

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

**District:** Cherwell

**Application no:** 16/01805/F-2

**Proposal:** Change of use of buildings from sui generis MOD use to various commercial uses as detailed in accompanying Planning Statement with associated physical works and demolition of buildings 101 and 104 and erection of replacement structures.

**Location:** Bicester Heritage Buckingham Road Bicester OX26 5HA

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## **Purpose of document**

This report sets out Oxfordshire County Council's view on the proposal.

This report contains officer advice in the form of a strategic localities response and technical team response(s). Where local member have responded these have been attached by OCCs Major Planning Applications Team ([planningconsultations@oxfordshire.gov.uk](mailto:planningconsultations@oxfordshire.gov.uk)).

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## **Strategic Comments**

**Comments:**

The detailed reasons for objecting to this application are detailed below. There are no strategic comments to add to this.

**Officer's Name:** Jacqui Cox

**Officer's Title:** Principal Infrastructure Planner

**Date:** 23 January 2017

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## **Transport Development Control**

### **Recommendation:**

#### Objection

- The applicant has not demonstrated safe and suitable access for all. Whilst there are reasonable pedestrian and cycling facilities in the vicinity of the development, there is no safe and convenient way for people to get to them from the main access of the development on the Buckingham Road. Pedestrians cannot conveniently and safely get to and from the nearby pair of bus stops on the Buckingham Road. A crossing of Buckingham Road will need to be provided.
- The application does not give any details for how pedestrians would be provided for at the site access nor does it set out how pedestrians can safely and conveniently walk to and from different parts of the site.
- The applicant has not provided sufficient robust justification for how the numbers of vehicular movements on the local transport network have been calculated. It is not possible therefore for me to be sufficiently confident that the impact of the proposal is acceptable. In any case, there is an inconsistency between the floorspace figures on the application form and the Transport Statement – the latter says there will be an increase of 7,342 sqm, the former says no change. This must be clarified.

The applicant has therefore not demonstrated that the development is compliant with the National Planning Policy Framework

### **Additional key issues:**

- The TS states that there will be a total of 333 car parking spaces in the future although the application form says there will be 323 new spaces and 364 total spaces. This inconsistency should be clarified.
- A framework travel plan plus monitoring fees would be required for this site given the scale of the new/repurposed buildings.

### **Legal agreement required to secure:**

If Cherwell District Council is minded to grant planning permission, a S278 would be needed to provide an improved site access to include pedestrian provision at the access itself and also to ensure pedestrians and cyclists can access the nearby footways, cycleways and bus stops i.e. footway extension/improvements and a crossing of Buckingham Road.

A S106 agreement will be needed to secure financial contributions of:

- £2,040 towards travel plan monitoring fees.
- £10,102 towards the installation of a solar powered digital real time information display for the nearby southbound bus shelter on Buckingham Road

### **Conditions:**

If Cherwell District Council is minded to grant planning permission, the following conditions are recommended:

#### **Improved Site Access: Full Details**

Prior to the commencement of the development hereby approved, full details of the improved means of access between the land and the highway on Buckingham Road including position, layout, and vision splays shall be submitted to and approved in writing by the Local Planning Authority. This improved means of access must incorporate facilities for safe and convenient movement of pedestrians and cyclists at the site access itself and to and from the nearby bus stops and existing pedestrian and cycling facilities. 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*

#### **Car Parking**

No building shall be occupied until car parking space(s) to serve that building have been provided according to details that have been submitted to and agreed in writing by the Local Planning Authority. All car parking shall be retained unobstructed except for the parking and manoeuvring of vehicles at all times thereafter, unless otherwise agreed in writing beforehand by the local planning authority. *Reason: To ensure appropriate levels of car parking are available at all times to serve the development, and to comply with Government guidance contained within the National Planning Policy Framework.*

#### **Cycle Parking**

No building shall be occupied until cycle parking spaces to serve that building 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.*

#### **Drainage**

No development shall begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Discharge Rates
- Discharge Volumes
- Maintenance and management of SUDS features
- Sizing of features – attenuation volume

- Infiltration tests in accordance with BRE365
- Detailed drainage layout with pipe numbers
- SUDS Permeable Paving, Rainwater Harvesting
- Network drainage calculations
- Phasing plans

*Reason - To ensure satisfactory drainage of the site in the interests of public health, to avoid flooding of adjacent land and property and to comply with Government guidance contained within the National Planning Policy Framework.*

### **Framework Travel Plan**

Prior to occupation, a Framework Travel Plan meeting the requirements set out in the Oxfordshire County Council guidance document, "Transport for New Developments; Transport Assessments and Travel Plans" shall be submitted to and approved in writing by the Local Planning Authority. If any building exceeds the thresholds set out in "Transport for New Developments; Transport Assessments and Travel Plans", an individual Travel Plan will need to be submitted and approved by the Local Planning Authority not longer than three months after the occupation of these buildings. *Reason – to encourage occupiers to use sustainable modes of transport as much as possible in line with 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. Thereafter, the approved Construction Traffic Management Plan shall be implemented and operated in accordance with the approved details. *Reason - In the interests of highway safety and the residential amenities of neighbouring occupiers.*

### **Detailed comments:**

#### **Site access including provision for pedestrians and cyclists**

The application proposes to make use of an unaltered site access a short distance north of the roundabout junction of the Buckingham Road and Skimmingdish Lane. I think it is likely that that from a congestion point of view, this access will be able to accommodate the additional vehicular traffic generated by the proposals, although see later comments about traffic generation figures. However, on the basis that there will be additional traffic using the access and a need to make changes to accommodate pedestrians (at the moment there is no proper footway leading to the site entrance), the applicant is yet to demonstrate that the site access will operate safely.

A revised site access design should be resubmitted showing that the necessary visibility splays for vehicles leaving the site can be provided. Given that the speed limit on Buckingham Road is 50mph and the limited amount of building fronting directly onto the highway, the visibility splays will need to be calculated using DMRB and recorded vehicle speeds at the site access.

As the Transport Statement (TS) points out, there is a reasonable level of provision for cyclists and pedestrians in the vicinity of the site – shared use footway/cycleways on the west side of Buckingham Road, on the south side of Skimmingdish Lane and for a short distance giving access into the Bure Park development on the south side of A4095 to the west. However, there is no safe and convenient way to gain access to any of these walking and cycling facilities. This is because there is no footway/cycleway at or leading to the site access on Buckingham Road and there is no crossing to help people get across this very

busy road. As such this proposal neither allows for safe and suitable access for all nor does it ensure that opportunities for sustainable transport modes have been taken up – despite the fact that the site is in a location close to a significant population which suggests walking and cycling should be realistic options for people to travel there.

The provision of a crossing of Buckingham Road would double up as a way for people travelling to the site by bus to do so safely. Together with this crossing, a footway leading to/from the southbound bus stop will ensure that using the bus to get to and from this development becomes not just a safer but also a much more attractive proposition – very much more in line with the intentions of the NPPF, specifically paragraphs 32 and 35.

### On site pedestrian and cycling provision

There is no detail in the planning application to explain how, once on the site, pedestrians and cyclists can safely and conveniently get to their destination. At the very least, some description is needed of what, if any, pedestrian and cycling facilities currently exist and how these may or may not be fit for purpose for the likely travel demands in the light of the NPPF requirement that opportunities to use sustainable modes of transport should be exploited. Clearly, there is an expectation that the majority of journeys to/from the site will be by car and therefore careful consideration is needed of how people walking and cycling on site will be made to feel safe and comfortable. Also, what can be done, alongside the off-site improvements set out earlier, to encourage modal shift from car to non-car travel?

No details of cycle parking are given in the application documentation. Appropriate provision for staff and visitors, preferably in the form of covered Sheffield type stands spaced a minimum of 1m apart should be secured through the application of a planning condition if planning consent is granted. The council’s cycle parking standards can be found below:

	Residential	Food Retail	Non Food Retail	A2 - Banks and Profession	B1 - Offices	B2 - General Industry	B8 Warehousing	D2 Assembly and Leisure	Cinema & Conference	Hotel and Guest Hse	Hospital	Higher Education	A3 - Restaurant / pubs	Stadia
<b>Long stay/ employer/ resident</b>	1bed - 1space; 2+ beds - 2 Spaces ***	1stand per 12 staff *	1stand per 6 staff *	1stand per 12 staff **	1stand per 150 sqm	1stand per 350 sqm	1stand per 500 sqm	1stand per 12 staff **	1stand per 12 staff **	1stand per 12 staff **	1stand per 12 staff	Subject to individual assessment	1stand per 12 staff **	1stand per 12 staff
<b>Visitor</b>	1stand per 2 units where more than 4 units	1stand per 200sqm	1stand per 200sqm	1stand per 100sqm	1stand per 500 sqm	1stand per 500 sqm	1stand per 1000 sqm	1stand per 20 sqm	1stand per 20 sqm	1stand per 10 beds	on merits	Subject to individual assessment	1stand per 20 sqm of public space	on merits (guide 1 stand per 30 seats)
<b>Notes</b>														
a) where number of staff is not known:- * 1 staff per 50 sqm ** 1 staff per 7 sqm														
*** b) Garages should be designed to allow space for car plus storage of cycles in line with the District Council's design guides where appropriate														
c) 1stand = 2 spaces: The number of stands to be provided from the calculations to be rounded upwards. The preferred stand is of the 'Sheffield' type														
d) All cycle parking facilities to be secure and located in convenient positions														
e) The County Council encourages the use of covered facilities for longstay/staff cycle parking.														
f) Oxford City Council have a separate standard to reflect high cycle usage in the city														
g) Residential visitor parking should be provided as communal parking at convenient and appropriate locations throughout the development														

### Traffic generation

Confirmation is needed that the amount of additional floorspace proposed as part of this application is what is stated in the TS i.e 7,342 sqm (26,290 sqm compared to 18,948 sqm). This is compared to the application form that says 20,378 sqm of existing space is lost and there will be 20,378 sqm new space.

Given the fact that this application is for change of use from sui generis MOD use to B1, B2 and B8 uses (together with some new replacement buildings of a different use class to now), I am not satisfied that traffic surveys of the existing use can be used to predict how many

trips the site will generate in the future. An acceptable methodology would be to apply trip rates from the TRICS database to the various different future uses of the site and then subtract the existing traffic generation. This would give the net increase in traffic generation which can be used to test the site access junction and other nearby junctions as necessary e.g. the Skimmingdish Lane/Buckingham Road roundabout (although which junctions will be tested should be agreed with the county council).

### **Public transport**

The pair of bus stops close to the development site on Buckingham Road are served by the Oxford to Cambridge X5 which gives a half hourly service in each direction Monday to Saturday and a half hourly service for a large part of Sunday. The 18 service is mentioned in the TS but this only gives one bus in each direction which is of very limited use for this development.

The X5 service may be reasonably frequent but it will only be sufficiently attractive to encourage people in Bicester and Buckingham (and further afield) to travel to/from this site by bus if the bus stop and walking environment is good. I have already set out why that isn't the case at the present time and what is needed to make this application acceptable in planning terms.

To further improve the attractiveness of travelling by bus to/from this site, the applicant will be required to provide funding for an additional enhancement to the public transport infrastructure – £10,102 towards a solar powered real time information display for the southbound bus stop (there is no mains electricity in the vicinity of the site).

### **Drainage**

For the redevelopment of brownfield sites such as this one, in terms of surface water runoff rates, these sites should be designed to discharge at greenfield rates where feasible. However, as this site mainly entails the reuse of existing buildings this requirement does not appear practical. Therefore, it is suggested that the development should achieve a 5% - 10% betterment over the existing surface water runoff rates at the site.

This could be achieved by the incorporation of SUDS into the development, for example, by treating water as a resource by harvesting rainwater for reuse. Where practical, SUDS infiltration techniques such as permeable paving and soakaways should be used. This may be more practical where buildings are being reconstructed and for new parking areas.

We would therefore recommend the use of a planning condition to ensure that SUDS are incorporated into the site.

### **Framework Travel Plan**

This is a large mixed use site which requires the development of a framework travel plan. This framework travel plan would act as an umbrella travel plan for the whole site and would set out the travel aspirations for the site. It would also provide a travel strategy for the site as new or existing buildings are repurposed and occupied.

New and existing site occupiers will be expected to buy into this travel plan and to take on its travel targets. Some may be asked to develop their own travel plans if they are above travel plan thresholds – at this stage buildings 79, 108, 113 and 137 are above the threshold of B8 floorspace where a full travel plan will be needed (3,000 sqm). These thresholds are set out in the county council document Transport for New Development – Transport Assessments and Travel Plans.

### **Construction Travel management Plan (CTMP)**

A CTMP would be needed for this development, particularly given the traffic sensitive nature of the potential approach routes in and around Bicester. The CTMP will need 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. 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.

**Officer's Name: Craig Rossington**

**Officer's Title: Senior Transport Planner**

**Date: 20 January 2017**

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