

**Transport Comments**

Upper Heyford Former Airbase – Proposed settlement of 1075 dwellings with associated works and facilities including employment uses, playing fields, school and other infrastructure.

**Recommendations**

I have no objections to this proposal however I have a number of recommendations in the terms of conditions, obligations and reserved matters.

**General Observations**

This site is part of a wider site with extant outline permissions granted consent on appeal and a number of other consents. The uses on the flying field which are included on the extant consent are not included on this application. With this respect certain highway aspects should tie in with the preserving those remaining consent requirements on the flying field.

Existing obligations with respect of the flying field will need to be taken into consideration. Any commitments for changes in financial contributions or transport initiatives will need to be preserved for the flying field. Also emerging obligations with respect of this application must be drawn up in concert with those preserved or agreed on other consents.

Note that on previous consents reference is made to new dwellings. This application and 10-00640-F Change of use of military dwellings to residential now apply to keep existing dwellings and hence the terminology is changed to the number of dwellings. The number of existing dwellings is 315 and hence those provided thereafter are considered to be new build.

All payments paid under extant permissions will be paid as required. If and when such time the applicant wishes to invoke this application then discussion and agreement will be sought to transfer the monies and to amend previous agreements accordingly.

Any payment detailed in the agreements resulting in this consent for construction related items (rights of way and highway changes) will be indexed to Baxter.

**Transport Impact**

The traffic impact work which was undertaken for the 2007 application has been updated. The traffic generation of the application remains unchanged compared to that studied previously albeit for a slight increase due to general growth. I have not required a transport assessment in this case. The contribution in traffic impact terms of this site is included in the overall

assessment of the wider extant permissions. The applicant has produced a supplementary Transport Assessment which I am content with in principle. The final document has not been produced in final form but I am expecting this to be produced to my satisfaction before this application is presented to Committee.

The transport impact will need to be mitigated by a number of measures:

- Internal estate development (pedestrians, cycles, buses, road layout etc)
- Improvements to external locations (traffic calming, rights of way improvement etc)
- Contributions (travel planning, bus services etc)

The general location of the application site is not particularly well serviced by public transport compared to the level of service the Council wishes to provide. Compared to many other sites and locations accessibility is dominated by the motor car. Hence, public transport improvements are required to address this imbalance. The figures supplied in the transport assessment and initial transport strategy framework indicate a low level of travel undertaken by public transport. Some initial targets have been discussed. The level of patronage needed to achieve self financing is considerably higher than the optimistic targets discussed. This indicates that the public transport service will need to be supported for much longer than ordinary. Whilst this is not a reason to refuse it is indicative of the need for such a high contribution.

### **Development Layout**

A masterplan layout has been produced showing the principles of the overall layout showing how car, bus, HGV, cycle and pedestrian movements are achieved across the site between the various uses.

Bus Routes: a bus route is indicated which provides the facility to turn buses and to get bus stops closer to dwellings. The route indicated uses streets which are too narrow although the bus would be able to navigate the road if designed features were added. More details will be required to develop this route into a workable solution.

HGV routes from outside the area are being routed to the main entrances and land uses via agreed routes.

An outline scheme for the re-design of Camp Road including the local centre has been agreed.

At the time of writing the layout in particular areas has not been settled (school, local centre, 'visitor centre'). These areas will need to be agreed at the stage of reserved matters.

The applicant has not explicitly disclosed that the development will be phased. Due to the repercussion of the change of use application it appears that there

is a potential for a first phase which includes 108 new builds (extra affordable element on top of the retained 361 dwellings). It is this point I am choosing to have interim measures implemented. Other phases may well be agreed during the reserved matters stages but I feel that some contributions and mitigation measures ought to be implemented within this phase albeit at a reduced level.

### **Travel Plan**

A travel plan has not been produced. However the basis for a travel plan has been set out in the transport assessment and transport strategy framework. The framework is not in a form which I would agree to however the applicant will be required to produce the document prior to the application being presented to Committee.

The concept of the travel plan thus far agreed with the applicant is such that suitable initiatives and targets are agreed which will produce a shift from travel from the car onto public transport. The location of this development is not particularly accessible. The previous hearing in front of an Inspector highlighted this fact. However in the light of the Inspector's decision I am reluctant to refuse the application. I say this because recent investigations have confirmed that there may not be enough bus patronage generated from development to deliver a self financing bus service. The applicant is aware of this. The outcome is that an appropriately structured bus service contribution will be needed to obviate this pressure.

### **Obligations and Conditions**

#### **Transport Contributions:**

All payments paid under extant permissions will be paid as required. If and when such time the applicant wishes to invoke this application then discussion and agreement will be sought to transfer the monies and to amend previous agreements accordingly.

The applicant will pay two contributions to improve the public transport provision to the application site to and from Bicester and Oxford:  
The first contribution will be paid on the first occupation of new build dwelling or the first occupation of previously unoccupied commercial floor space however a notice period of 3 months will be required to be able arrange service improvements ready for the first occupation.  
The second contribution will be paid on the occupation of the 408<sup>th</sup> dwelling (109<sup>th</sup> new build).

Both contributions will be one off payments of £1.38M in full settlement of the provision of improved public transport without claw back. The County Council will manage the improved services in accordance with the specification indicated (see attached) or similar as deemed appropriate.

The first contribution is based on the service provision specification and draft timetable as attached. The second contribution enhances that service further to the provision set out by the Inspectors report of 11<sup>th</sup> January 2010 (attached)

The payment of the public transport contributions will be indexed from date of the issue of the consent to the date of the payment using the Oxfordshire Public Transport Index.

### **Travel Plans:**

Not to cause or permit any building forming part of the development to be occupied until those part of the approved travel plan which are identified therein as requiring implementation prior to occupation have been implemented.

#### **Residential:**

- A 'Full Travel Plan' to cover all residential units (existing and proposed).
- Full residential travel plan to include information as required by the County Council (attached).
- A 'residential travel survey' to be carried out on existing dwellings on granting of consent and again on the occupation of the 361<sup>st</sup> dwelling. The purpose is to establish what percentage of residents use which form of transport, totalling 100% ('modal split'). Survey should address travel to/from work and also travel for leisure and recreation.
- An updated travel plan to be submitted to OCC within three months of each survey being undertaken.
- Prior to the occupation of the first new dwelling to appoint and retain a site travel plan coordinator whose responsibilities will include the following:
  - to promote, facilitate and co-ordinate the achievement of the objectives and targets and implementation of measures set out in the approved travel plan for the site as a whole
  - to update the approved travel plan as and when appropriate
  - to liaise with relevant occupiers and outside bodies and agencies including in particular the public transport operator
  - to conduct 'residential travel surveys' (biennially)
  - \*prior to any occupation to facilitate the production of a 'Travel Information Pack' for all new residents of the site
  - 'Residential travel surveys' to be conducted by the Travel Plan Coordinator biennially and results submitted to Oxfordshire County Council (Travel Choices team).
  - Residential travel surveys to be carried out biennially for the period of development to 100% site occupation, and for an additional five year period following. (Note: baseline survey at occupation of 50% is representative of 'year 1').
  - To review and monitor progress towards Travel Plan targets using the results of the 'residential travel survey'.
  - Any additions / alterations made to the Travel Plan in light of the biennial travel survey should be submitted to, and approved by Oxfordshire County Council.

Commercial:

- \*A 'Framework Travel Plan' to be submitted for the commercial units prior to new occupations.
- Framework Travel Plan to include information as required by the County Council (attached).
- Travel Plan Coordinator to carry out biennial 'staff travel surveys'.
- A 'staff travel survey' to be carried out within 3 months occupation of each individual commercial unit to establish what percentage of staff or visitors use which form of transport, totalling 100% ('modal split').
- 'Staff travel survey' results to be submitted to Oxfordshire County Council (Travel Choices Team).
- Staff travel surveys to be carried out biennially for the period of development to 100% site occupation, and for an additional five year period following. (Note: baseline survey at occupation of 50% is representative of 'year 1').
- To review and monitor progress towards Travel Plan targets using the results of the 'staff travel survey'.

A monitoring fee is required for processing and providing input to the submitted information as a result of the requirements of the travel plan. A total administrative fee will not exceed £5000. County Council officer costs will be invoiced based on an appropriate hourly rate. Each invoice will be generated for each annual submission. The sum of £5000 will be subject to a Bond and any unspent monies will be released at the end of the lifetime of the travel plan monitoring period.

**Public Rights of Way:**

The following obligation with respect of the flying field will need to be retained:  
30. Aves Ditch and Portway: Within 3 months of the date of this permission, details of the surface treatment of the linking sections across the runway of Aves Ditch "optional route" and of Portway, as indicated on Plan Ref L10B shall be submitted to and approved in writing by the Local Planning Authority. Within 18 months of the date of the approval of those details the Aves Ditch and Portway sections identified on Plan Ref: L10B and L10A shall be implemented in accordance with such approved details and thereafter made available for use by the general public.

Countryside access payment no.1 (£50k) must be paid within 6 months of the granting of consent. The County Council will use its best endeavours to deliver the improvements as detailed in schedules 22 and 23 referred to in the Inspectors report of 11<sup>th</sup> January 2010 (attached).

Countryside Access Payment no 2 (£147k) must be paid before occupation of the 440<sup>th</sup> dwelling or within one year of the occupation of the 407<sup>th</sup> dwelling. The County Council will use its best endeavours to deliver the improvements as detailed in schedules 22 and 23 referred to in the Inspectors report of 11<sup>th</sup> January 2010 (attached).

**Masterplan:**

The masterplan drawing to be submitted and agreed to be included in the consent.

**Highway works:**

Within 3 months of the granting of consent install automatic traffic counters at access points (junctions of the development roads with Camp Road between and including Chilgrove Drive up to but excluding Kirklington Road).

External works (Annex B in Inspectors report of 11<sup>th</sup> January 2010): on the granting of consent the improvement works details to the junction (intersection of B430 and B4030) in Middleton Stoney have been submitted agreed and implemented to those details.

External works (Annex B in Inspectors report of 11<sup>th</sup> January 2010): prior to the occupation of the 500<sup>th</sup> dwelling or more than 50% increased floor area of the commercial use (which is not occupied at the granting of consent) shall not take place until improvement works details to junction 10 of the M40 (figure 36 carriageway marking alterations) have been implemented.

External works: on the first anniversary of the commencement of the construction of the first dwelling or the occupation of the 50<sup>th</sup> new dwelling the applicant will pay an initial instalment of £11K to the County Council in order to undertake consultation and investigation works into providing traffic calming at the villages of Fritwell, Ardley, Bucknell, Middleton Stoney, Kirklington, Lower Heyford, Steeple Aston, Middle Aston, The Bartons, North Aston, Somerton and Upper Heyford. If the County Council determines to proceed with all or any of the works the applicant will pay on receipt of invoice the County Councils reasonable costs for the design and construction of all the works as being identified as required. The applicant will be expected to pay a maximum of £55,000 for these works.

All contributions outlined above will be bonded from the date at which the consent is implemented.

**Reserved Matters:**

**Bus Route:** details to be submitted for the route for buses around site to provide turning of the bus for the out and back service to Bicester or to provide a turning facility close to Camp Road whilst ensuring that bus stops are placed to get as many dwellings within the shortest walking distance as possible. The bus route must be designed to the County Councils standard for adoption for buses to be able to use the route. Details will include all bus stop facilities.

**Internal Layout:** details to be submitted of the detailed pedestrian and cycle routes to link the various land uses using designed routes which provide the shortest routes and to appropriate standards.

Re-design of Camp Road including the local centre: supply detailed design to increase pedestrian use, reduce vehicle speeds and to provide a more balanced and sustainable environment.

**HGV Routes:** Routing agreements will be required to ensure that the main HGV routes do not impinge on the central area which is being designed as a local centre.

**Phasing:** (as Annex B in Inspectors report of 11<sup>th</sup> January 2010) no reserved matters application to be submitted until phasing details are submitted and agreed.

**Design Codes:** (Annex B in Inspectors report of 11<sup>th</sup> January 2010): no reserved matters application to be submitted until design codes for each phase (all new build areas) have been submitted and agreed. Transport and highway related parts of the Design Code shall consist of surface water control, car and cycle parking, and street realm design (estate layout and surface specification).

**Drainage:** for all new build areas no works will commence until a scheme for the sustainable method of surface water disposal (both for new roads and all other hard surfaces) has been submitted and agreed.