwell 011F	7	50%	3.5	25%	1.75			25%	1.75
	E01028459 : Cherwell 012A	5	100%	5						
	E01028455 : Cherwell 013A	32	100%	32						
	E01028456 : Cherwell 013B	10	100%	10						
	E01028457 : Cherwell 013C	3	100%	3						
	E01028467 : Cherwell 013E	11	100%	11						
	E01028466 : Cherwell 014A	11	100%	11						
	E01028469 : Cherwell 014B	2	100%	2						
	E01028463 : Cherwell 015A	7	100%	7						
	E01028464 : Cherwell 015B	4	100%	4						
	E01028468 : Cherwell 015D	82	100%	82						
	E01028424 : Cherwell 016A	7	100%	7						
	E01028497 : Cherwell 016B	5	100%	5						
	E01028500 : Cherwell 016D	59					100%	59		
	E01028501 : Cherwell 016E	8					100%	8		
	E01028502 : Cherwell 016F	7					100%	7		
E01028491 : Cherwell 017D	3	50%	1.5			50%	1.5			
E01028488 : Cherwell 019A	13	50%	6.5			50%	6.5			
E01028511 : Cherwell 019C	11	50%	5.5			50%	5.5			
TOTAL TRIPS - CHERWELL		336		245		1.75		87.5		1.75
% AGE DISTRIBUTION				72.9%		0.5%		26.0%		0.5%

Destinations with zero or one employed persons have been excluded from the above Table

Place of Work: Local Authority Area	Currently residing in E01028425 Cherwell 011A	Route							
		A41 West		A41 East		Ploughley Road South		B4011 South	
		%age of trips	Distribution	%age of trips	Distribution	%age of trips	Distribution	%age of trips	Distribution
Wiltshire	2	100%	2						
Stratford-on-Avon	4	100%	4						
Harrogate	2	100%	2						
South Kesteven	2	100%	2						
South Northamptonshire	27	100%	27						
Camden	2	100%	2						
Ealing	2	100%	2						
Hillingdon	2	100%	2						
Southwark	2	100%	2						
Westminster, City of London	4	100%	4						
Aylesbury Vale	43			100%	43				
Milton Keynes	5	50%	2.5	50%	2.5				
Oxford	130	50%	65			50%	65		
Slough	2	100%	2						
South Bucks	4	100%	4						
South Oxfordshire	36					50%	18	50%	18
Surrey Heath	3	100%	3						
Vale of White Horse	45	100%	45						
West Berkshire	3	100%	3						
West Oxfordshire	16	100%	16						
Wycombe	9			50%	4.5			50%	4.5
TOTAL TRIPS - LOCAL AUTHORITY	345		189.5		50		83		22.5
%AGE DISTRIBUTION			54.9%		14.5%		24.1%		6.5%

Destinations with zero or one employed persons have been excluded from the above Table

SUMMARY

TOTAL TRIPS - CHERWELL	336		245		1.75		87.5		1.75
TOTAL TRIPS - LOCAL AUTHORITY	345		189.5		50		83		22.5
TOTAL TRIPS - ALL	681		434.5		51.75		170.5		24.25
%AGE DISTRIBUTION			63.8%		7.6%		25.0%		3.6%

EXTRAPOLATION OF THE ABOVE FOR M40 JUNCTION 9

Place of Work: Combined		Currently residing in E01028425 Cherwell 011A	Route							
			A41 Northeast		M40 North		A34 Southwest		M40 South	
			%age of trips	Distribution	%age of trips	Distribution	%age of trips	Distribution	%age of trips	Distribution
Cherwell	E01028443 : Cherwell 002C	2	100%	2	100%	2				
	E01028445 : Cherwell 003A	4	100%	4	100%	4				
	E01028446 : Cherwell 003B	3	100%	3	100%	3				
	E01028435 : Cherwell 004A	5	100%	5	100%	5				
	E01028437 : Cherwell 004C	6	100%	6	100%	6				
	E01032941 : Cherwell 004G	6	100%	6	100%	6				
	E01032942 : Cherwell 004H	3	100%	3	100%	3				
	E01028427 : Cherwell 007B	3	100%	3	100%	3				
	E01028474 : Cherwell 009A	4	100%	4	100%	4				
	E01028505 : Cherwell 010C	2	100%	2	100%	2				
	E01028506 : Cherwell 010D	4	100%	4	100%	4				
	E01028507 : Cherwell 010E	3	100%	3	100%	3				
	E01028497 : Cherwell 016B	5	100%	5			100%	5		
	E01028491 : Cherwell 017D	1.5	100%	1.5			100%	1.5		
	E01028488 : Cherwell 019A	6.5	100%	6.5			100%	6.5		
E01028511 : Cherwell 019C	5.5	100%	5.5			100%	5.5			
Local Authorities	Wiltshire	2	100%	2			100%	2		
	Stratford-on-Avon	4	100%	4	100%	4				
	Harrogate	2	100%	2	100%	2				
	Camden	2	100%	2					100%	2
	Ealing	2	100%	2					100%	2
	Hillingdon	2	100%	2					100%	2
	Southwark	2	100%	2					100%	2
	Westminster, City of London	4	100%	4					100%	4
	Oxford	65	100%	65			100%	65		
	Slough	2	100%	2					100%	2
	South Bucks	4	100%	4					100%	4
	Surrey Heath	3	100%	3					100%	3
	Vale of White Horse	45	100%	45			100%	45		
	West Berkshire	3	100%	3			100%	3		
	West Oxfordshire	16	100%	16			100%	16		
TOTAL TRIPS - M40 Junction 9		221.5		221.5		51		149.5		21
TOTAL TRIPS - All from Census		681								
%AGE DISTRIBUTION				32.5%		7.5%		22.0%		3.1%

Destinations with zero or one employed persons have been excluded from the above Table