

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

District: Cherwell

Application No: 18/00825/HYBRID-2

Proposal: Demolition of buildings and structures as listed in Schedule 1; Outline planning permission for up to 1,175 new dwellings (Class C3); 60 close care dwellings (Class C2/C3); 929 m2 of retail (Class A1); 670 m2 comprising a new medical centre (Class D1); 35,175 m2 of new employment buildings, (comprising up to 6,330 m2 Class B1a, 13,635 m2 B1b/c, 9,250 m2 Class B2, and 5,960 m2 B8); 2.4 ha site for a new school (Class D1); 925 m2 of community use buildings (Class D2); and 515 m2 of indoor sports, if provided on-site (Class D2); 30m in height observation tower with zip-wire with ancillary visitor facilities of up to 100 m2 (Class D1/A1/A3); 1,000 m2 energy facility/infrastructure with a stack height of up to 24m (sui generis); 2,520 m2 additional education facilities (buildings and associated external infrastructure) at Buildings 73, 74 and 583 for education use (Class D1); creation of areas of Open Space, Sports Facilities, Public Park and other green infrastructure; Change of Use of the following buildings and areas: Buildings 357 and 370 for office use (Class B1a); Buildings 3036, 3037, 3038, 3039, 3040, 3041, and 3042 for employment use (Class B1b/c, B2, B8); Buildings 217, 3102, 3136, 3052, 3053, 3054, and 3055 for employment use (Class B8); Buildings 2010, 3008, and 3009 for filming and heritage activities (Sui Generis/Class D1); Buildings 2004, 2005 and 2006 for education use (Class D1); Buildings 366, 391, 1368, 1443, 2007, 2008 and 2009 (Class D1/D2 with ancillary A1-A5 use); Building 340 (Class D1, D2, A3); 20.3ha of hardstanding for car processing (Sui Generis); and 76.6ha for filming activities (Sui Generis); the continuation of use of areas, buildings and structures already benefiting from previous planning permissions, as specified in Schedule 2; associated infrastructure works including surface water attenuation provision and upgrading Chilgrove Drive and the junction with Camp Road

Location: Heyford Park Camp Road Upper Heyford

Response date: 8th June 2018

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.

Residential	No.
1-bed dwellings	164
2-bed dwellings	304
3-bed dwellings	504
4-bed & larger dwellings	203
Close Care Dwellings (Class C2/C3)	60
Extra Care Housing	
Affordable Housing %	35%
Commercial – use class	m²
A1	929
B1	19,965
B2/B8	15,210
Development to be built out and occupied out over	10 years

Based on the completion and occupation of the development as stated above it is estimated that the proposal will generate the population stated below:

Average Population	2766
Primary pupils	294
Secondary pupils	213
Sixth Form pupils	35
SEN pupils	6.1
Nursery children (number of 2 and 3 year olds entitled to funded places)	41.2
20 - 64 year olds	1540
65+ year olds (figure includes Close Care Dwellings)	425
0 – 4 year olds	147

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Strategic Comments

OCC support the principle of this masterplan application and the delivery of Local Plan Policy Villages 5: Former RAF Upper Heyford. Funding from the Oxfordshire Housing & Growth Deal has been released to design and help to deliver the major works required at Junction 10. However, further work is required to overcome the technical transport, lead local flood authority, education and ecology objections detailed in the officer responses below. In summary:

- There is a transport objection for the following reasons:
 - A section of footway on Camp Road west of Chilgrove Drive appears to be undeliverable and this is required to provide safe and convenient access between employment and residential land uses – further investigation is required;
 - The traffic impacts of the development have not been fully demonstrated;
 - It has not been demonstrated how the development would ensure that opportunities for sustainable travel are taken up, and the traffic impact would be fully mitigated, due to the lack of an acceptable draft travel plan.
- There is a lead local flood authority objection as further information is required.
- There is an education objection as details of the proposed primary school site are still to be agreed.
- There is an ecology objection as the submitted amendments do not alter our original comments.

OCC is committed to working with the applicant and CDC to resolve these outstanding issues.

Officer's Name: Jonathan Wellstead

Officer's Title: Senior Planner

Date: 04th June 2020

Application no: 18/00825/HYBRID-2

Location: Heyford Park Camp Road Upper Heyford

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 given an opportunity to make further representations.

Outline applications and contributions

The number and type of dwellings and/or the floor space may be set by the developer at the time of application, or if not stated in the application, a policy compliant mix will be used for assessment of the impact and mitigation in the form of s106 contributions. These are set out on the first page of this response.

In the case of outline applications, once the unit mix/floor space is confirmed by the developer a matrix (if appropriate) will be applied to assess any increase in contributions payable. The matrix will be based on an assumed policy compliant mix as if not agreed during the s106 negotiations.

Where unit mix is established prior to commencement of development, the matrix sum can be fixed based on the supplied mix (with scope for higher contribution if there is a revised reserved matters approval).

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.
- **Security of payment for deferred contributions** – An approved **bond** will be required to secure payments where the payment of S106 contributions (in aggregate) have been agreed to be deferred to post implementation and the total County contributions for the development exceed £1m (after indexation).
- **Administration and Monitoring Fee - TBC**
This is an estimate of the amount required to cover the extra monitoring and administration associated with the S106 agreement. The final amount will be based on the OCC's scale of fees and will 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 an s106 agreement is completed or not.

CIL Regulation 123

Due to pooling constraints for local authorities set out in Regulation 123 of the Community Infrastructure Levy Regulations 2010 (as amended), OCC may choose not to seek contributions set out in this response during the s106 drafting and negotiation.

That decision is taken either because:

- OCC considers that to do so it would breach the limit of 5 obligations to that infrastructure type or that infrastructure project or
- OCC considers that it is appropriate to reserve the ability to seek contributions to that infrastructure type or that infrastructure project in relation to the impacts of another proposal.

The district planning authority should however, take into account the whole impact of the proposed development on the county infrastructure, and the lack of mitigation in making its decision.

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Location: Heyford Park Camp Road Upper Heyford

Transport Schedule

Recommendation

Objection for the following reasons:

- A section of footway on Camp Road west of Chilgrove Drive appears to be undeliverable and this is required to provide safe and convenient access between employment and residential land uses – further investigation is required
- The traffic impacts of the development have not been fully demonstrated
- It has not been demonstrated how the development would ensure that opportunities for sustainable travel are taken up, and the traffic impact would be fully mitigated, due to the lack of an acceptable draft travel plan

If despite OCC's objection permission is proposed to be granted then OCC requires prior to the issuing of planning permission a S106 agreement including an obligation to enter into S278 agreements and S38 agreement(s) to mitigate the impact of the development plus planning conditions and informatives as detailed below.

S106 Contributions (Price bases to be updated)

Contribution	Amount £	Price base	Index	Towards (details)
Highway works – strategic highway contribution	Circa £5.0m Precise sum to be confirmed.	July 2018	Baxter	Works at M40, J10. Specifically, mitigation schemes at Baynards Green and Padbury junctions.
Public transport services	£2,736,464	August 2019	RPI-x	New bus service between Heyford Park and Bicester.
Public transport infrastructure (<i>not dealt with under S278/S38 agreement</i>)	£115,398	August 2019	Baxter	Bus stops at six locations on new bus service route at Heyford Park. To include shelters, seating and timetable information.*
Travel Plan Monitoring	To be confirmed when the number of Travel Plans is known.	To be confirmed	RPI-x	For site-wide framework travel plan and commercial Travel Plans. Commercial sites that are of a size above the travel plan

				threshold will have their own Travel Plan in line with the Framework Travel Plan and the County's Travel Plan guidance.
Village traffic calming	To be confirmed	To be confirmed		Traffic calming measures in the affected villages
Total				

, * Bus shelter costs are based on standard OCC bus stops – if higher specification stops are required for heritage reasons this will need to be reviewed.

The S106 agreement will also need to include obligations related to:

- Occupations based triggers for highway works
- Construction and opening of on-site bus route and access to the new school
- Requirements for HGV operational traffic routing agreements
- Travel plan measures and monitoring

Key points

- The amendments are summarised in the TA Addendum document and include significant sustainable travel mitigation proposals at Middleton Stoney
- Mitigation requirements have been identified at M40 Junction 10 and at Ardley
- Amendments are required to some of the off-site highway works, and triggers have yet to be agreed for the works
- A draft of a Travel Plan of sufficient strength to achieve the required sustainable travel mode share in order to mitigate the traffic impact, has yet to be received
- Mitigation for the impact of the development on local villages requires further consideration (and the impact has not been reassessed following revised modelling)
- Impacts of traffic diverted by the Middleton Stoney proposals have not been presented
- Proposed public rights of way connections are not considered adequate
- There is a question over the feasibility of an important footway link on Camp Road

Comments

The additional documents that form part of this re-consultation are accompanied by a Transport Assessment Addendum (TAA). This form of submission has been discussed and agreed with the County as being appropriate.

The TAA consolidates the results of a number of different avenues of investigation and discussion that have arisen from the initial consultation and have been pursued by the applicant in consultation with the County.

For the avoidance of doubt, it is noted here that the traffic forecasting methodology has changed between that employed in the preparation of the original Transport Assessment and that employed in subsequent investigations. The methodology employed in the Transport Assessment comprised a first principles manual approach, whereas subsequent investigation has been based on the based on the Bicester SATURN Model.

The County's comments on the TAA are set out below under the headings presented in the TAA.

Section 2 OCC TA Response

This section deals with the matters outstanding from the County's response to the first consultation under 18/00825/HYBRID. Issues raised by the County that had not been previously addressed, together with the "Stantec Response" are presented in table form as Appendix A of the TAA. Since the consultation, OCC has received clarification on a number of matters.

Appendix A of the TAA is reproduced here with the County's further response noted in blue under the Stantec Response, Stantec's further response in orange, and OCC's final response in green. This document should be regarded as integral to the County's response to this re-consultation. The matters that remain outstanding are:

- Secondary commercial access off Camp Road – clarification is required. It appears from discussion this HGV access is required long term for some units and we need to be confident that the route is suitable and that Camp Road will not be used once Chilgrove Drive is open **Reason for objection**
- Footway connection on Camp Road west of Chilgrove Drive – further investigation is required into the feasibility of a connection here given its importance in the masterplan in connecting dwellings and employment – the Woods Hardwick report has not been provided as requested. **Reason for objection**
- Confirmation is still required from CDC on the likely trips associated with the leisure uses at the site
- Public rights of way matters – covered separately below

Section 3 Active Modes

Section 3.2.1 states that *"A new pedestrian crossing is to be provided on Camp Road close to the school's pedestrian access. This is likely to be a zebra crossing..."* This is not included in the Walking and Cycling Strategy for Heyford Park as shown on Figure 5.1, Rev B. However, this crossing is to be provided for within the Section 106 Agreement for planning application No.16/02446/F for Phase 9 of the Heyford Park development. Specific details of the crossing proposal are still under development in consultation between the County and the applicant.

Section 3.3 presents a written summary of a proposed cycle route between Camp Road and Bicester. The Camp Road end of the cycle route is included in the Walking and Cycling Strategy for Heyford Park as shown on Figure 5.1, Rev B, and details are presented in Section 7 of the TAA. The County's comments on this cycle route are therefore provided under Section 7 here.

This section does not propose any changes to public rights of way proposals but see comments below under Public Rights of Way.

I note that Figure 5.1 Rev B shows off-site cycle routes coloured brown and makes no distinction between the route to Bicester and the routes to Upper and Lower Heyford. While cycle infrastructure is proposed to be provided to Bicester, I am not aware of any such proposals towards Lower Heyford and this needs to be clarified. If no cycle infrastructure is proposed towards Lower and Upper Heyford, this plan is misleading.

Further discussion is required on this plan because it has omitted a circular route around the south of the site and improved linkages to the sports park. We need to be confident that internal connectivity is maximised across the site.

Section 4 Public Transport

The proposed public transport strategy is to provide a 15 minute service between Heyford Park and Bicester. Contributions will be secured to allow OCC to procure this service.

The transport modelling shows that there will be much greater demand for travel between Heyford and Bicester in the future than to Oxford, and this is reflected in the modelling of traffic congestion. To mitigate the congestion impact, it has become apparent that a high bus modal share for journeys between Heyford and Bicester must be achieved, and it is considered that this can only be achieved with a 15 minute frequency service, as lower frequencies would be insufficiently attractive compared with car travel.

In order for the service to be viable such that it becomes commercially self sustaining at the end of the funding period, it is likely that bus services to Oxford would not be included. It should be noted that the development cannot be expected to provide services between intermediate villages and Oxford as this is not considered to be required as mitigation for the development. In terms of a requirement to provide sustainable travel options for Heyford residents, providing a high level of service to the nearest large town, Bicester, with its range of employment and facilities, as well as being a transport hub with onward rail connections to Oxford and elsewhere, is considered acceptable.

Trigger points for the introduction of the 15 minute frequency, together with a methodology for determining them, will need to be agreed with OCC.

This should not be confused with the existing bus services, which are funded from the consented development at Heyford. The County is about to award a contract for the existing service level which will run until December 2022.

Paragraph 4.1.3 in the TA Addendum states that bus services would turn within parcel 9 and terminate on Camp Road. This is incorrect, as Parcel 9 has planning permission and has not been designed to accommodate a bus turning loop. Instead, a bus turning area on Camp Road has been agreed.

A contribution will be secured to provide for bus shelters, flagpoles, timetables and cases and Real Time Information. Any civil engineer works including ducting required for the bus stops would form part of the S278 and S38 highway works. The proposed positions of bus stops may need to be refined during the development of the road layout but would need to be agreed indicatively in the design code and in detail as part of reserved matters applications.

Section 5 Travel Plans

This section states that *“It is understood that full Travel Plans for the residential and employment elements of the development have been prepared by the developer’s consultant, Calibro and are to be submitted as part of the addendum package.”*

The County is engaged in ongoing liaison with the applicant’s consultant, Calibro, regarding the development of these Travel Plans, or rather a site-wide travel plan. However, at the time of writing the Travel Plan has not yet been developed sufficiently to satisfy the County that it could deliver the required mode share. Given how critical the travel plan is to mitigating the traffic impact of this development (as expressed in the technical note on mitigation at Middleton Stoney), a suitable draft travel plan should be presented as part of the application. The only Travel Plans that appear in the application documents are the residential and commercial Travel Plans developed by Peter Brett and dated April 2018. These have already been established by the County as being inadequate. **Reason for objection.**

Once a satisfactory draft travel plan, with sufficient detail, has been agreed, the implementation of the plan, specific measures within it, and arrangements for monitoring, will need to be secured in the S106 agreement. Again, this is because the travel plan is such a critical part of the mitigation strategy.

Section 6 Local Off-site Highways

Drawings are presented for all the proposed off site highway improvements to be carried out by the developer under S278. All elements of the highway schemes presented in this section will be the subject of full technical audit and approval.

Triggers for the completion of these schemes have not been proposed and will need to be agreed.

6.2 Junction 5 – Ardley Road / Unnamed Road. It has been noted that there are proposals under the current consented development for an in-field bridleway connection leading to Ardley Road, and there is an existing bridleway on the east of Ardley Road. This bridleway provides onward links to Bicester and the surrounding countryside. The junction has been designed without any crossing facilities for non-motorised users and this should be addressed. **Reason for objection**

6.3 Junction 15 – A4260 / B4030 (Hopcrofts Holt). Noted and accepted.

6.4 Junction 18 – A4260 / B4027. For clarification, the contribution referred to here represents 5% of the cost of the originally proposed roundabout solution in this location.

6.5 B430 Station Road / Ardley Road

This junction is now proposed to be signalised, due to the excessive delay predicted to be experienced by drivers exiting Ardley Road east.

Of the options examined Option 3 is accepted the only solution that offers sufficient capacity. This includes a banned right turn from the B430 into Ardley Road East. There is low demand for this movement and a short diversion route via Ardley roundabout. The arrangement is acceptable assuming that there is compliance with the banned right turn. Signal head placement would need to be carefully set out to ensure minimum intervisibility and confusion with the inner stop lines. A pole with a secondary head for Stream 2 Phase B, with a secondary for Stream 2 Phase A on the reverse side, might be placed on the southern most island rather than have the secondaries for these phases on the nearside as currently shown on the drawing.

The County recommends that on the B430 northern leg, double white lines should be used instead of warning lines to separate the northbound and southbound twin lanes, right turn and straight on, especially given its length to avoid this being used as an overtaking opportunity by northbound vehicles.

It is noted that the existing crossing to the south is to be retained and unlinked. It does not appear that this has been included in the modelling, and there is potential to affect the saturation flow of lanes 14 and 15 in the model. However, given the small amount of development east of the B430, usage of the crossing is likely to be very low and therefore it is unlikely to affect the overall results. However the mean maximum queue figures for Lane 14 are high enough for queues to form through the crossing at times.

6.6 Village Traffic Calming.

I note that the proportionate impact of peak hour traffic on villages in the original TA, and the proportionate impact of daily traffic on links in the original ES, have not been refreshed following the amended traffic modelling. This needs to be reviewed before a final decision is taken on which villages require traffic calming as mitigation for the development. **Reason for objection**

Following discussions with parish councils, the following requires further consideration:

- Traffic calming for Middleton Stoney village – whilst the B4030 west would experience a very significant reduction in traffic as a result of the proposed mitigation scheme, the eastern arm, as well as the B430 north and south, would still experience high volumes of development traffic.
- Traffic calming for Caulcott, which was omitted from consideration – though it is recognised that this would be a challenging location for typical traffic calming features.
- The amount of contributions required to provide effective traffic calming for each village – this follows cost estimates carried out on an example scheme of build-outs for Lower Heyford.

In line with the currently consented development at Heyford Park, operational HGV routing agreements will be required to be in place for all commercial occupiers at the site.

Section 7 Middleton Stoney Package

The proposals to mitigate unacceptable levels of congestion and delay to the bus service at Middleton Stoney, focus on sustainable travel and are outlined in this section. They include a bus only restriction west of the village, cycle facilities between Heyford and Bicester via Middleton Stoney, and an HGV restriction east of the village. They are broadly in line with a proposed mitigation concept put forward and accepted at the Examination in Public for the current Cherwell Local Plan.

All elements of the proposed scheme will be subject to full technical audit and approvals. The bus only and HGV restrictions will require Traffic Regulation Orders, on which there is a legal requirement for formal public consultation. The developer will be required to fund the consultation and necessary administration cost of making the Orders, plus any associated signage considered necessary.

It is also worth noting that the bus only restriction would only be enforceable with cameras, and since the police would not monitor these, they can only be introduced when decriminalised parking enforcement is introduced in Cherwell District, as it is in other parts of Oxfordshire. There is currently no timetable for its introduction.

Two options are presented: one for a restriction on traffic southbound only, and one for a restriction in both directions. OCC's preference is for the arrangement that provides a full restriction for the following reasons: i) the proposed cycle facility north of the restriction point leading up to Camp Road is on carriageway and would only be considered safe with the reductions in traffic modelled for the 2-way restriction; and ii) it would be less confusing for drivers.

The Heyford Park to Middleton Stoney cycle route with the cycle lanes, centre line removal and reduced speed limit is innovative and based on rural cycle schemes on low trafficked roads in the Netherlands. In the absence of an off-road option, strong measures to support cycling are required. It should be noted that this solution is only viable if a 2-way bus only restriction can be achieved and no alternative, off carriageway solution has been proposed on this section.

The County would prefer a 3m wide shared use facility between Middleton Stoney and Himley village, not the 2.5m proposed. While it is noted that this is not possible for parts of the route due to physical constraints, where possible it should be widened to 3m in line with the recommended width in the Oxfordshire Cycling Design Standards.

I note that no information has been provided in the TA Addendum concerning the impact of traffic diverted onto different routes by the proposals. This needs to be considered. **Reason for objection**

The proposals do not include any changes within the built up area of the village other than the modest capacity improvements at the junction already secured on the current consented development at Heyford. The following should be considered for inclusion in the S278 scheme, or via a contribution:

- Traffic calming measures (see section above on village traffic calming)

- Cycle infrastructure through the village, given the volumes of traffic on the B4030 East
- Pedestrian crossing facilities as part of the signalised junction arrangements

Section 8 M40 Junction 10

The technical note referred to in this section shows that a scheme of capacity improvements at Padbury Roundabout (the partial roundabout at the junction of the southbound off slip with the A43) and Baynards Green Roundabout is required to provide a 'nil detriment' mitigation in 2031 for the impact of the development on latent demand and total delay at Junction 10. The proposed scheme has been developed by Highways England and funding towards it is being secured via the Oxfordshire Growth Deal. It has been agreed that the development should provide for the Padbury Roundabout element, which is currently costed at approximately £5 million. A contribution is sought for this amount. The scheme is expected to be delivered in 2023.

The S106 agreement will need to require a limit on development which can be occupied prior to the junction improvements being delivered. This is currently calculated to be at the point where the number of a.m. peak hour 2-way trips generated by the development reaches 1,163. A formula is being discussed to equate this to dwellings and employment floorspace occupation, for the purposes of enforcement. As an illustration, this would equate to 72% of the dwellings and 80% of the employment floorspace, but different combinations are possible. (The calculations and formula are not part of this application).

Section 9 Delivery Mechanisms

This section presents a table setting which planning application will deliver each component of the overall transport mitigation package. These delivery mechanisms are acceptable.

The table refers to "*Third Party Plots (inc.15/01357/F)*". It is not clear what other plots are referred to besides the Pye Homes site under 15/01357/F.

Rights of Way

There are a number of reasons for objection that remain or are new with this amendment. These are set out below.

Route of Aves Ditch

The route around the southern bomb store and east of Flying Field is proposed entirely outside of the historic airfield and part is within a tree lined landscape buffer belt, especially around the proposed filming area – where the existing fencing is proposed for retention along with additional inner security fence. This route differs significantly from that approved at the lead appeal decision from 2010 in that there are no views of the runway environment, there is additional fencing to the inner edge of the route, and the route is even less direct than either the historic route of Aves Ditch or the 2010 approved route. Furthermore, the proposed landscape trees will serve to restrict any views for bridleway users and this and the double fencing gives unreasonable feeling

of enclosure to the path. The route south of the bomb store appears to be outside of the base and it is not apparent that a 10m+ corridor will be able to be provided.

Reinstatement of Aves Ditch and Portway

The applicant is in continuing breach of the requirement to reinstate the route of Aves Ditch and Portway across the Flying Field. This requirement is a condition of the extant planning permission. No further development should be permitted until and unless the two routes are fully opened to the public.

Connection to/from parcel 23 to Aves Ditch and Flying Field Park

The Parameter Plan and other application documents do not make it clear if there will be a traffic-free public walk and cycle route that connects these three points, which is considered essential.

No cycle lane/bridleway provision on Junction 5

Drawing 9304/5501/SK58 does not include any provision for NMUs off carriageway and within applicant's control.

No coherent local traffic free cycle route on busier roads

Currently there is no realistic provision for leisure cyclists and those lacking confidence on busy roads, to access local leisure cycling routes, and to link these to the proposed internal traffic free route provision. (See note above requiring clarification of the on-road cycle route to Lower Heyford). An off-carriageway link between Camp Road and the junction of the unnamed road with the B430 is considered to provide an important link to an existing bridleway leading to Bicester via Trow Pools. Contributions have been secured to improve this route between the B430 and Bicester to a standard suitable for cycling. The unnamed road is the missing link between this and the development, and given that this link will be the primary traffic and HGV route into Heyford, it is not realistic to expect people to cycle or walk along it. OCC have previously asked for this to be investigated but it is not proposed in the TA Addendum.

Chilgrove Drive/Camp Road bridleway junction.

This staggered user-controlled junction is not shown on certain application documents. In order to give continuity between this application and the previous iterations this needs to be included in Fig 6.2a Pedestrian and Cycle Connections

Parcel 9 bridleway (Portway extension) not shown

Although this parcel has a separate planning application, it is still part of the whole Heyford Park development site and so this route should be included in Fig 6.2a Pedestrian and Cycle Connections

Inaccurate Existing Movement and Connections Plan

(Stantec TA within the DAS). This plan shows the unconsented/inaccurate route of Aves Ditch. As per the lead appeal from 2010 the restored bridleway should cross the main runway giving full views of the Flying Field, and not go around the full perimeter. The plan also does not show the continuation of the route along Chilgrove Drive, nor the crossing facility for Camp Road/Chilgrove Drive junction. For Portway the route shown is not currently consented and the continuation of Portway south through parcel 9 is not shown.

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

£5.0m Highway Works Contribution indexed from July 2018 using Baxter Index

Towards

Works at M40, J10. Specifically, mitigation schemes at Baynards Green and Padbury junctions.

Justification

Mitigation of off-site highway impacts at M40, junction 10 as presented in the Section 8 of the TAA.

Calculation

A breakdown of costs is expected from Highways England. This will include an element of scheme costs other than construction costs, including traffic management, the costs of which are very considerable at this location.

£2,736,464 Public Transport Service Contribution indexed from August 2019 using RPI-x

Towards

New high frequency bus service between Heyford Park and Bicester.

Justification

To provide an acceptable public transport level of service to and from Heyford Park, offering a credible alternative choice of mode to the private car. This is required in order to mitigate the traffic impact of the development.

Calculation

The overall public transport service contribution required for Policy Villages 5 allocation was calculated at £2,880,000 (July 2018). This has been calculated on the basis of four buses required to provide the service, with the net cost declining to zero after year 8 because of increasing fare revenue. The amount requested from this application has been calculated pro rata per dwelling from the amount secured for Phase 9 (296 dwellings) which formed part of PV5.

£115,398 Public Transport Infrastructure Contribution indexed from August 2019 using Baxter Index

Towards

Bus stops at six locations on new bus service route at Heyford Park. To include shelters, seating and timetable information.

Justification

To provide safe, comfortable and informed access to the public transport system serving the site, required in order to encourage public transport use and achieve the required bus modal share to mitigate the traffic impact.

Calculation

£20,052 per pair of bus stops x six pairs of bus stops = £120,312. Note that this is based on OCC's standard bus shelters. If a different type of bus shelter is required for heritage reasons, this will need to be reviewed.

£To be confirmed Travel Plan Monitoring Fee indexed from August 2019 using RPI-x

Towards

Systematic monitoring of residential and commercial Travel Plans.

Commercial sites that are of a size above the travel plan threshold will have their own Travel Plan in line with the Framework Travel Plan and the County's Travel Plan guidance.

Justification

To cover the cost to the County of monitoring progress of the various Travel Plans against their mode share targets to ensure that Travel Plans are either meeting targets or being adjusted to meet targets.

Calculation

The fees charged are for the work required by Oxfordshire County Council to monitor a travel plan related solely to this development site.

The work to be carried out by the monitoring officer is as follows.

- Review the survey data produced by the developer.
- Compare it to the progress against the targets in the approved travel plan and census or national travel survey data sets.
- Agree any changes, updated actions, and future targets in an updated travel plan.

The fee would be calculated on the expected hours of officer time to carry out monitoring. The stages and timetable for monitoring has yet to be agreed.

£To be confirmed Village traffic calming Contribution indexed from July 2018 using Baxter Index

Towards

Traffic mitigation measures in the villages of Upper Heyford, Lower Heyford, Ardley, Somerton and Fritwell as a minimum – see response which asks for Caulcott and Middleton Stoney also to be considered.

Justification

Mitigation of off-site highway impacts in surrounding villages.

Calculation

To be confirmed. Further discussion is required of an amount for each village which would provide realistic and effective traffic calming.

S278 Highway Works

An obligation to enter into a S278 Agreement will be required to secure mitigation/improvement works, to include the following.

- Signalisation of junction of Camp Road and Chilgrove Drive as shown on drawing No.39304/5501/SK26, Revision I.
- Signalisation of B430 and unnamed road T junction as shown on drawing No.39304/5501/SK58 (revision will be needed to incorporate NMU crossing facilities).
- Mitigation at Middleton Stoney in respect of overcapacity of traffic signal junction of B430 and B4030 as set out in Section 7 of the TAA to comprise the two-way bus gateway as shown on drawing No.39304/5501/SK60 plus cycle facilities between Camp Road and Bicester.
- Signalisation of the junction of the B430 and Ardley Road, Ardley
- Works on Camp Road as necessary to provide for accesses.

Notes

This is secured by means of S106 restriction not to implement development (or 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 that apply to all S278 agreements however the S278 agreement may also include an additional payment(s) relating to specific items such as Traffic Regulation Orders.

S38 Highway Works

The S106 agreement will need to include obligations regarding the completion to adoptable standard of the internal bus route and flying field access via Chilgrove Drive, as well as obligations concerning access to the primary school.

Planning Conditions

In the event that permission is to be granted, the following planning conditions should be applied.

Travel Plans

The wording of this condition depends on ongoing discussions around the travel plan requirements for the site Conditions regarding travel plans may not be required depending on what can be agreed in the S106.

Public rights of way

The following conditions have been recommended by OCC's public rights of way officer. Further discussion may be required with the LPA to agree the wording.

No development to be commenced until Portway and Aves Ditch are reopened across the Flying Field and along Chilgrove Drive. Reason – To ensure that these important routes are opened and available as a priority and to deliver public benefit.

Prior to the commencement of the development the applicant shall clarify routes of public rights of way and security fencing at the north and west sides of the Flying Field (footpath 349/13 and bridleway 349/9) and apply for order to change the rights of way or modify the definitive map and statement if necessary. Reason – To ensure that businesses within the development are not affected by having sections of the security fencing removed.

All publicly accessible open space and routes shall be included in the management plan in perpetuity. Reason – To ensure that these assets are suitably maintained in the future.

Chilgrove Drive bridleway works, its signalised Non-Motorised User crossing of Camp Road, and the two Signalised crossings of New Chilgrove Drive shall be implemented at the same time as Portway and Aves Ditch Bridleway works or within 6 months of grant of planning permission, whichever is sooner. Reason – To ensure that these important routes are opened and available as a priority and to deliver public benefit.

Construction traffic management plan

Standard condition with specific requirement for traffic routing direct to M40 J10.

Further conditions may be recommended prior to Committee depending on what matters can be resolved before then.

Informative

The Advance Payments Code (APC), Sections 219 -225 of the Highways Act, is in force in the county to ensure financial security from the developer to off-set the frontage owners' liability for private street works, typically in the form of a cash deposit or bond. Should a developer wish for a street or estate to remain private then to secure exemption from the APC procedure a 'Private Road Agreement' must be entered into with the County Council to protect the interests of prospective frontage owners. Alternatively, the developer may wish to consider adoption of the estate road under Section 38 of the Highways Act.

Officer's Name: Joy White

Officer's Title: Principal Transport Planner

Date: 4 June 2020

Response to Outstanding OCC comments on the Transport Assessment

OCC provided a Transport Response to the Heyford Park Hybrid Planning Application (18/00825/HYBRID) dated 17th July 2018. This response set out a number of supporting reasons for OCC's objection to the planning application. Since this time significant work has been undertaken by Dorchester in collaboration with OCC, Highways England and Cherwell District Council to address these issues and covered within the main body of the Transport Assessment Addendum (TAA). This note forms an appendix to the TAA and provides a summary response on each of the OCC comments made on the original application and cross references to relevant Technical Notes and Drawings provided as part of the TAA submission.

OCC Comments	Stantec Response / County Response/ Stantec Response 2/County response																																																																																
Assessment of all junctions required by OCC																																																																																	
<p>The following junctions have been surveyed at OCC's request, but an assessment has yet to be submitted.</p> <ul style="list-style-type: none"> - B430 / Ardley Road staggered crossroads. - B430 / Somerton Road T-Junction. - B430 / Church Road T-Junction. - A4260 / A4095 staggered crossroads. <p>For completeness, assessment of these junctions is required, prior to the acceptance of the development proposals and mitigation by OCC.</p> <p>Reason for objection</p> <p>Para 6.3.3 and 6.3.4. The junctions listed [as above] will need to be</p>	<p><u>B430 / Ardley Road Junction</u></p> <p>A full assessment of the B430 / Ardley Road junction has been undertaken by Stantec, the results of which have been discussed with OCC and appropriate mitigation for the junction has been developed as set out at Section 6 of the TAA. Full details of the assessment are set out within Technical Note 033 (TN033) in Appendix C of the TAA. Internal consultation with Network Management, Traffic Signals, Road Agreements and Road Safety underway. Stantec - SCC to discuss internally. OCC – see main response document.</p> <p><u>B430 / Somerton Road and B430 / Church Road Junctions</u></p> <p>The minor junctions of the B430 / Somerton Road and B430 / Church Road have not been modelled, however, an assessment of the surveyed traffic flows associated with the side arms at these junctions has been undertaken as set out within Table 1 below. Source required. Technical Note 028 references this survey but does not present it. Stantec - copies of the relevant 360TSL Traffic survey files are attached with this response OCC - accepted</p> <p>Table 1: 2018 Surveyed Traffic Flows</p> <table border="1"> <thead> <tr> <th rowspan="2">Arm</th> <th colspan="4">AM Peak (0800 – 0900)</th> <th colspan="4">PM Peak (1700 – 1800)</th> </tr> <tr> <th>Left</th> <th>Ahead</th> <th>Right</th> <th>Total</th> <th>Left</th> <th>Ahead</th> <th>Right</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td colspan="9" style="text-align: center;">B430 / Ardley Road</td> </tr> <tr> <td>Ardley Road East</td> <td>44</td> <td>32</td> <td>92</td> <td>168</td> <td>36</td> <td>46</td> <td>37</td> <td>119</td> </tr> <tr> <td>Ardley Road West</td> <td>33</td> <td>61</td> <td>79</td> <td>173</td> <td>13</td> <td>24</td> <td>26</td> <td>63</td> </tr> <tr> <td colspan="9" style="text-align: center;">B430 / Somerton Road</td> </tr> <tr> <td>Somerton Road</td> <td>28</td> <td>0</td> <td>3</td> <td>31</td> <td>17</td> <td>0</td> <td>2</td> <td>19</td> </tr> <tr> <td colspan="9" style="text-align: center;">B430 / Church Road</td> </tr> <tr> <td>Church Road</td> <td>3</td> <td>-</td> <td>14</td> <td>17</td> <td>4</td> <td>-</td> <td>4</td> <td>8</td> </tr> </tbody> </table> <p>Table 1 demonstrates that flows on Somerton Road and Church Road are significantly lower than those on the Ardley Road arms at the Ardley Road junction. It is not anticipated that the Heyford development would add any additional traffic to the Somerton Road and Church Road arms of the junctions. On this basis it is considered that the Heyford Park development</p>	Arm	AM Peak (0800 – 0900)				PM Peak (1700 – 1800)				Left	Ahead	Right	Total	Left	Ahead	Right	Total	B430 / Ardley Road									Ardley Road East	44	32	92	168	36	46	37	119	Ardley Road West	33	61	79	173	13	24	26	63	B430 / Somerton Road									Somerton Road	28	0	3	31	17	0	2	19	B430 / Church Road									Church Road	3	-	14	17	4	-	4	8
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included in the TA before it can be considered fit for purpose. **Reason for objection**

would have a significantly reduced impact on the operation of the Somerton Road and Church Road junctions when compared with the impact at the Ardley Road junction.

It should also be noted that the operation of the Somerton Road and Church Road junctions will benefit from the introduction of proposals for traffic signals at the Ardley Road junction. The Somerton Road and Church Road junctions are located approximately 100m and 200m south of the Ardley Road junction respectively and the close proximity to the signals means that more frequent gaps in traffic on the B430 will be created, allowing vehicles to turn into and out onto the B430 from the side roads more effectively.

In addition, it is proposed that the speed limit of the B430 through Ardley is reduced from 40mph to 30mph and measures are proposed to support this. The reduction in speed of vehicles approaching these junctions will also aid people turning into and out from the side arms of the junctions and therefore offer safety improvements over the current situation.

On this basis it is not considered that further mitigation is required at these junctions.

[Noted and accepted subject to the 2018 flows being presented or signposted.](#) [Stantec - As Above Traffic Survey files attached to this response](#) [OCC - accepted](#)

A4260 / A4095 Junction

The A4260 / A4095 junction is a priority staggered crossroads located 13.8km south of the Heyford Park development if travelling via Hopscroft Holt and 12.2km south of the development if travelling via the Portway.

There is an identified improvement scheme to upgrade the junction to form a signalised arrangement associated with a nearby quarry development.

This junction is located approximately 1.2km further south from the development than the A4260 / B4027 junction. Technical Note 030 (PBA, 2nd August 2019) set out a number of reasons why the Heyford allocation should not be considered liable for providing full mitigation at the A4260 / B4027 junction based on NPPF tests. The key reasons are summarised below:

- The junction is situated a significant distance from the development with a number of other developments situated in closer proximity that should also contribute to the mitigation proposal
- The distribution of development traffic associated Heyford Park is largely impacting on junctions to the east of the development site. Mitigation should be focused in this area.
- The proportional impact of the development on the junction is very low.

It is considered that the reasons summarised above and set out in more detail in Technical Note 030 would similarly apply to this junction given its location further to the south.

A review of the traffic impact of the Heyford Park allocation on the A4260 / A4095 junction has been undertaken and is set out at Table 2.

Table 2: Impact of Heyford Development at A4260 / A4095

Time Period	Surveyed Traffic Flows (2018)*	Growth Factor**	2031 Reference	Heyford Allocation Development Traffic***	2031 + Development	% Development Impact
AM Peak	1956	1.2024	2352	90	2442	3.8%
PM Peak	1846	1.2119	2237	84	2321	3.8%

* Traffic flow surveys undertaken on 8th February 2018

** Growth factors have been calculated from TEMPro 7.2 and NTM dataset AF15 for zone Cherwell 010, E02005930

*** Heyford allocation development traffic taken from SATURN Modelling Outputs provided in Technical Note 025 Rev D at Appendices D – G

It is considered that the predicted development impact at this junction is very low, equating to an additional 1.5 vehicles per minute in the AM peak period as a worst case over the reference case without development. This alongside the reasons set out in TN030 and the fact that there is already a committed scheme in this location that would provide extra capacity in this location means that we do not consider that Heyford Park should be providing further mitigation and or contributions toward improvements in this location.

[Accepted.](#)

Employment Access from Camp Road

It is noted that access to employment will be available for light vehicles from the proposed priority junctions on Camp Road in the vicinity of the Village Centre and a “Secondary Commercial Access” is proposed within Heyford Park. An assessment of the vehicle type and frequencies, along with

The secondary employment access shown in the vicinity of the village centre provides access to existing employment uses that sit outside of the flying field security fence. It does not provide access to the flying field employment area.

The employment in this area consists of 10,832m² of B8 land use split across a number of different buildings (including buildings 292, 320, 325, 326, 327 and 345). These buildings are historic buildings in use as part of the sites original function as an airfield and currently have consent as a B8 land use. The buildings are currently accessed via Camp Road.

These buildings currently generate approximately 70 to 80 HGV movements per week in and out of the plot (up to 40 HGV trips) with a peak generation of approximately 110 HGV movements in and out per week (55 HGV trips) for approximately two weeks of the year. This equates to between 14 and 22 HGV movements per day in and out (7 – 11 HGV trips). [A source is required for these numbers. – Stantec – HGV movements based on information provided by Dorchester/ Tennant observational data and cross checked with agreed TA Trip Rate Assumptions for B8 Land Use](#)

<p>justification for this requirement, as opposed to access from Chilgrove Drive, should therefore be provided. Reason for objection.</p>	<p>An assessment has also been undertaken using the agreed trip rates for B8 land use that were set out within the submitted TA and are provided in Table 3. This total number of HGV trips predicted to be generated by this land use is set out within Table 4:</p> <p>Table 3: B8 HGV Trip Rates</p> <table border="1" data-bbox="521 347 1133 480"> <thead> <tr> <th></th> <th>In</th> <th>Out</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>AM (0800 – 0900)</td> <td>0.020</td> <td>0.006</td> <td>0.026</td> </tr> <tr> <td>PM (1700 – 1800)</td> <td>0.006</td> <td>0.011</td> <td>0.017</td> </tr> <tr> <td>Daily (0600 – 2100)</td> <td>0.185</td> <td>0.403</td> <td>0.588</td> </tr> </tbody> </table> <p>As contained in Appendix K of TA.</p> <p>Table 4: B8 HGV Trips (10,832m²)</p> <table border="1" data-bbox="521 539 1133 671"> <thead> <tr> <th></th> <th>In</th> <th>Out</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>AM (0800 – 0900)</td> <td>2</td> <td>1</td> <td>3</td> </tr> <tr> <td>PM (1700 – 1800)</td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td>Daily (0600 – 2100)</td> <td>20</td> <td>44</td> <td>64</td> </tr> </tbody> </table>		In	Out	Total	AM (0800 – 0900)	0.020	0.006	0.026	PM (1700 – 1800)	0.006	0.011	0.017	Daily (0600 – 2100)	0.185	0.403	0.588		In	Out	Total	AM (0800 – 0900)	2	1	3	PM (1700 – 1800)	1	1	2	Daily (0600 – 2100)	20	44	64
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<p>Para 5.2.3 – 5.2.5. The county considers that having a commercial access close to the village centre is inappropriate since this is adjacent to shared space which will be used by pedestrians and cyclists. It is not stated how HGVs will be prevented from passing through the village centre on Camp Road. Reason for objection.</p>	<p>Noted It is noted that the existing generation of the units is significantly less than the predicted generation using the TRICS trip rates and therefore sits below what is considered to be consented in this location at the site.</p> <p>Noted. Whilst these buildings are not directly linked to the planning applications associated with the current local plan application, it is considered that these proposals do afford the opportunity to amend the routing of HGVs associated with these units. On this basis once the appropriate highway connections have been constructed and opened, access to these units by HGV will be moved from Camp Road to instead use Chilgrove Drive and the internal road network, following a similar route to the proposed bus service. This route will be enforced through routing agreements agreed with the occupiers of the buildings. This will ensure the practicable management of HGV movements on Camp Road.</p> <p>Noted. Relevant plans should be amended to indicate that this is a “temporary” secondary commercial access pending the availability of Chilgrove Drive. A condition should also be imposed to prevent the use of this access by commercial vehicles once the Chilgrove Drive route is available. Stantec -The access is not temporary and will remain. A routing agreement will be entered into in order to prevent access to the secondary commercial access via Camp Road. OCC – The proposed HGV route is through a newly designed road in the ‘Trident’ area, serving a residential area and crossing a primary walking and cycling route. Further clarification is required to ensure that this route is suitable for the HGV traffic. If suitable, we will need to ensure that access is from Chilgrove Drive and not Camp Road, once Chilgrove Drive is open, to protect the village centre.</p>																																
<p>Land Uses Not Included In Assessment</p>																																	
<p>Section 3.7 presents details of a number of land uses that have not been included in the</p>	<p>The Flying Field Park, Control Tower and Visitor Destination area all form part of the heritage proposals at the site, more information on these can be found in the Heyford Heritage Statement (Dorchester, May 2019) that was submitted as part of the hybrid planning application (18/00825/HYBRID).</p>																																

<p>subsequent trip generation estimates. It is accepted that some of these could be argued as ancillary to the residential and employment uses in the application. However, some are clearly not intended as ancillary. For example, the Flying Field Park, Control Tower Park and Visitor Destination Area will attract users from outside of Heyford Park and will generate additional trip making to that assessed in the TA. The trip generation estimates presented in Section 6 of the TA therefore require revision. Reason for objection.</p>	<p>It is intended that these features would be relatively low key and are only likely to generate trips during off peak periods. For example, it is proposed that the heritage centre be open 4 days per month between 10am and 4pm.</p> <p>The parks will be open to the public, but it is anticipated that they would be predominantly used by residents / employees of the development and people visiting the site to use the other facilities. Any food and retail offer in these areas is also likely to be associated with the other uses on site rather than a draw or trip destination in themselves.</p> <p>On this basis we do not anticipate that trip generation associated with these land uses would represent a material increase in trip forecasts for the development in the network AM and PM peak periods. Confirmation that these assumptions regarding the likely use of these facilities is as anticipated is sought from Cherwell District Council. – Andrew Lewis to confirm Stantec - Noted CDC response required</p>
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Retail / Health Element of Proposals

<p>Para 5.2.7. The “retail / health element of the development” is not shown on the Parameter Plan. It is not therefore possible to determine if access proposals are acceptable. Reason for objection.</p>	<p>The retail / health elements of the development are proposed to be located on Parcel 20 of the masterplan. These will consist of the following floor areas / land uses. Noted.</p> <table border="1" data-bbox="521 1136 853 1235"> <thead> <tr> <th>Land Use</th> <th>Floor Area</th> </tr> </thead> <tbody> <tr> <td>D1</td> <td>670m²</td> </tr> <tr> <td>A1</td> <td>929m²</td> </tr> </tbody> </table> <p>Noted. The retail and health centre would be ancillary to the development and form part of the overall offer in relation to community based facilities and services To this end it is expected that trips associated with these uses would be internal and in instances where they are generated from external areas they are unlikely to represent significant movements during the</p>	Land Use	Floor Area	D1	670m ²	A1	929m ²
Land Use	Floor Area						
D1	670m ²						
A1	929m ²						

	<p>network AM and PM peak periods. If any external trips are generated, a high proportion of these are likely to be linked or diverted trips that are already on the network.</p> <p>This is not necessarily true for the health facility which could attract single purpose trips from the surrounding catchment. – Stantec – The health facility will generate negligible levels of external movement. Where there is external movement it will be geographically dispersed and occur throughout the day rather than condensed to peak time. It should be noted that there are existing trips currently going to medical facilities off-site so this would reduce in the future and more than offset any negligible rise in external movements to the site OCC – noted and accepted</p>
<p>PIC Data</p>	
<p>Section 3.8 presents Personal Injury Collision (PIC) data analysis. The data presented in this section is at odds with that included in Appendix D which shows 644 PICs, whereas Section 8 only notes 171. No plan is included in the TA to show accident locations by severity and no attempt is made to identify PIC clusters which may point to specific road safety issues. Reason for objection.</p>	<p>The PIC data presented at Section 3.8 of the original TA represents an extract of the data that was obtained from OCC. A plot showing the PIC data obtained from OCC has been provided at Appendix A of this report. This can be compared with Figure 3.11 from the TA that shows the study area used in the TA. This explains the difference between the number of PICs noted in Section 3.8 and the number of PICs shown in Appendix D of the original TA. Noted.</p> <p>The OCC plot provided at Appendix A shows the PIC severity by location, although, this should be viewed in line with TA Figure 3.11 to understand the study area that has been reviewed as part of the TA. Noted.</p> <p>The PIC data review undertaken within the TA identifies each link and junction (as shown on Figure 3.11) and identifies the number of PICs recorded in each location. These PICs are compared against DMRB criteria for predicting the number of PICS at links and junctions. In this way it was possible to identify links and junctions with a higher than predicted number of PICs. These areas are then analysed in more detail. It is therefore considered that identification of PIC clusters has been undertaken. Noted.</p>
<p>Phase 9 Access</p>	
<p>Para 5.2.2. Parcel 9. With reference to drawing No.HEYF-SK346 Rev C the TA states <i>“In summary the main access to this plot will be directly from Camp Road via three</i></p>	<p>Access to Phase 9 will be via three main points of access, these are a new priority junction onto Camp Road opposite Gate 7, a new priority junction onto Camp Road opposite Phase 10 approximately 175m east of Gate 7 and a third access will be provided off of the existing Izzard Road to the east of the Phase 9 plot. The detail of this third access junction has been addressed within the Phase 9 planning application submission. The access junctions are illustrated on the plot masterplan at Appendix B. Noted.</p>

<p><i>priority junctions. There will also be four priority junctions onto Camp Road providing access to individual parking courts.” However, the drawing appears to show only two priority junctions. Clarification is required. Reason for objection.</i></p>	
<p>Pedestrian Facilities on Camp Road</p>	
<p>Para 5.3.3. No pedestrian crossings are shown on the drawings referred to. This should be rectified. The pedestrian footway to the east of the Pye plot should be wider than 1.0m if possible. No mention is made of whether the possibility of narrowing the carriageway width on Camp Road to achieve this has been examined. This should be rectified. Reason for objection.</p>	<p><u>Pedestrian Crossings on Camp Road</u></p> <p>Pedestrian crossing locations are shown on the drawings at the following locations:</p> <ul style="list-style-type: none"> - Proposed bridleway crossing (shown in black hatch on WH Dwg HEYF-346 Rev C) to east of Portway junction Noted. - Proposed pedestrian crossing (shown in orange on WH Dwg HEYF-346 Rev C) to west of Gate 7 Noted. - Proposed pedestrian crossing (shown in pink on WH Dwg HEYF-346 Rev C) to east of existing Elgin Street junction Noted. - Proposed pedestrian crossing (shown in pink on WH Dwg HEYF-346 Rev C) to east of proposed eastbound bus stop Noted. - Proposed pedestrian crossing (shown in pink and green on WH Dwg HEYF-346 Rev C) to west of proposed westbound bus stop Noted. - Existing pedestrian crossing (shown in blue hatch in inset on WH Dwg HEYF-346 Rev C) to be converted to cycle and pedestrian crossing Noted. - Proposed pedestrian crossing (shown with tactile paving on WH Dwg HEYF-5-232 Rev F) to the east of Dow Street Noted. - Proposed zebra crossing (shown with tactile paving on WH Dwg HEYF-5-232 Rev F) in the approximate location of the village centre. Noted. - Existing pedestrian crossings (marked with tactile paving on WH Dwg HEYF/5/SK341 Rev B) to east and west of the eastbound bus stop Noted. - Existing pedestrian crossings (marked with tactile paving on WH Dwg HEYF/5/SK341 Rev B) to east and west of the Soden Road junction These appear to be for east-west movement only on the north side of Camp Road, with no provision on the south side of Camp Road for crossing. - Existing pedestrian crossing (marked with tactile paving on WH Dwg HEYF/5/SK341 Rev B) to west of the Larson Road junction Noted. Provision appears to be to both the east and west of the Larsen Road junction.

- Proposed pedestrian and cycle crossing (marked in blue and green on WH Dwg 16871/SK345 Rev D) to west of Pye Homes plot [Noted](#).
- Proposed pedestrian / cycle and bridleway crossing (marked in hatch and with tactile paving on WH Dwg 16871/SK345 Rev D) to west of Chilgrove Drive junction [Noted](#).

The section of Camp Road from approximately 100m west of Dacey Drive Dow Street is not shown on the drawings because no changes were proposed to this section [it is not clear which section of Camp Road is being referred to here](#), however there are existing pedestrian crossings along this section in the following locations:

- Two existing pedestrian crossings to the west of Dow Street [Noted](#).
- Existing pedestrian crossing to the east of Dow Street [Noted](#).

Footway between Pye Homes and Camp Road

An assessment of the connection between Pye Homes and Chilgrove Drive was undertaken by Woods Hardwick and set out the likely feasible width for a proposed footway a long this section of highway taking into account the existing constraints.

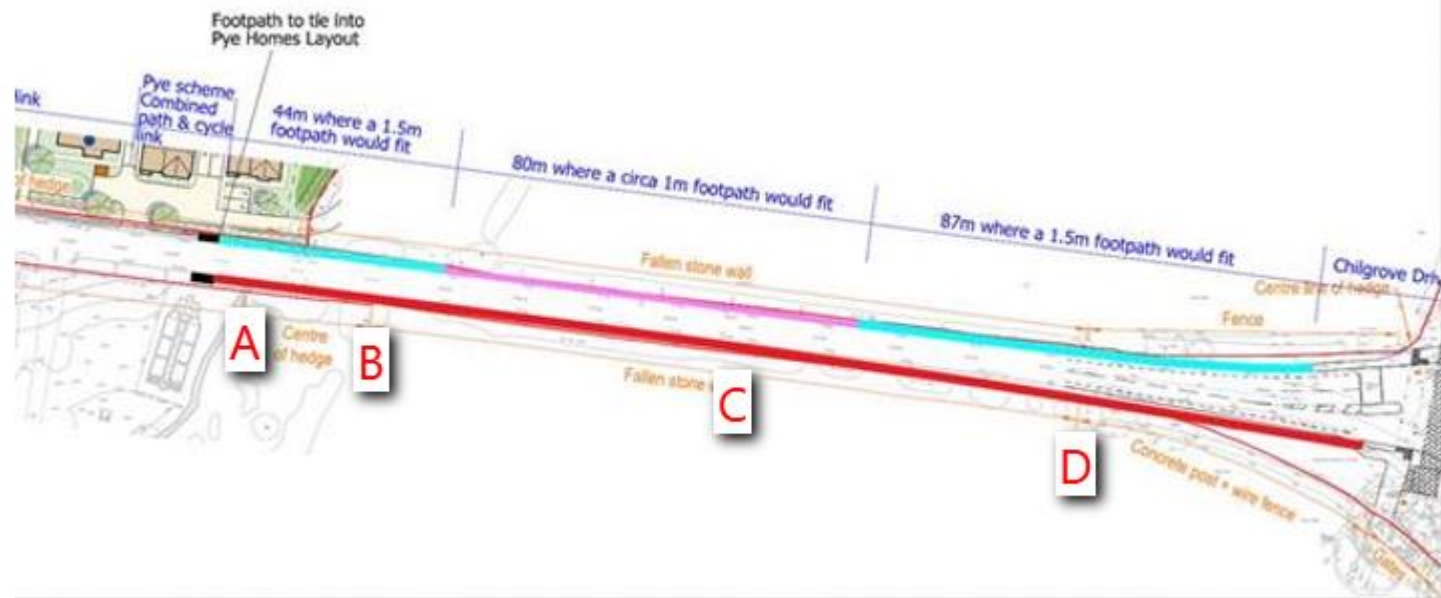
It is noted that the existing carriageway is between 5.7m and 6.0m wide in this location. It is therefore not considered feasible to narrow the carriageway further given the requirement for two-way bus movement along this route. It should also be noted that OCC have requested that this section of highway has the centre line removed and advisory cycle lanes shown on both sides. This will further narrow the useable width of the carriageway. On this basis it is not considered feasible to reduce the width of the carriageway to provide a wider footway.

On the southern side of the carriageway level differences limit the ability to provide a footway or realign the carriageway to enable a tie in within the existing highway boundary.

On this basis it is considered that subject to detailed design a footpath of circa 1.0m width for approximately 80m length is all that could reasonably be provided in this location without third party land.

[The County requires to see the Woods Hardwick assessment.](#) [Stantec – See below reference the investigation of a footway on the south side of Camp Road.](#)

[A 1.0m wide footway would not be acceptable. The applicant could investigate the introduction of a dropped crossing and install the footway on the opposite side of the road, as marked in black and red below, where there appears to be more space.](#) [Stantec – The provision of a footway on the southern side of Camp Road has been investigated by Woods Hardwick using detailed topographical survey and engineering judgement. This assessment discounted the provision of a route along this section of Camp Road due to the following constraints:](#)



Point A – there is a culvert crossing at this point. The existing highway safety barrier runs immediately behind the kerb.

Point B – there are mature trees in this location. The trunks are in 3rd party land and therefore cannot be removed to accommodate any works in the verge. Any works would certainly impact on tree roots.

Point C – the highway boundary at this location is circa 380mm lower than the top of kerb level. Constructing a footway here would require removal of all hedges and trees, some of which are in 3rd party land. A retaining wall would then be required for a significant length along the highway boundary.

Point D – A significant sycamore exists here that is on 3rd party land. Works to install a footway would impact on root protection areas.

Notwithstanding the above it should be noted that Dorchester has previously agreed with OCC as recorded in the S106 Infrastructure Delivery Requirements Schedule (Jan 2020) that the provision of a new section of footway on Camp Road (east) should be an obligation in the Pye Homes S106.

Alternatively, are there alternative routes through the development that can be identified? Stantec - Yes, there is potential for routing through the main site north of Camp Road however the preferred position is as previously agreed with OCC above.

OCC: Because of the importance to this footway link in the masterplan, linking proposed residential development to employment and public rights of way, the detail is extremely important in coming to a conclusion as to whether the footway is

	<p>feasible, and I repeat that OCC would like to see the Woods Hardwick assessment. I note that the smaller site on Camp Road referred to, which was considered in the absence of the masterplan, does not yet have a planning permission. The Schedule referred to has not been formally submitted as part of this planning application and is not finalised. In any event, the developer of that site would be subject to the same physical constraints.</p> <p>With regard to routing through the main site referred to above, Figure 5.1 Rev B shows that the route to the employment areas off Chilgrove Drive from residential areas at the eastern end of Camp Road would be much less direct than via Chilgrove Drive, and so there is a significant risk that pedestrians would walk along the narrow verge in the absence of a footway, and this represents a safety hazard.</p>
<p>Canal Towpath Contribution</p>	
	<p>Following submission of the original TA, OCC requested that a contribution be provided towards improvements of the towpath foot / cycleway link between Allens Bridge and Station Road Bridge on the Oxford Canal. Further discussions have since been held with OCC and it has been agreed that these contributions would be better directed towards the provision of a cycle route between Camp Road and Bicester if this route could be delivered (See Section 5 of meeting minutes at Appendix C). On this basis no contributions towards the canal towpath are proposed.</p> <p>Accepted. See comments in main response under Rights of Way.</p>
<p>Public Rights of Way</p>	
<p>Reinstatement of Port Way and Aves Ditch</p>	<p>A query was raised by OCC regarding the status of the reinstatement of the Port Way and Aves Ditch Public Rights of Way (PROW) that formed part of the original consent at Heyford Park. Since this comment was raised extensive discussions have been held between Dorchester, OCC and CDC. At the current time the Port Way PROW is currently under construction. The Aves Ditch PROW is currently being reviewed with OCC, CDC and other appropriate organisations in order to reach agreement on the most appropriate route for the PROW.</p> <p>See comments in main County response under Rights of Way.</p>

Application no: 18/00825/HYBRID-2

Location: Heyford Park Camp Road Upper Heyford

Lead Local Flood Authority

Recommendation:

Objection

Key issues:

- Insufficient updated information to enable a full technical assessment and audit of the flood risk, sustainable drainage and surface water management strategy for the development.
- FRA dated 2018 is not considered by the LLFA to be a robust document.

Informatives:

A meeting between Cherwell LPA, the LLFA and the developer/drainage consultant is considered necessary to formalise a holistic approach to the evolution of the drainage strategy and site design.

Detailed comments:

Initial guidance is presented in the following. The drainage strategy should be commenced from Concept stage following the below guidance:

The [Sustainable Drainage Systems \(SuDS\) Policy](#), which came into force on the 6th April 2015 requires the use of sustainable drainage systems to manage runoff on all applications relating to major development. As well as dealing with surface water runoff, they are required to provide water quality, biodiversity and amenity benefits in line with National Guidance. The [Sustainable Drainage Systems \(SuDS\) Policy](#) also implemented changes to the [Town and Country Planning \(Development Management Procedure\) \(England\) Order 2010](#) to make the Lead Local Flood Authority (LLFA) a statutory Consultee for Major Applications in relation to surface water drainage. This was implemented in place of the SuDS Approval Bodies (SAB's) proposed in Schedule 3 of the Flood and Water Management Act 2010.

All full and outline planning applications for Major Development must be submitted with a Surface Water Management Strategy. A site-specific Flood Risk Assessment (FRA) is also required for developments of 1 hectare or greater in Flood Zone 1; all developments in Flood Zones 2 and 3 or in an area within Flood Zone 1 notified as having critical drainage problems; and where development or a change of use to a more vulnerable class may be subject to other sources of flooding.

Further information on flood risk in Oxfordshire, which includes access to view the existing fluvial and surface water flood maps, can be found on the [Oxfordshire flood](#)

[tool kit](#) website. The site also includes specific flood risk information for developers and Planners.

The [National Planning Policy Framework](#) (NPPF), which was updated in February 2019 provides specific principles on flood risk (Section 14, from page 45). [National Planning Practice Guidance](#) (NPPG) provides further advice to ensure new development will come forward in line with the NPPF.

Paragraph 155 states; *“Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.”*

As stated in Paragraph 158 of the NPPF, we will expect a sequential approach to be used in areas known to be at risk now or in the future from any form of flooding.

The [Non-statutory technical Standards for sustainable drainage systems](#) were produced to provide initial principles to ensure developments provide SuDS in line with the NPPF and NPPG. Oxfordshire County Council have published the [“Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire”](#) to assist developers in the design of all surface water drainage systems, and to support Local Planning Authorities in considering drainage proposals for new development in Oxfordshire. The guide sets out the standards that we apply in assessing all surface water drainage proposals to ensure they are in line with National legislation and guidance, as well as local requirements.

The SuDS philosophy and concepts within the Oxfordshire guidance are based upon and derived from the CIRIA [SuDS Manual \(C753\)](#), and we expect all development to come forward in line with these principles.

In line with the above guidance, surface water management must be considered from the beginning of the development planning process and throughout – influencing site layout and design. The proposed drainage solution should not be limited by the proposed site layout and design.

Wherever possible, runoff must be managed at source (i.e. close to where it falls) with residual flows then conveyed downstream to further storage or treatment components, where required. The proposed drainage should mimic the existing drainage regime of the site. Therefore, we will expect existing drainage features on the site to be retained and they should be utilised and enhanced wherever possible.

Although we acknowledge it will be hard to determine all the detail of source control attenuation and conveyance features at concept stage, we will expect the Surface Water Management Strategy to set parameters for each parcel/phase to ensure these are included when these parcels/phases come forward. Space must be made for shallow conveyance features throughout the site and by also retaining existing drainage features and flood flow routes, this will ensure that the existing drainage regime is maintained, and flood risk can be managed appropriately.

By the end of the Concept Stage evaluation and initial design/investigations Flows and Volumes should be known. Therefore, we ask that the attached Pro-Forma is completed and returned as soon as possible:

Additional overview of initial information requirements:

1. Soakage/Infiltration tests (BRE365) results to be provided, including shallow testing.
2. Groundwater level test results required
3. Discharge at relevant return periods to be at Greenfield rate.
4. 40% Climate Change allowance to be applied to calculations.
5. Full calculations using MicroDrainage (or similar software) required. FEH methodology should be employed.
6. MicroDrainage calculations; recommended CV values of 0.95 for roofs and 0.9 for paved areas are applied. The designer must justify where a Cv of less than 0.9 has been used.
7. Calculations should be undertaken for all relevant return periods and identify the critical duration used.
8. Whole Catchment Analysis to be demonstrated. Including mitigation for downstream impacts.
9. Evidence of Environment Agency consents as required.
10. Evidence of Land Drainage Consent to be provided as required.
11. Evidence of Source Control required.
12. Green space on site should be maximised for inclusion of SuDS techniques.
13. Blue/Green roofs to be utilised.
14. Water to be kept at or as close to the surface as possible.
15. Evidence of permission to connect Surface Water to Thames network required, should this be the final point of discharge.
16. Site should be split into separate catchments and a system of distributed site storage/surface water management employed.
17. Pre and Post development overland surface water flow plan required.
18. Safe ingress/egress needs to be demonstrated.
19. Sacrificial areas in the event of exceedance should be considered.
20. Consideration needs to be given to maximising use of green space on site for SuDS incorporation.
21. Treatment and Management train needs to be demonstrated.
22. All hardstanding should be of a permeable construction, where this is not considered practical full explanatory justification to be provided.
23. Confirmation required for half drain down times, for example any attenuation features on site.
24. Fully detailed drawing including pipe numbers for comparison with MicroDrainage calculations required, including also final point of discharge and rate of discharge.
25. Justification as to whether 10% Urban Creep allowance has been applied required.
26. Phasing – to be detailed on plan including descriptive methodology as to how surface water will be managed during construction, the mobilisation of sediments and any contaminants.
27. Conveyance routing – to be kept on the surface and detailed on drawing.
28. WFD – justification as to how water quality from site will be improved

29. Exceedence – justification as to how surface water will be managed on site in event of failure or exceedance event.
30. Dispersed (cascading) site storage and conveyance routing to be clearly identified on drawing.
31. Cross sectional drawings of all drainage features to be provided.
32. Management and Maintenance Plan to be submitted in as Concept Stage draft.

Officer's Name: Adam Littler

Officer's Title: Drainage Engineer

Date: 03 June 2020

Application no: 18/00825/HYBRID-2

Location: Heyford Park Camp Road Upper Heyford

Education Schedule

Recommendation:

Objection for the reasons set out in the Community Infrastructure section.

If, despite OCC's objection, permission is proposed to be granted, then OCC requires prior to the issuing of planning permission a S106 agreement to mitigate the impact of the development as previously advised.

However, whereas as the previous response detailed the necessary financial contributions towards all elements of school provision, with the option of direct delivery for the primary school, due to the unusual nature of the proposed primary school site and buildings we can now confirm that OCC cannot agree to funding and the transfer of land for delivery of the primary school, but will require direct delivery of the primary school.

Officer's Name: Barbara Chillman

Officer's Title: Pupil Place Planning Manager

Date: 26th May 2020

Application no: 18/00825/HYBRID-2

Location: Heyford Park Camp Road Upper Heyford

Community Infrastructure Schedule

The restriction to the school site is a consequence of English Heritage and the Districts comments as they have never wanted this to be the school site.

In short, all OCC's concerns remain or are further exacerbated. I reiterate and expand my concerns about the school site within the application as follows:

The requirement is for a 2 Form Entry Primary School Site. OCC have design criteria, location requirements and processes for delivering an appropriate educational site provision, the details of which are clearly set out within the OCC documents listed below and to be issued with our response:

- Design criteria for primary school sites
- Information required to assess the suitability of a school site
- S106 Education Check list
- Model SoA for OCC Primary Schools

Where an application, requiring a school site, is submitted there will be no objection where it can be fully demonstrated that OCC requirements above have been met.

These documents, produced by Oxfordshire County Council, set out the minimum provision for ensuring that a satisfactory establishment, for the delivery of pupil places, can be achieved both now and in the future, ensuring that the site has the long-term flexibility to continue to meet educational need, in perpetuity.

The documents, within this application, along with the further document issued (design update May 2020 REVA) do not give the comfort required by the Authority, that the educational need could be met, as set out above. As a consequence, Oxfordshire County Council object to this planning application on the following grounds:

The headline is that even the basic unsubstantiated design scheme for the school, proposed by the developer, sits outside of the proposed restricted 'building area' thus demonstrating that the school could not successfully be located on the proposed site.

- **Restriction to the floor space of school building**

The arbitrary restriction, of 2,415m², for the school building floor space does not meet OCC's minimum building area for a 2FE primary school site. Although the development site only generates 1.5 FE the County Council will only accept 2FE sites and as such the site area must accommodate the commensurate building area for the future. See attached OCC Building Area guidelines as ratified by cabinet for a 2FE primary school.

Further, limiting building area at this stage, restricts the real need for a school site to be flexible, both now and in the future. Currently, it directly prevents a 2FE school from being constructed but further restricts the long-term sustainability of the school and could hamper OCC's flexibility in carrying out their statutory duty to provide pupil places.

To ensure OCC have the long-term flexibility for the provision of pupil places, the site cannot be restricted from the potential for temporary classrooms and/or future expansion

Given the above the following would need to be agreed with English Heritage and the District

a) English Heritage/District to accept the removal of the restriction to the floor space of the school building

- **Restricted area in which the school building can be built**

The building area restriction, to a constrained and contorted area, as demonstrated below cannot be accepted. There is no guarantee that the building could successfully be manipulated into this precise area.



At this stage, given the 'building area' restriction demonstrated above, there is no way of knowing if there is any possibility of the basic Government design standards being met particularly for daylighting, ventilation, overheating, safeguarding etc if the building is to be constrained within such a contorted and restricted area. **Certainly, the Developer has already proved, with their own sketch scheme (design update May 2020 REVA), as attached, that the building cannot fit within this restriction.**

Given the above the following would need to be agreed with English Heritage and the District

a) English Heritage/District to accept the removal of the building area restriction to ensure that the school can be built in line with government standards and that the school can be extended in the future

The restricted area is further exacerbated by levels changes. See below.

- **Levels**

The developers suggested amendments to the current levels within **design update May 2020 REVA** demonstrate how the levels outside of the site will fall into a 'gutter' against the school fence, on three sides. This will create an unsightly rat run / garbage trap over which the school would have to look out onto and have no control.

Further the level change within the supposed 'building zone' of up to 1.5m between the front of the site, across the 'building area', to the retained hanger have also been demonstrated to further reduce the 'building zone' by the creation of retaining walls and/or embankments.

Given the above level changes the following would need to be agreed with English Heritage

- a) English Heritage/District to accept retaining walls where reduced levels are proposed which are to be maintained by the developer in perpetuity
- b) English Heritage/District to accept retaining walls to the runway, west boundary and around the hanger (which are to be maintained by the developer in perpetuity) in order to create a level building plateau. This is to ensure that level access can be maintained to all building entrances, the building can be extended and that no child is disadvantaged by having to travel on an alternative route to their friends or is restricted from accessing any area of the school site.

- **Shape of school site**

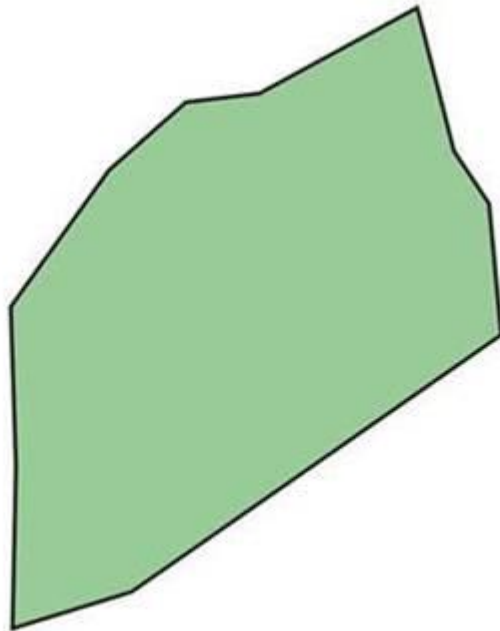
It has not been demonstrated that the proposed shape of the school site is conducive to the creation of an economic layout for the school or to provide the minimum external play areas requirements. The current shape doesn't appear to fit the basic OCC playing field requirements without further compromising the other areas of the site.

A distorted playing fields provision would not be accepted with its potential to compromise the delivery of a team games playing field to meet curriculum requirements.

The problems with the distorted shape of the site is obviously exacerbated by the proposal to keep a hanger on the site, which effectively sterilises a large area of the school site.

The scheme design boundary shown on **design update May 2020 REVA** doesn't match the boundary within the application

These constraints, alongside the restricted building area, have the potential to hamstring the schools initial layout and give no potential to flex and meet future requirements.



Given the above the following would need to be agreed with English Heritage and the District

- a) English Heritage/District to accept the realignment of the boundary to ensure a playing field could be provided

- **Site boundary location**

The documents state that the change in school site boundary follows detailed discussions with the County Education Authority. OCC have not been party to the latest iteration. As with previous iterations the boundary location result from the developer's response to English Heritage. The current boundary was also requested by English Heritage asking for the boundary to follow the line of the hangers that are situated outside of the proposed school site area. There appears to be further mysterious contortions being made along the Eastern boundary, rather than having a straight line.

The location of the boundary to run from one hanger to another gives a clear risk, on safeguarding grounds, for the perimeter of the school to be compromised. Comfort has not been provided to ensure that a fence can be created to abut these builds that would not be scalable and would not create additional cost for the school to maintain in the long term.

NB the existing and proposed fencing plan (Fig 4.5a) does not marry with the school site boundary

Given the above the following would need to be agreed with English Heritage and the District

a) English Heritage/District to accept a detailed design and construction to be proposed by the developer and agreed by the OCC

- **English Heritage and CDC –further issues to be resolved (along with all these noted above and below) as previously identified**

The following have not been resolved.

- 1) CDC and HE objection to the removal of the hardstanding; the use of a concrete area is not an appropriate surface for a school that needs to create a porous macadam multi-use games area to meet their hard-outdoor PE area requirements in line with BB103. The problem with the potentially uneven surfaces and levels remains.
- 2) CDC and HE objection regarding the lack of justification for harm to heritage assets;
- 3) The CDC/HE requirement to run the fencing around the facades of the other hangers would give potential for climbing, which is difficult to protect against when fences come into contact with buildings. If this is to be part of the design to satisfy heritage concerns, evidence that this would not be a security/safeguarding risk is required based on a detailed design.
- 4) Based on limited Topographical information provided adequate boundary treatment needs to be demonstrated to remove proposed rat run / garbage trap that the proposed levels inside and outside the site will not undermine site usage
- 5) There is no contamination.
- 6) Along with confirmation that HE would not object, Developer to provide information on proposed work to hanger including demonstrating that it can be made safe for children playing around it and that the lower 2.4m cladding can be raised

- **Contamination**

Confirmation is required that there is no contamination and that all services, buildings, hardstanding, trees and shrubs will be removed.

- **Noise**

The requirement for school sites is that the highest noise level on the school boundary shall not exceed 50dB LAeq,30min. Confirmation is required that the use of adjacent land will not allow this level to be exceeded.

- **Ecology**

Confirmation is required that there are no badge sets located on the proposed school site

Confirmation is required that the school site will be free from any other ecological constraint.

- **Trees**

The tree survey plan appears to show root protection areas that effectively remove any possibility of building on the small areas that has been identified as building area. Confirmation that all trees will be removed is required.

Schools also require shade to outdoor spaces along with habitat areas and landscaping. The exact extent of the restrictions needs to be fully understood and agreed to, if possible, before objection can be removed.

- **Stormwater**

Given the extent of the current restrictions to the site any attenuation required needs to be agreed. No over ground attenuation is accepted on school sites and the cost for schools of maintaining underground attenuation is prohibitive. The location of attenuation for the school, maintained by the Developer's management company is to be identified.

- **Hangers**

There needs to be agreement with OCC on the developers proposed work to hangers to meet health and safety and the educational/ management requirements. An agreement on a commuted sum and sink fund for their maintenance, in perpetuity, is also required.

Officer's Name: Jane Farrow

Officer's Title: Corporate Landlord Officer

Date: 4th June 2020
