

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

District: Cherwell

Application no: 14/02025/HYBRID

Proposal: FULL - Phase 1 - 9,844 sq. warehouse; service yard for loading and unloading of HGVs and parking provision for 6 No cars, 4 No HGV lorries, 8 No trailers and a bicycle shelter; new vehicular access at northern end of site off Chilgrove Drive; improved visibility splays onto Camp Road and new landscaping treatment around the boundary of the site; OUTLINE - Phase 2 - 9,137 sq.m. manufacturing and storage facility; 3,000 sq.m. two storey office and training school; new vehicular parking area incorporating car parking, motorcycle spaces and a bicycle shelter and new vehicular access onto Camp Road

Location: OS Parcel 1570 Adjoining And West Of Chilgrove Drive And Adjoining And North Of Camp Road Upper Heyford

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

Annexes to the report contain officer advice.

The county council is raising objection to this proposal as listed in the sub-section below:

- The submitted Transport Assessment fails to appraise appropriately the traffic impact of the development.
- The pre-application advice offered by the County Council to mitigate the traffic impacts of the development has not been acted on. Details are set out in officer advice.

However, should the District Council minded to approve this application then in addition to mitigate the traffic impacts satisfactorily the development would also require to deliver a number of on-site and off-site infrastructure improvements and provide financial contributions to mitigate the potential impacts from the development.

The detailed requirements for minimum level of infrastructure through S106 contributions that would be expected from the developer to mitigate the impact of this proposal are set out in the Officers response at Annex 1.

Officer's Name: Lisa Michelson

Officer's Title: Locality Manager

Date: 20 January 2015

ANNEX 1
OFFICER ADVICE

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: Cherwell

Application no: 14/02025/HYBRID

Proposal: FULL - Phase 1 - 9,844 sq. warehouse; service yard for loading and unloading of HGVs and parking provision for 6 No cars, 4 No HGV lorries, 8 No trailers and a bicycle shelter; new vehicular access at northern end of site off Chilgrove Drive; improved visibility splays onto Camp Road and new landscaping treatment around the boundary of the site; OUTLINE - Phase 2 - 9,137 sq.m. manufacturing and storage facility; 3,000 sq.m. two storey office and training school; new vehicular parking area incorporating car parking, motorcycle spaces and a bicycle shelter and new vehicular access onto Camp Road

Location: OS Parcel 1570 Adjoining And West Of Chilgrove Drive And Adjoining And North Of Camp Road Upper Heyford

Transport

Recommendation

Objection

Key issues

- Pre-application advice offered by OCC has not been acted on.
- There is insufficient information and analysis in the Transport Assessment.
- A travel plan will be required.
- The developer will be required to the emerging area transport strategy.
- The developer will be required to provide enhancements to public transport services and infrastructure to meet this development.
- Drainage design is acceptable subject to calculations being submitted.

Legal Agreement required to secure

Section 106 contribution of £2,000 towards the provision of two 'Premium Routes' pole/flag/information case units

Section 106 contribution towards the cost of establishing route 25A as a commercially viable bus service. Discussion is required regarding the specific shift change requirements of this development and the cost of any additional journeys. The developer will need to arrange for bus services at shift change times.

Section 106 contribution of £2,040 to cover the cost of monitoring the Phase 1 Travel Plan, and an additional £1,240 to cover the cost of monitoring the Phase 2 Travel Plan.

Section 278 arrangement to provide two bus stops adjacent to the site on Camp Road. These stops will consist of two hard-standing areas and connecting footway into the site.

Conditions

Should the local planning authority decide to grant planning permission then the following conditions should be applied.

D4 – Access

D5 – Vision splay details

D13 – Turning area details

D19 – Cycle parking provision

Prior to the commencement of the development a Construction Traffic Management Plan prepared in accordance with OCC guidelines must be submitted to and approved in writing by the local planning authority. The construction works must be carried out in accordance with the details approved in the construction traffic management plan.

Prior to the occupation of Phase 1 of the development a Full Travel Plan will need to be developed and implemented. The plan will need to be submitted to the Travel Plan team at Oxfordshire County Council (OCC) for approval.

Prior to the occupation of Phase 2 of the development the Full Travel Plan implemented for Phase 1 will need to be updated and implemented to incorporate Phase 2. The updated plan will need to be submitted to the Travel Plan team at Oxfordshire County Council (OCC) for approval.

Prior to the commencement of the development full drainage calculations should be submitted to and approved by Oxfordshire County Council as the lead flood authority.

Informatives

Prior to commencement of development, separate consent must be obtained from OCC Road Agreements Team for the new highway vehicular accesses and the proposed works on Chilgrove Drive under S278 of the Highway Act. Contact: 01865 815700; RoadAgreements@oxfordshire.gov.uk.

Drainage calculations will need to demonstrate that no flooding occurs for all storm return periods up to and including 1 in 30years plus climate change. 1 in 100 year plus climate change calculations needs to be included with details of how any flooding is being managed should there be any.

Detailed Comments

Transport Assessment

Prior to preparation of the Transport Assessment the developer's transport consultant requested pre-application advice from OCC. This was duly supplied by OCC and has been referred to in the TA and included as an appendix. However, in a number of cases the pre-application advice supplied has not been acted on, and this has rendered the TA inadequate. These instances, together with other short-comings in the TA, are set out below. These are set out in the order in which they appear, or fail to appear, in the TA. OCC pre-application advice is referred to where relevant.

OCC pre-application advice:

Suitable improvements to Chilgrove Drive will need to be made between Camp Road and the access to the Phase 1 Service Yard in order to accommodate the two way passage of goods vehicles. These will need to be demonstrated with vehicle swept path analysis at both access points and on Chilgrove Drive itself.

The TA states that as part of the access arrangements to Phase 1 a carriageway widening would be provided for a distance of 40m. However this is not demonstrated on a plan and proposed distance of 40m is very short and no justification is offered. Similarly visibility at the new phase 2 access is not demonstrated as requested in OCC pre-application advice.

The TA does not state or demonstrate the location or quantity of proposed cycle parking provision.

The car parking proposals are for 147 spaces which is less than half of the maximum permitted under parking standards. This level of provision appears low and will need to be justified as requested in OCC pre-application advice.

OCC pre-application advice:

“Data from the existing premises would be informative, but would need to be compared to suitable data from TRICS with the TRICS data to be used if it implies a higher trip generation. This will ensure a suitable assessment of the generic land use classes being applied for.”

Under the heading Traffic Attraction the trip generation has been estimated using known movements at the existing EP Barrus site and has specifically excluded the use of the TRICS trip generation database on the grounds that this is not a speculative development and that the end user is already identified.

However, permission is being sought for B1, B2 and B8 land uses at the site and cannot be attached to an identified user. Therefore, a more robust approach must be taken to assessing the trip generation potential of the site that would take into account the potential for the sale of the site once developed. Such an approach would need to be based on the TRICS database.

It is also felt that using the existing operational EP Barrus sites in a first principles approach to traffic attraction, as is set out in the Transport Assessment is potentially unsafe, as the Launton Road Bicester site could be argued as being more accessible than the Upper Heyford site and could therefore be expected to have a lower traffic generation. In addition, no reference is made to the scale of the existing operational EP Barrus developments and so a comparison cannot be made as to whether a direct replacement is being made or whether there is potential for greater trip generation.

OCC pre-application advice:

“The TA will need to include the traffic flows from the entire committed Heyford Park development in the base traffic case.”

In para 5.6.3 the Transport Assessment refers to taking this development into account. However, it is not clear how this has been undertaken since that traffic flow data referred to is 2013 survey data and not Heyford Park committed traffic flows. Clearly some allowance has been made as this is presented in Figure 4 of the TA. However, the source of the traffic flows in Figure 4 is not given and their suitability cannot be reviewed.

In determining future year base traffic cases for assessment the TA applies “...DfT growth factors...” but does not state how these were derived and does not present the factors in the report. This information would be required for review.

In the capacity assessment, the junction of Camp Road and Chilgrove drive has been modelled as a priority junction. However, as pointed out in OCC pre-application advice, this will become a roundabout when the Heyford Park development reaches a certain level of occupancy. It should therefore have been modelled as a roundabout in the TA. The

modelled results presented in the TA are only of use for the period before this junction becomes a roundabout.

Transport Strategy

Oxfordshire County Council Transport Strategy team is developing a transport strategy for the area. This includes for the management of traffic movements by deterring traffic travelling south from the Chilgrove Drive/Camp Road junction and encouraging movements east, in order to reduce traffic impact on Middleton Stoney, as a result of the emerging Cherwell Local Plan Modifications. It is expected that development on this site, given its location, will be required to contribute towards this strategy as well as a public transport improvement strategy that is also being developed.

Public Transport

The Council has a policy of encouraging attractive public transport on key routes, such as Upper Heyford to Bicester.

Bus service 25A (Bicester-Upper Heyford-Oxford) operates along Camp Road alongside the site boundary. This service currently operates hourly, but will improve to operate twice per hour as a consequence of a planning agreement with the Dorchester Group at Upper Heyford. However, this arrangement may not be triggered before the development of this site, and it may not provide journeys at times required for shift changes at this site. The developer will be required to provide funding for such journeys, as required.

The 25A bus is an eminently reasonable way of accessing the proposed site, especially for those employees living in the Bicester area. It is therefore disappointing that the developer makes no mention of this bus service in his submission, and the benefits of a proportion of the employees travelling by public transport.

The developer will be expected to provide a pair of bus stops adjacent to the site along Camp Road and to make some financial contribution towards establishing route 25A as a commercially viable bus service.

Rights of Way

Chilgrove Drive is a public road and is a current and potential key access route for walkers, cyclists and equestrians linking to Aves Ditch. The development does not seem to have considered these users' needs in terms of safely accommodating them alongside HGV and other vehicular traffic. Ideally a segregated NMU access route should be created adjacent to Chilgrove Drive by the developer.

This lack of consideration of NMU safety also applies to the junction of Chilgrove Drive with Camp Road – there needs to be a safe crossing facility of that junction to accommodate walkers, cyclists and equestrians until such time as the new roundabout is introduced. At the moment there is no motorised traffic using Chilgrove Drive so any development will significantly impact on NMUs.

A pedestrian access route on the north side of Camp Road is required desired to enable a safe connection between Chilgrove Drive and Upper Heyford. This would benefit users of the development as well as local people. This link formed part of Countryside Access mitigation measures for the wider airfield development and physical provision or at least allocation of a strip of land is something that would be expected.

Officer's Name: Chris Nichols

Officer's Title: Transport Development Control

Date: 14 January 2015

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: Cherwell

Application no: 14/02025/HYBRID

Proposal: FULL - Phase 1 - 9,844 sq. warehouse; service yard for loading and unloading of HGVs and parking provision for 6 No cars, 4 No HGV lorries, 8 No trailers and a bicycle shelter; new vehicular access at northern end of site off Chilgrove Drive; improved visibility splays onto Camp Road and new landscaping treatment around the boundary of the site; OUTLINE - Phase 2 - 9,137 sq.m. manufacturing and storage facility; 3,000 sq.m. two storey office and training school; new vehicular parking area incorporating car parking, motorcycle spaces and a bicycle shelter and new vehicular access onto Camp Road

Location: OS Parcel 1570 Adjoining And West Of Chilgrove Drive And Adjoining And North Of Camp Road Upper Heyford

Archaeology

Recommendation:

Select Recommendation

Key issues:

The site is located in an area of archaeological potential adjacent to the prehistoric Aves Ditch and in an area where Anglo Saxon burials and Iron Age settlement has been recorded. The results of an archaeological evaluation will need to be submitted with this application ahead of the determination of any planning permission for the site, as set out in the NPPF para 128, in order that an informed decision can be made regarding the impact of this development on any surviving archaeological features on the site.

Legal Agreement required to secure:

None

Conditions:

Not at this stage.

Informatives:

None

Detailed Comments:

The site is located in an area of archaeological potential adjacent to the line of Aves Ditch, a prehistoric tribal boundary later used as a Roman road. A number of Iron Age banjo enclosures have been recorded along the line of this boundary including one 500m east of this site and another, 300m north of this proposed site, immediately adjacent to Aves Ditch.

Two further banjo enclosures have been recorded to the south of this proposed site. Other Prehistoric features have been identified from aerial photographs in the immediate vicinity.

A Romano-British settlement site has been recorded to the north of this proposal and a series of cropmarks identified as a possible Iron Age or Roman settlement complex have been recorded to the east of the site.

A number of burials have been recorded in the vicinity and a possible Anglo Saxon cemetery has been recorded immediately south of the site. This was recorded in 1865 and the exact location is uncertain but it was either recorded 700m north of the proposed site or 70m to the south. Roman cremations and burials have also been recorded east of the site.

It is therefore possible that significant archaeological deposits could survive on the site and further information in the form of an archaeological evaluation will need to be submitted along with the application in order that the impact of this development on any surviving archaeological deposits can be assessed ahead of the determination of any planning application for the site. This is set out in paragraph 128 of the National Planning Policy Framework (2012).

In accordance with the National Planning Policy Framework (NPPF), we would therefore recommend that, prior to the determination of this application the applicant should therefore be responsible for the implementation of an archaeological field evaluation. This must be carried out by a professionally qualified archaeological organisation and should aim to define the character and extent of the archaeological remains within the application area, and thus indicate the weight which should be attached to their preservation. This information can be used for identifying potential options for minimising or avoiding damage to the archaeology and on this basis, an informed and reasonable decision can be taken.

If the applicant makes contact with us, we shall be pleased to provide information on the procedures involved, draft a brief upon which a costed specification can be based and provide a list of archaeological contracting organisations working in the area.

Officer's Name: Richard Oram
Officer's Title: Planning Archaeologist
Date: 24 December 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: Cherwell

Application no: 14/02025/HYBRID

Proposal: FULL - Phase 1 - 9,844 sq. warehouse; service yard for loading and unloading of HGVs and parking provision for 6 No cars, 4 No HGV lorries, 8 No trailers and a bicycle shelter; new vehicular access at northern end of site off Chilgrove Drive; improved visibility splays onto Camp Road and new landscaping treatment around the boundary of the site; OUTLINE - Phase 2 - 9,137 sq.m. manufacturing and storage facility; 3,000 sq.m. two storey office and training school; new vehicular parking area incorporating car parking, motorcycle spaces and a bicycle shelter and new vehicular access onto Camp Road

Location: OS Parcel 1570 Adjoining And West Of Chilgrove Drive And Adjoining And North Of Camp Road Upper Heyford

Minerals and Waste

Recommendation:

No objection

Key issues:

The proposed development would affect deposits of limestone but is very unlikely to sterilise a potentially workable mineral resource and therefore would not be contrary to policy on the safeguarding of mineral resources.

Legal Agreement required to secure:

None

Conditions:

None

Informatives:

None

Detailed Comments:

Published BGS mapping shows the application site to be underlain by deposits of limestone, forming part of an extensive outcrop of limestone in the Upper Heyford – Ardley area. The Council is not aware of any detailed geological information on the depth, extent and quality of the limestone deposits within this site, but limestone is currently being worked at Dewars Farm (Ardley) Quarry approximately 2 km to the east.

The proposed development needs to be considered against saved Oxfordshire Minerals and Waste Local Plan policy SD10 on protection of mineral resources. This policy dates from 1996 but it is consistent with the NPPF (paragraph 143, bullet 3). Under policy SD10, development which would sterilise the mineral deposits within this site should not be permitted unless it can be shown that the need for the development outweighs the economic and sustainability considerations relating to the mineral resource.

The application site lies within an area of land between the already developed area at Upper Heyford Airfield (to the north and west) and Chilgrove Drive (to the east) and Camp Road (to the south). The limestone deposits within the application site are therefore isolated from the main area of the limestone outcrop between Upper Heyford and Ardley that lies to the east. It is unlikely that the application site would be of sufficient size or contain sufficient limestone resource for mineral working here to be practicable or viable. Therefore, the proposed development would not be contrary to saved Oxfordshire Minerals and Waste Local Plan policy SD10 on protection of mineral resources and, accordingly no objection should be raised to this planning application on minerals policy grounds.

Officer's Name: Peter Day

Officer's Title: Minerals and Waste Policy Team Leader

Date: 31 December 2014

RESPONSE TO CONSULTATION ON THE FOLLOWING DEVELOPMENT PROPOSAL

District: Cherwell

Application no: 14/02025/HYBRID

Proposal: FULL - Phase 1 - 9,844 sq. warehouse; service yard for loading and unloading of HGVs and parking provision for 6 No cars, 4 No HGV lorries, 8 No trailers and a bicycle shelter; new vehicular access at northern end of site off Chilgrove Drive; improved visibility splays onto Camp Road and new landscaping treatment around the boundary of the site; OUTLINE - Phase 2 - 9,137 sq.m. manufacturing and storage facility; 3,000 sq.m. two storey office and training school; new vehicular parking area incorporating car parking, motorcycle spaces and a bicycle shelter and new vehicular access onto Camp Road

Location: OS Parcel 1570 Adjoining And West Of Chilgrove Drive And Adjoining And North Of Camp Road Upper Heyford

Ecology

Recommendation:

Key issues:

The District Council should be seeking the advice of their in-house ecologist who can advise them on this application, especially because this is an ecologically sensitive site, with potential impacts on a Local Wildlife Site and a large population of Great Crested Newts (a European Protected Species).

In addition, the following guidance document on Biodiversity & Planning in Oxfordshire combines planning policy with information about wildlife sites, habitats and species to help identify where biodiversity should be protected. The guidance also gives advice on opportunities for enhancing biodiversity:

<https://www.oxfordshire.gov.uk/cms/content/planning-and-biodiversity>

Officer's Name: Tamsin Atley

Officer's Title: Ecologist Planner

Date: 14 January 2015
