

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

District: Cherwell

Application No: 18/01333/F

Proposal: Extension to existing Technical Site to provide new employment units comprising flexible B1(c) light industrial, B2 (general industrial), B8 (storage or distribution) uses with ancillary offices, storage, display and sales, together with associated access, parking and landscaping.

Location: Bicester Heritage, Buckingham Road, Bicester.

Response date: 12th September 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.

Application no: 18/01333/F

Location: Bicester Heritage, Buckingham Road, Bicester.

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 - £3,750**
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.

Application no: 18/01333/F

Location: Bicester Heritage, Buckingham Road, Bicester.

Transport Schedule

Recommendation:

Objection for the following reasons:

- OCC (Drainage) have raised an objection to the application as it is not clear whether infiltration testing has been undertaken at the site itself and also do not consider that sufficient information has been provided within the drainage strategy regarding the strategy to manage the high and medium probability of surface water flooding on the southern site.
- The level of car parking proposed is based on the more intensive B2 use class. Since the site will be mixed use with B8, the level of parking proposed is above the county council's maximum standard. The level of parking provided should be based on an anticipated breakdown of floor area between the proposed uses.
- Further to the above, the layout and surfacing of parking spaces in certain areas appears inappropriate with certain spaces seemingly inaccessible. This may lead to ad hoc parking in other areas of the site which could obstruct emergency access.

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 a S278 agreement to mitigate the impact of the development plus planning conditions as detailed below.

- **S106 Contributions** as summarised in the table below and justified in this Schedule:
- **An obligation to enter into a S278** agreement as detailed below.
- **Planning Conditions** as detailed below.

S106 Contributions

Contribution	Amount £	Price base	Index	Towards (details)
Strategic Transport Contribution	£177,912	March 2018	Baxter	Strategic Transport Infrastructure improvements outlined under Policy BIC 1 of the Local Transport Plan 4 – Dualling of Eastern Perimeter Route,

				Skimmingdish Lane section.
Public transport infrastructure (if not dealt with under S278/S38 agreement)	£24,284	September 2018	Baxter	New northbound bus shelter (£8,230), two shelter-mounted Real-Time Information displays (2 x £8,026). Inclusive of on-going maintenance.
Traffic Reg Order (if not dealt with under S278/S38 agreement)	£2,600	September 2018	RPI-x	An amendment to the Traffic Regulation Order to lower the speed restriction to 40mph along the stretch of Buckingham Road between the A4421 / A4095 junction and the Stratton Audley turn.
Travel Plan Monitoring	£2,040	September 2018	RPI-x	To enable the Framework Travel Plan to be monitored for a period of 5 years following occupation.

Key Points

- OCC (Drainage) have raised an objection to the application as it is not clear whether infiltration testing has been undertaken at the site itself and also do not consider that sufficient information has been provided within the drainage strategy regarding the strategy to manage the high and medium probability of surface water flooding on the southern site.
- The level of car parking proposed is based on the more intensive B2 use class. Since the site will be mixed use with B8, the level of parking proposed is above the county council's maximum standard. The level of parking provided should be based on an anticipated breakdown of floor area between the proposed uses.
- Further to the above, the layout and surfacing of parking spaces in certain areas appears inappropriate with certain spaces seemingly inaccessible. This may lead to ad hoc parking in other areas of the site which could obstruct emergency access.
- The proposal to access the New Technical Site via the existing access on Buckingham Road is acceptable.
- The secondary access should only be retained for the purposes of emergency access and for use during special event days, where necessary.
- Note should be taken of the 'strategic transport improvements' comments below and how these improvements may impact upon any future plans for access from the site onto Skimmingdish Lane.
- A contribution towards strategic transport improvements is required.

- The development will lead to an increased need for a signalised crossing of Buckingham Road. It is requested that the developer provide this under a S278 Agreement.
- Improvements to the bus stop infrastructure at the pair of bus stops on Buckingham Road are required.
- The proposed footways at the site access should have a minimum width of 3m to allow for shared use and should extend to the Skimmingdish Lane arm of the roundabout to provide a link with the shared use footway / cycleway on the southern side of that road.
- The county council requests that the level of cycle parking proposed is revised in line with the county council's minimum cycle parking standards.
- The submitted Framework Travel Plan must be revised in line with comments from the county council's Travel Plans team below.
- A Construction Traffic Management Plan will be required.

Comments:

Traffic Impact

The trip rate for the proposed development has been derived from surveys taken at the existing Technical Site. This approach is acceptable on the understanding that the use of the proposed units will be of the same nature to that of the existing units, primarily as a campus dedicated to motoring and aviation or similar use as permitted under Policy Bicester 8.

This trip rate indicates that the proposed development would be anticipated to generate around 51 two-way trips in the AM peak hour and 46 two-way trips in the PM peak hour.

While this level of traffic in itself would not likely lead to a severe wider traffic impact, the county council considers that the application should be considered in the context of the wider development of the Bicester Heritage Site, in particular the current live application for a hotel on the site (ref: 18/01253/F). The cumulative impact of these developments together, along with anticipated further development at the Bicester 8 allocation site, will be greater than that assessed in either of the Transport Assessments for these applications.

As the proposed development, as part of a wider allocation site, will be adding to the cumulative impact of traffic growth in Bicester, a contribution towards strategic transport improvements is required.

Strategic Contribution

A core principle of the Bicester transport strategy for many years has been to have functioning peripheral roads to encourage cars and other motorised vehicles to use these roads to drive around the town or to external destinations, rather than through the central corridor. The pattern of movement over the years and distribution of growth has increasingly put pressure on the eastern peripheral route. Future year assessments show that without measures to increase link and junction capacity along

this corridor, there will be severe congestion with an impact on the overall transport strategy.

Provision of strategic transport infrastructure for Bicester, as set out in the Cherwell Local Plan and Local Transport Plan 4 is necessary to satisfactorily accommodate the increased demand on highway infrastructure arising from proposed development. Without improvement of infrastructure the severe congestion impacts of cumulative development in Bicester would not be appropriately mitigated.

Traffic from this site would contribute directly to the severe cumulative congestion impact on the eastern peripheral route around Bicester and therefore, in line with Local Plan Policy SLE4, a contribution is required towards Local Transport Plan Bicester Area Strategy Policy BIC 1 scheme:

'Upgrade link to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area.'

A Strategic Transport Contribution is therefore requested towards the delivery of the dualling of the Skimmingdish Lane section or a scheme of similar benefit, in addition to the delivery of the interim mitigation schemes proposed.

Since the exact quantum of development at the Bicester 8 allocation site is unknown at this time, the county council considers it appropriate to calculate the requested contribution proportionately to what has recently been requested towards the BIC 1 scheme.

The county council has recently requested strategic transport contributions towards the BIC 1 scheme (dualling of Charbridge Lane) from planning applications at Wretchwick Green and Gavray Drive. These requested contributions were based on a per dwelling calculation. For this commercial development a proportionate contribution has been based on a cost per two-way peak hour trip calculation derived from those requested contributions.

The Wretchwick Green TA Addendum showed 698 residential trips in the AM and 743 in the PM, which equals 1441 two-way peak hour trips.

£2,643,008 was requested (as of March 2018) towards dualling of Charbridge Lane, equating to £1834.15 per trip.

Applied to the New Technical Site, this TA shows a generation of 51 trips in the AM and 46 in the PM, which equals 97 two-way trips. A contribution of **£177,912** (as of March 2016) is therefore requested.

Access

I note the junction capacity assessment undertaken for the site access at Buckingham Road demonstrates that the junction will be expected to operate within capacity in the future year 'with development' scenario.

I note that access to the site is to be gated and controlled at the proposed 'gate house kiosk'. There is a slight concern that, should an HGV be held at the gate house kiosk prior to being granted access, there would be no additional capacity for any additional right-turning HGVs to wait at the site access. This would lead to any right-turning HGV blocking the northbound carriageway of Buckingham Road.

The site access does however have capacity to hold several smaller vehicles without leading to blocking of the highway. Furthermore, the instances in which two HGVs arrive at the same time and are held for any significant period of time are likely to be rare and so the arrangement is acceptable. I note that the proposed access arrangement has also been approved under application ref: 17/01847/F.

I note that the existing gated access onto Skimmingdish Lane, to the east of the A4421 / A4095 roundabout, is to be retained. The TA states that this access will remain gated will be utilised for special event days and emergency access, and would not provide day to day access or access for pedestrians or cyclists who would be directed to the main site access on Buckingham Road. This proposal is acceptable due to the relative infrequency of its proposed use and is in line with the current use of that access.

The TA also suggests that the access onto Skimmingdish Lane is to be retained to allow flexibility regarding future access options as the wider Bicester Heritage allocation site progresses. The county council would not support an intensification of use of this access and any future application which proposes utilising this particular access will need to be carefully assessed. Note should also be taken of the 'Strategic Transport Improvements' comments below and how these may affect the potential use of any access onto Skimmingdish Lane.

Strategic Transport Improvements

Oxfordshire County Council's Local Transport Plan 4 Bicester Area Strategy includes proposals for improvements to the eastern peripheral corridor to which the site connects. It states:

“Eastern peripheral corridor: upgrade to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area. This scheme will improve the operation of this section of the eastern perimeter road and enhance the integration of the North-East Bicester Business Park site with the rest of the town. This will include improvements to the Buckingham Road / A4221 junction to provide the necessary capacity for the additional trips generated from nearby employment and residential development, as well as support the heritage tourism development of the neighbouring Former RAF Bicester site.”

The Cherwell District Council Infrastructure Development Plan supporting the Cherwell Local Plan states that, for Skimmingdish Lane dualling and signalisation of junctions, the improvements to strategic highway capacity are prioritised as critical in the medium to long term.

Although the scheme has undergone a high-level study to understand its benefits and justify the requirement for delivering Local Plan Growth, an options appraisal of the potential alignment of the dual carriageway has not been undertaken and so it is not yet understood what the extent of third party land take will be in order to deliver the scheme.

The scheme is on hold pending the Oxford-Cambridge Expressway announcement later this year that should provide details of the alignment of the expressway and whether that may impact on Bicester's Transport Strategy.

Intensification of access from Skimmingdish Lane would not be desirable, due to the strategy to dual the road. In these circumstances the junctions could only be left-in, left-out, with appropriate acceleration and deceleration flares or may not even be possible at all depending on the eventual scheme layout.

The site abuts the highway boundary and so it is difficult to determine what the future impact of such a scheme would have on the site or visibility from a site access onto Skimmingdish Lane. If the applicant is minded to pursue access from Skimmingdish lane, they should consider relocating the build area in light of the dualling scheme, reducing the potential visibility constraint between the access and Skimmingdish Lane.

In addition, the plans to dual Skimmingdish Lane have the potential to require land within the red line area and so the further back from Skimmingdish Lane that the buildings could be located, the better, to reduce the risk associated with this.

Walking and Cycling

The [Active & Healthy Travel Strategy](#) within OCC's [Connecting Oxfordshire: Local Transport Plan 2015-2031](#) states that (paragraph 3.28, p.12):

“Developers must demonstrate through master planning how their site has been planned to make cycling convenient and safe, for cyclists travelling to and from major residential, employment, education, shopping and leisure sites within 5-10 miles, and also within and through the site.”

Any walking and cycling schemes developed should follow guidelines in the [Oxfordshire Walking and Cycling Design Standards](#) and [Residential Road Design Guide](#).

Consideration of interactions with other leisure based destinations, such as Bicester Village should be considered, including connections with sustainable transport hubs and potential for use of variable message signing in traffic management / event day management. Suggestions for partnering on testing innovative solutions and pilots will be welcomed, such as for electric bikes or autonomous vehicles.

The proposed pedestrian (2m wide) footway north of the existing site access, extending to the existing southbound bus stop on Buckingham Road should be 3m wide and a toucan crossing point should be provided at the bus stops. I note that this crossing is proposed with the concurrent application for a hotel on the site (ref:18/01253/F), however, this crossing must come forward with whichever

development comes forward first (assuming permission is granted) as both applications will lead to a greater need for this crossing. This will provide continuous cycle connectivity between the site access and the shared use facility on the west side of the A4421. A toucan crossing between the bus stops would provide the most effective means enabling pedestrians and cyclists to cross the Buckingham Road.

The proposed new pedestrian (2m wide) footway south of the existing site access, extending to the splitter island at Buckingham Road should also be 3m wide for a more direct route for cyclists travelling south. This should extend round to the splitter island on the Lane arm of the roundabout to provide an informal tactile crossing of that arm towards the shared use footway / cycleway on the southern side of Skimmingdish Lane.

The county council requests that a revised plan is submitted showing these alterations.

The speed restriction should also be reduced between the A4421 / A4095 junction and the Stratton Audley turn from 50mph to 40mph. An amendment to the TRO will be required for this action and this can be secured through the Section 278 process.

Internal connections by cycle and on foot with the remainder of the site to be masterplanned will also be key and must be carefully considered.

Public Transport

A bus shelter for the northbound stop on Buckingham Road and the provision of a pair of real-time information signs for both stops would be required given the likely increase in use of these stops and also to encourage the use of public transport among staff. This requirement is also set out in the RAF Bicester Planning Brief. Financial contributions for these items would be secured through a Section 106 Agreement.

The S106 agreement for bus stop infrastructure comprises £8,230 for a new northbound shelter and £16,054 for two shelter-mounted real-time information signs, inclusive of ongoing maintenance. The total required is therefore **£24,284**.

Improvements to the hard-standing areas for bus stop infrastructure must also be provided through a S278 agreement (for example, for the north-bound shelter). The provision of electrical supply to both shelters would be required through the S278, including the provision of 'haldo' feeder pillars.

The southbound shelter will require some modification to enable RTI equipment to be fitted (for example, new brackets).

Car Parking

The provision of 125 car parking spaces equates to a ratio of one space per c.52sqm GFA. This ratio is in line with the maximum standard for B2 use, but significantly above the maximum standard for B8 use (which is for one space per 200sqm GFA).

While an indicative breakdown of the proposed uses has not been provided it is considered that basing the development's parking need solely on the parking standard

for the more intensive B2 'General Industrial' use provides an overly robust assessment.

This has led to several parking spaces being located in seemingly inappropriate or inaccessible locations, such as in the 'retained green area' in the southeast corner of the site. These spaces are not appropriately surfaced and would be inaccessible without manoeuvring into the spaces from beyond the site boundary. This may result in inappropriate ad hoc parking elsewhere within the site which could obstruct emergency access.

Since a proportion of the development site will be the less intensive B8 use, the level of parking proposed will be over the maximum standard for the two uses. Considering the mixed-use nature of the site, including the less intensive storage and distribution use, the actual level of parking demand would be less than the provision proposed. A higher provision of parking spaces than required will ensure that driving to the site is the most convenient option and encourage higher private car use, contrary to planning policies. **Reason for objection**

With this in mind the county council would request further discussion on the provision of car parking and the proposed layout. If possible, this should be informed by the anticipated breakdown in floor area between the proposed uses.

Should permission be granted, the county council would recommend a condition to secure a revised car parking layout plan which demonstrates that an agreed number of car parking spaces shall be provided and suitably and accessibly laid out, surfaced and drained.

Cycle Parking

The proposed provision of cycle parking is based on one space per 500sqm GFA. This is in line with the minimum standard for B8 storage and distribution use, but is significantly below the minimum standard required for the more intensive B2 general industrial use.

This contrasts with the level of car parking proposed, which is in line with the standard for the more intensive B2 use. This may result in an under-provision of cycle parking. The county council would welcome a higher provision of cycle parking within the site which, along with the proposed improvements to cycle connections on Buckingham Road, would encourage cycling to the site.

The county council would welcome further discussion on the suitable provision of cycle parking, which should be informed by the anticipated breakdown in floor area between the proposed uses.

Drainage

OCC (Drainage) Comment: **Objection**

The SuDS proposals for this site include the use of Permeable Paving, Swale and an underground geo-cellular soakaway. The drainage strategy reports infiltration rates

that derive from tests carried out within Bicester Heritage area, it is not clear whether infiltration testing has been undertaken at the site itself. Therefore OCC (drainage) requires that this testing to be undertaken to inform the detailed design.

The FRA points to an area of high and medium probability of surface water flooding on the southern site and a natural exceedance flow route adjacent to the site along the north side of Skimmingdish Lane. The FRA points to access and egress along the southern boundary would be challenged due to the surface water risk. There is a surface water flow-path within the south site which will need to be maintained. Incorporating a conveyance channel along the south west boundary before discharging to the existing ditch would provide this opportunity. OCC (drainage) wishes to discuss these issues with the applicant's consultant and considers there is not enough information provided within the drainage strategy to be informed of this situation. Therefore, OCC raises an objection to the application on these grounds.

Existing natural surface water flow-paths are diagrammatically shown within the FRA as flowing from west to east. The drainage system must be designed to accommodate overland flow from adjacent land if this is likely to be intercepted or affected by the development. Consideration must be given to exceedance flow-paths at the site, and as well as the consideration of the modelled events, there should be a qualitative examination of what would happen if any part of the drainage / SuDS system fails, to demonstrate that flood water will have flow routes through the site without endangering property and where possible maintaining emergency access / egress routes. This should be supported by a flood exceedance route plan.

A SuDS Management and Maintenance Plan must be provided and include:

- Details of which organisation or body will be responsible for vesting and maintenance for individual aspects of the drainage proposals (individual properties/curtilages, roads, specific areas etc) with evidence that the organisation/body has agreed to such adoption. Where the agreement is subject to other legalities, it may be acceptable to provide agreement-in-principle.
- Details of which organisation or body will be the main maintaining body where the area is multifunctional (e.g. open space play areas containing SuDS) with evidence that the organisation/body has agreed to such adoption.
- A Maintenance Schedule setting out which assets need to be maintained, at what intervals and what method is to be used.
- A Site Plan identifying the location of each element of the drainage scheme, including access points, maintenance access easements and outfalls. Maintenance operational areas are to be identified and shown on the plans, to ensure there is room to gain access to the asset, maintain it with appropriate plant and then handle any arisings generated from the site for example by providing a silt deposit area and cut weed composting area for large ponds.
- Any health and safety information required to manage identified residual risks associated with maintenance activities

Travel Plans

Please see comments from the county council's Travel Plans team below:

The travel plan that has been submitted for the site has been reviewed and checked against our approved guidance. The travel plan will need further development to satisfy the travel plan requirements for the site.

Our comments on the travel plan are included below. In order to approve the Framework Travel Plan the following issues will need addressing:

- Para 1.1.4 A travel plan should be a standalone document and it should not be necessary to read it in conjunction with the TS. Please ensure that the travel plan is a standalone document and contains all the required information as identified in our guidance.
- Para 3.2.2 Please include the site masterplan in the travel plan appendices.
- Para 3.2.5 Please include in the travel plan appendices.
- For a development of this type and size we would expect to see a number of spaces being allocated for car share users. We also expect Oxfordshire Liftshare to be promoted as the car share provider of choice. <https://liftshare.com/uk/community/oxfordshire>
- Para 3.2.9 The use of cycle parking must be monitored and if demand outstrips supply further covered spaces must be installed.
- Para 4.3.2 This FTP should be outlining these and these will then be taken up by future site occupiers. This is important because the overall framework travel plan will act or be in place for any occupiers below travel plan thresholds. In this way the framework travel plan is expected to set the travel aspirations for the site as a whole. Individual future occupiers are expected to work to achieve these overall targets for the site as well as developing specific actions for their own businesses.
- Para 5.2.3 Targets, a 5% reduction in SOV vehicle trips is our minimum requirement and not very challenging for the site. This FTP needs to set targets for each year in which a survey will take place, usually years 1, 3 and 5 for all modes in both percentages and actual numbers. When individual occupiers do their own baseline surveys they will use actual figures for their travel plans.
- Para 7.3.1 Any monitoring reports should be sent to ourselves (The Travel Plan Team at Oxfordshire County Council) within a month of the survey taking place.
- Para 7.4.1 We no longer provide either survey templates or any survey analysis tools. A copy of the travel survey that will be used for the site must be included in the travel plan appendices.
- We would expect that the FTP will have a travel plan coordinator in place for the site before occupation of the site.
- The Action table forms the basis of actions for all site users and needs to form a credible package of measures to deliver travel plan targets. Because of this it will need further development. We would expect to see short, medium and longer-term actions grouped under heading similar to these; measures to reduce single occupancy vehicle use, measures to increase cycling, measures to increase walking, measure to increase car share etc.
- All actions need a start and end date (or review date) as well as all being assigned to a named person who will ensure that they are carried out.

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

£177,912 Strategic Transport Contribution indexed from March 2018 using Baxter Index

Towards:

Local Transport Plan Bicester Area Strategy Policy BIC 1 scheme:

'Upgrade link to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area.'

The contribution would be used towards the dualling of the Skimmingdish Lane section of the above scheme.

Justification:

Bicester Area Strategy Policy BIC 4 in the County Council's Local Transport Plan 4 states that:

"To mitigate the cumulative impact of development within Bicester and to implement the measures identified in the Bicester area transport strategy we will secure strategic transport infrastructure contributions from all new development"

Cherwell Local Plan Policy SLE 4: Improved Transport and Connections:

"The Council will support the implementation of the proposals in the Movement Strategies and the Local Transport Plan to deliver key connections... New development in the District will be required to provide financial and / or in-kind contributions to mitigate the transport impacts of development."

Cherwell Local Plan Policy Bicester 12: South East Bicester

Policy Bicester 12: South East Bicester in the Cherwell Local Plan states under Infrastructure requirements that it requires:

"Access and Movement – contributes to improvements to the surrounding local and strategic road networks. Safeguarding of land for future highway capacity improvements to peripheral routes."

Local Transport Plan 4 Bicester Area Strategy Policy BIC1:

"Improve access and connections between key employment and residential sites and the strategic transport system by:

Upgrade link to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area. This scheme will improve the operation of this section of the eastern perimeter road, and enhance the integration of the North-East Bicester Business Park site with the rest of the town."

“Delivering effective peripheral routes around the town... Southern peripheral corridor: provide a South-East Perimeter Road to support the significant housing and employment growth in Bicester. In the longer term, link capacity issues along Boundary Way are assessed as being a major transport issue for the town. Land is safeguarded at Graven Hill for the section of road to the south of this site, joining the A41 at the Pioneer Road junction... ..The solution will also include a new link through the South-East Bicester development site from the A41 Pioneer Road junction up to Wretchwick Way, providing connectivity through the site, in particular for buses.”

Traffic from this site would contribute directly to the severe cumulative congestion impact on the eastern peripheral route around Bicester and therefore a contribution is required towards Local Transport Plan Bicester Area Strategy Policy BIC 1 scheme:

‘Upgrade link to dual carriageway on the A4421 between the Buckingham Road and Gavray Drive to complement the transport solution at the railway level crossing at Charbridge Lane and facilitate development in the area.’

Calculation:

The figure has been calculated based on a per two-way trip contribution which is proportionate to contributions towards the BIC 1 scheme requested by the county council from recent planning applications in the Bicester area, which in themselves have been calculated using the formula set out in Cherwell District Council’s Infrastructure Delivery Plan.

This has resulted in a figure of £1834.15 per two-way peak-hour trip.

Applied to the New Technical Site, this TA shows a generation of 51 trips in the AM and 46 in the PM, which equals 97 two-way trips. A contribution of **£177,912** (as of March 2018) is therefore requested.

£24,284 Public Transport Infrastructure Contribution indexed from September 2018 using Baxter Index

Towards:

A new northbound bus shelter and two shelter-mounted Real-Time Information displays. Inclusive of on-going maintenance.

Justification:

Oxfordshire County Council’s Local Transport Plan 4 Bicester Area Strategy Policy BIC 2 states that:

“We will work to reduce the proportion of journeys made by private car through implementing the Sustainable Transport Strategy by: ...

Improving Bicester’s bus services along key routes and providing improved public transport infrastructure considering requirements for and integrating strategic development sites. Working with Bicester Town Council we will also enhance passenger information at strategic locations. The aim is to connect residential areas

and transport hubs with existing and future employment centres including, but not limited to:

- Graven Hill;*
- North West Bicester;*
- Launton Road Industrial estate;*
- Bicester Business Park;*
- South-East Bicester;*
- North-East Bicester;*
- Town centre; and*
- Bicester Village.”*

Paragraph 110 of the NPPF states that developments should be located and designed where practical to give priority to pedestrian and cycle movements and have access to high quality public transport facilities.

Connecting Oxfordshire: Oxfordshire County Council's Fourth Local Transport Plan 2015-2031 (LTP4) [adopted in September 2015] includes the following policies:

Policy 3

Oxfordshire County Council will support measures and innovation that make more efficient use of transport network capacity by reducing the proportion of single occupancy car journeys and encouraging a greater proportion of journeys to be made on foot, by bicycle, and/or by public transport.

Policy 17

Oxfordshire County Council will seek to ensure through cooperation with the districts and city councils, that the location of development makes the best use of existing and planned infrastructure, provides new or improved infrastructure and reduces the need to travel and supports walking, cycling and public transport.

Policy 34

Oxfordshire County Council requires the layout and design of new developments to proactively encourage walking and cycling, especially for local trips, and allow developments to be served by frequent, reliable and efficient public transport. To do this, we will:

- secure transport improvements to mitigate the cumulative adverse transport impacts from new developments in the locality and/or wider area, through effective travel plans, financial contributions from developers or direct works carried out by developers;*
- identify the requirement for passenger transport services to serve the development, seek developer funding for these to be provided until they become commercially viable and provide standing advice for developers on the level of Section 106 contributions towards public transport expected for different locations and scales of development.*

The policies outlined above identify the requirement for the development to be served by a frequent, reliable and efficient public transport service. The contribution sought is required to provide such a service in line with these policies.

Calculation:

The figure is directly related to the cost of the physical infrastructure and is inclusive of on-going maintenance costs.

One bus stop shelter @ £8,230 and two shelter-mounted Real-Time Information displays @ £8,027 per unit.

£2,600 Traffic Regulation Order Contribution indexed from September 2018 using RPI-x

Towards:

An amendment to the Traffic Regulation Order to lower the speed restriction to 40mph along the stretch of Buckingham Road between the A4421 / A4095 junction and the Stratton Audley turn.

Justification:

The reduction of the speed limit along this stretch of Buckingham Road is directly related to the alterations proposed at the site access, including the provision of a shared use footway / cycleway on the eastern side of Buckingham Road and the toucan crossing to be provided adjacent to the existing pair of bus stops just north of the site access.

Calculation:

The contribution is calculated on a standard charge which applies for administrative costs for TROs throughout Oxfordshire. This charge also includes the costs for public consultation required for the proposed TRO.

The County Council considers that its TRO fee is fairly and reasonably related in scale and kind to the development.

£2,040 Travel Plan Monitoring Fee indexed from September 2018 using RPI-x

Justification:

Travel plans aim to encourage and promote more sustainable modes of transport with the objective of reducing dependence upon private motor car travel and so reducing the environmental impact and traffic congestion. A framework travel plan, residential travel plan and school travel plan is required to make this development acceptable in planning terms.

A travel plan is a 'dynamic' document tailored to the needs of businesses and requires an iterative method of re-evaluation and amendment. The county council needs to carry out biennial monitoring over five years of the life of a Travel Plan which includes the following activities:

- review 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 in an updated actions or future targets in an updated travel plan.

Government guidance, 'Good Practice Guidance: Delivering Travel Plans through the Planning Process' states that: 'Monitoring and review are essential to ensure travel

plan objectives are being achieved. Monitoring for individual sites should ensure that there is compliance with the plan, assess the effectiveness of the measures and provide opportunity for review. Monitoring must be done over time – it requires action and resources.’

In accordance with this Guidance, it is the view of the county council that without monitoring travel plans they are likely to be ineffective. Therefore, monitoring of the travel plans is required to make the development acceptable in planning terms.

Calculation:

The figure for travel plan monitoring is based on three monitoring and feedback stages (to be undertaken at years 1, 3 & 5 following first occupation), and assumes officer time at an hourly rate of £40. Please note that this is considered a fair rate, set to include staff salary and overheads alone.

S278 Highway Works:

An obligation to enter into a S278 Agreement will be required to secure mitigation/improvement works, including:

- Site access as indicated in Drawing No: 12068/SK702 REV D
- Toucan crossing just north of the pair of bus stops located adjacent to the site access
- 3m wide shared use footway / cycleway extending north from the site access to the toucan crossing and south from the site access to the splitter island on the Skimmingdish Lane arm of the A4421 / A4095 roundabout junction
- Informal tactile crossings on the Buckingham Road (N) and Skimmingdish Lane splitter islands at the A4421 / A4095 roundabout junction
- Alterations to the northbound bus stop hardstanding to accommodate a new bus shelter

Notes:

This is secured by means of S106 restriction not to implement development (or occasionally 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 works.

Planning Conditions:

Should permission be given, the following planning conditions should be attached:

Access

No building shall be occupied until the access improvements (indicated in Drawing No. 12068/SK702 REV D) and including a shared use footway / cycleway on the eastern side of Buckingham Road, between the splitter island on the Skimmingdish Lane arm

of the A4421 / A4095 roundabout and the proposed toucan crossing, has been constructed in accordance with details that shall first be approved by Local Planning Authority.

Reason: In the interest of highway safety.

Secondary Access

The secondary access to the site from Skimmingdish Lane shall be retained for emergency use and for vehicular access on event days only and shall not be utilised for day to day operational or servicing uses. The access shall not be utilised for pedestrian or cycle access.

Reason: In the interest of highway safety.

Drainage

Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Discharge Rates
- Discharge Volumes
- Infiltration in accordance with BRE365 (To include infiltration testing; seasonal monitoring and recording of groundwater levels)
- SUDS (Underground geo-cellular soakaway, Swale, Permeable Paving)
- Maintenance and management of SUDS features (To include provision of a SuDS Management and Maintenance Plan)
- Detailed drainage layout with pipe numbers
- Network drainage calculations
- Phasing
- Flood Flow Routing in exceedance conditions (To include provision of a flood exceedance route plan)

Car Parking

Prior to the commencement of the development hereby approved, a plan showing a car parking provision for an agreed number of spaces to be accommodated within the site to include layout, surface details, and drainage, shall be submitted to and approved in writing by the Local Planning Authority. The number of spaces to be provide shall be based on an indicative breakdown of the GFA between the proposed land uses and in line with the County Council's car parking standards. Thereafter, and prior to the first occupation of the development, the parking spaces shall be laid out, surfaced, drained and completed in accordance with the approved details and shall be retained for the parking of vehicles at all times thereafter.

Reason: in the interest of highway safety and in accordance with planning policy.

Cycle Parking

Prior to the first use or occupation of the development hereby permitted, covered cycle parking facilities shall be provided on the site in accordance with details which shall be firstly submitted to and approved in writing by the Local Planning Authority. Thereafter, the covered cycle parking facilities shall be permanently retained and maintained for the parking of cycles in connection with the development.

Reason: In the interests of sustainability and to ensure a satisfactory form of development, in accordance with the Government guidance contained within the National Planning Policy Framework.

Construction Traffic Management Plan

A Construction Travel Management Plan (CTMP) will be needed for this development, given the traffic sensitive nature of the potential approach routes on the wider strategic road network in and around Bicester. We would expect the CTMP to incorporate the following in detail:

- The CTMP must be appropriately titled, include the site and planning permission number.
- Routing of construction traffic and delivery vehicles is required to be shown and signed appropriately to the necessary standards/requirements. This includes means of access into the site.
- Details of and approval of any road closures needed during construction.
- Details of and approval of any traffic management needed during construction.
- Details of wheel cleaning/wash facilities – to prevent mud etc, in vehicle tyres/wheels, from migrating onto adjacent highway.
- Details of appropriate signing, to accord with the necessary standards/requirements, for pedestrians during construction works, including any footpath diversions.
- The erection and maintenance of security hoarding / scaffolding if required.
- A regime to inspect and maintain all signing, barriers etc.
- Contact details of the Project Manager and Site Supervisor responsible for on-site works to be provided.
- The use of appropriately trained, qualified and certificated banksmen for guiding vehicles/unloading etc.
- No unnecessary parking of site related vehicles (worker transport etc) in the vicinity – details of where these will be parked and occupiers transported to/from site to be submitted for consideration and approval. Areas to be shown on a plan not less than 1:500.
- Layout plan of the site that shows structures, roads, site storage, compound, pedestrian routes etc.
- A before-work commencement highway condition survey and agreement with a representative of the Highways Depot – contact 0845 310 1111. Final correspondence is required to be submitted.
- Local residents to be kept informed of significant deliveries and liaised with through the project. Contact details for person to whom issues should be raised with in first instance to be provided and a record kept of these and subsequent resolution.
- Any temporary access arrangements to be agreed with and approved by Highways Depot.

- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours.

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times.

Travel Plans

The submitted framework travel plan will be revised in line with comments received and resubmitted for approval by the Local Planning Authority before first occupation of the site.

Reason: In the interests of sustainability and to ensure a satisfactory form of development, in accordance with the Government guidance contained within the National Planning Policy Framework.

Officer's Name: Tim Peart

Officer's Title: Senior Transport Planner

Date: 04 September 2018

Application no: 18/01333/F

Location: Bicester Heritage, Buckingham Road, Bicester.

Archaeology Schedule

Recommendation:

No Objection subject to the planning conditions below.

Comments:

The site is located in an area of archaeological interest as identified from a desk based assessment produced by Oxford Archaeology and submitted with this application.

The site has been truncated to some extent by various ground disturbances associated with the development of the airfield which would have disturbed any archaeological features.

The desk based assessment however highlights that the site still has the potential to contain archaeological deposits and recommends that a programme of archaeological investigation is undertaken ahead of the development as a condition on any planning application.

We would, therefore, recommend that, should planning permission be granted, the applicant should be responsible for ensuring the implementation of a staged programme of archaeological investigation to be maintained during the period of construction. This can be ensured through the attachment of a suitable negative condition as suggested below.

Planning Conditions:

In the event that permission is to be given, the following planning conditions should be attached:

1. Prior to any demolition and the commencement of the development a professional archaeological organisation acceptable to the Local Planning Authority shall prepare an Archaeological Written Scheme of Investigation, relating to the application site area, which shall be submitted to and approved in writing by the Local Planning Authority.

Reason - To safeguard the recording of archaeological matters within the site in accordance with the NPPF (2018).

2. Following the approval of the Written Scheme of Investigation referred to in condition 1, and prior to any demolition on the site and the commencement of the development (other than in accordance with the agreed Written Scheme of Investigation), a staged programme of archaeological evaluation and mitigation shall be carried out by the commissioned archaeological organisation in accordance with the approved Written Scheme of Investigation. The programme

of work shall include all processing, research and analysis necessary to produce an accessible and useable archive and a full report for publication which shall be submitted to the Local Planning Authority.

Reason – To safeguard the identification, recording, analysis and archiving of heritage assets before they are lost and to advance understanding of the heritage assets in their wider context through publication and dissemination of the evidence in accordance with the NPPF (2018).

Officer's Name: Richard Oram

Officer's Title: Planning Archaeologist

Date: 20 August 2018
