

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

**District:** Cherwell

**Application no:** 21/02286/F

**Proposal:** Construction of a coffee unit with drive-thru facility and indoor seating with associated access, car parking, landscaping and servicing parking

**Location:** Land North West Of Launton Road Roundabout Adjoining, Skimmingdish Lane, Caversfield

**Date:** 2 September 2021

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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.

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### **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](mailto:planningconsultations@oxfordshire.gov.uk)) as to why material consideration outweigh OCC's objections, and to be given an opportunity to make further representations.

#### **Outline applications and contributions**

The anticipated number and type of dwellings and/or the floor space may be set by the developer at the time of application which is used to assess necessary mitigation. If not stated in the application, a policy compliant mix will be used. The number and type of dwellings used when assessing S106 planning obligations is set out on the first page of this response.

In the case of outline applications, once the unit mix/floor space is confirmed by reserved matters approval/discharge of condition a matrix (if appropriate) will be applied to establish any increase in contributions payable. A further increase in contributions may result if there is a reserved matters approval changing the unit mix/floor space.

#### **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.
- **Administration and Monitoring Fee - TBC**  
This is an estimate of the amount required to cover the monitoring and administration associated with the S106 agreement. The final amount will be based on the OCC's scale of fees and will be 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 a S106 agreement is completed or not.

**Security of payment for deferred contributions** - Applicants should be aware that an approved bond will be required to secure a payment where a S106 contribution is to be paid post implementation and

- the contribution amounts to 25% or more (including anticipated indexation) of the cost of the project it is towards and that project cost £7.5m or more
- the developer is direct delivering an item of infrastructure costing £7.5m or more
- where aggregate contributions towards bus services exceeds £1m (including anticipated indexation).

A bond will also be required where a developer is direct delivering an item of infrastructure.

The County Infrastructure Funding Team can provide the full policy and advice, on request.

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### **Transport Development Control**

The application seeks to provide construction of a coffee unit with drive-thru facility and indoor seating with associated access, car parking, landscaping and servicing parking. The building is proposed to be single storey with a gross internal floor area (GIA) of 167.2sqm (1,800sqft). 30no. car parking spaces are proposed, with 2no. of accessible car parking spaces and 4no. spaces with EVC points).

#### **Recommendation:**

No objection in principle subject to Planning conditions detailed

The TDC Officer has no objection to the above proposal subject to the following conditions:

- Cycle Parking  
Before the development is occupied, scaled and detail drawings of the cycle parking areas, including dimensions and means of enclosure, shall be submitted to, and approved in writing by, the Local Planning Authority. thereafter the areas shall be retained solely for the purpose of the parking of cycles.  
*Reason: in the interest of sustainable travel.*
- Cycle and Pedestrian connectivity and PROW  
Prior to implementation of the development a plan showing details of the site's Pedestrian and cycle routes connectivity with existing pedestrian and cycle routes close to development and PROW should be provided for approval by Local Planning Authority.  
*Reason: in the interest of sustainable travel.*
- Construction Traffic Management Plan  
A Construction Traffic Management Plan should be submitted to the Local Planning Authority and agreed prior to commencement of works. The CTMP should follow Oxfordshire County Council's template if possible. This should identify;
  - The routing of construction vehicles and management of their movement into and out of the site by a qualified and certificated banksman,
  - Access arrangements and times of movement of construction vehicles (to minimise the impact on the surrounding highway network),
  - Details of wheel cleaning / wash facilities to prevent mud, etc from migrating on to the adjacent highway,
  - Contact details for the Site Supervisor responsible for on-site works,
  - Travel initiatives for site related worker vehicles,

- Parking provision for site related worker vehicles,
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours,
- Engagement with local residents

*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*

## Comments

The Transport Statement in support of the planning application for a proposed drive thru facilities on the vacant land off A4421 adjacent to the A4421/Launton Road Roundabout (northeast Bicester) has been reviewed. The TS covers the estimated traffic generated and the impacts on the surrounding road network. It is confirmed in the TS the applicant intends to use site specifically as a Greggs Drive-Thru.

The vehicle site access is from the A4421/Launton Road Roundabout via its eastern arm with A4421 and Launton Road with a 50mph and 30mph speed limits respectively.

### Background

Car Parking - 30 car parking spaces are proposed for the development, it includes two accessible spaces and four spaces with Electric Vehicle Charging Points (EVCP). Two grill bays/waiting bays would also be provided

### Walking

A footway exists on the northern side of the site access road. The A4421/Launton Road Roundabout has uncontrolled pedestrian crossings on its four arms, with tactile paving, dropped kerbs and pedestrian refuge islands with street lighting.

### Cycling

There are separate cycle/footway on the western side of the A4421, north and south of the Launton Road roundabout.

### Public Transport

Bus stops exists on the A4421 approximately 50 metres south of the roundabout with Launton Road, and on Boston Road. The two train stations close to the site, are Bicester North and Bicester Village.

### Accidents

The 2016-2020 accident data for the above site confirmed three slight accidents at the Launton Road / Skimmingdish Lane roundabout. Specifically, no accidents occurred on the eastern arm of the roundabout serving the existing Care home, and to the above site. Furthermore, there was no evidence that highway issues were contributory factors for those incidences. Within the context of the marginal increase in the development

traffic, it is plausible to conclude that the number of accidents would not be exacerbated because of the proposal.

The traffic surveys presented in Transport Statement for the A4421/Launton Road roundabout relates to 2019, because of the COVID Pandemic; it is therefore not representative of traffic for the normal working day. That said, it is however reasonable to accept it for the purposes of this assessment under this circumstance. The traffic surveys covered the weekday AM and PM network peaks 08.00-09:00 hours and 17:00-18:00 hours respectively.

#### TRIP GENERATION

Since there are no TRICS data available for a Greggs drive-thru sites, a number comparable coffee shop sites were used in estimating the traffic generation, trip types and drive thru queues. Based on the average traffic generation trip surveys for the chosen sites, (Table 6A) it is demonstrated for AM Peak one-hour period, the proposal will attract 86 vehicular trips and 71 PM evening peak hour on a weekday. On Saturdays, 85 AM and 80 PM peak hour trips will be generated.

The customers at the above stores at the above site were also surveyed for trip types and proportion of existing (pass-by/diverted) and what were additional, with the primary purpose of visiting the shop. The average pass-by/diverted percentage was 90% on a weekday and 88% on a Saturday, confirming that very few new trips to this type of proposal on the road network are new trips.

Table 6B demonstrates that having discounted off the pass-by trips, the additional two-way trips generated are about 17 vehicles (two-way) in a weekday AM peak and 14 vehicles (two-way) in a PM peak period

The average maximum drive thru queues recorded at the six surveyed sites are presented in the Table 7A of the TS. and in Appendix 6.1- weekday were a max.queue of 7 and Saturday max. queue was 7. The proposed development's drive thru lane when in operation can accommodate 15 vehicle queues- which is double the length at the comparable sites. The TS therefore asserts that the developmental traffic and queue length would not materially impact on the operation of A4421/Launton Road roundabout (Table 6D).

Regarding the Junction Capacity Assessment, the ARCADY output for the A4421/Launton Road Roundabout for the 2022 base scenario and the total scenario (2022 Base + Development) shows a minimum queue and residual traffic impact on roundabout. Given that majority of the trips already exist on the local network, it is acceptable that the development's trip impacts on the road network would not be severe.

Since our main concern with the proposal of a drive thru in this location would be the incidences of queues backing on to the roundabout. Even though the proposed queue standing lane length is double that at comparable sites, it is essential to have a Traffic Management Plan as (a fallback measure) to mitigate such a situation should it ever occur in future.

The Applicant should be aware that the highway boundary does not extend back to the new bellmouth access, so they may need permission from owners of the Care home to use their land.

Car parking- based on the parking provision and demand recorded at four sites in Didcot (36 spaces), Bedford (20 spaces), Sheffield (24 spaces) and Banbury (34 spaces). The average weekday and Saturday peak car parking demand according to the TS (Table 7B) were 22 and 25 respectively. Given the number comparable sites' parking demands (and in absence of adopted Standards for parking for A3/A5 use) the proposed car parking facility is considered adequate for the anticipated demand plus any fluctuations in the peak demand.

Cycle and Pedestrian routes- Transport Statement has given a good coverage of above facilities already in area. It is worth noting that the Highway Authority has a Local Cycling & Walking Plan (LCWIP) in place which includes Skimmingdish Lane and Charbridge Lane, plus plans to improve this corridor for all modes. These plans are yet to be firmed so no improvement scheme exists at present

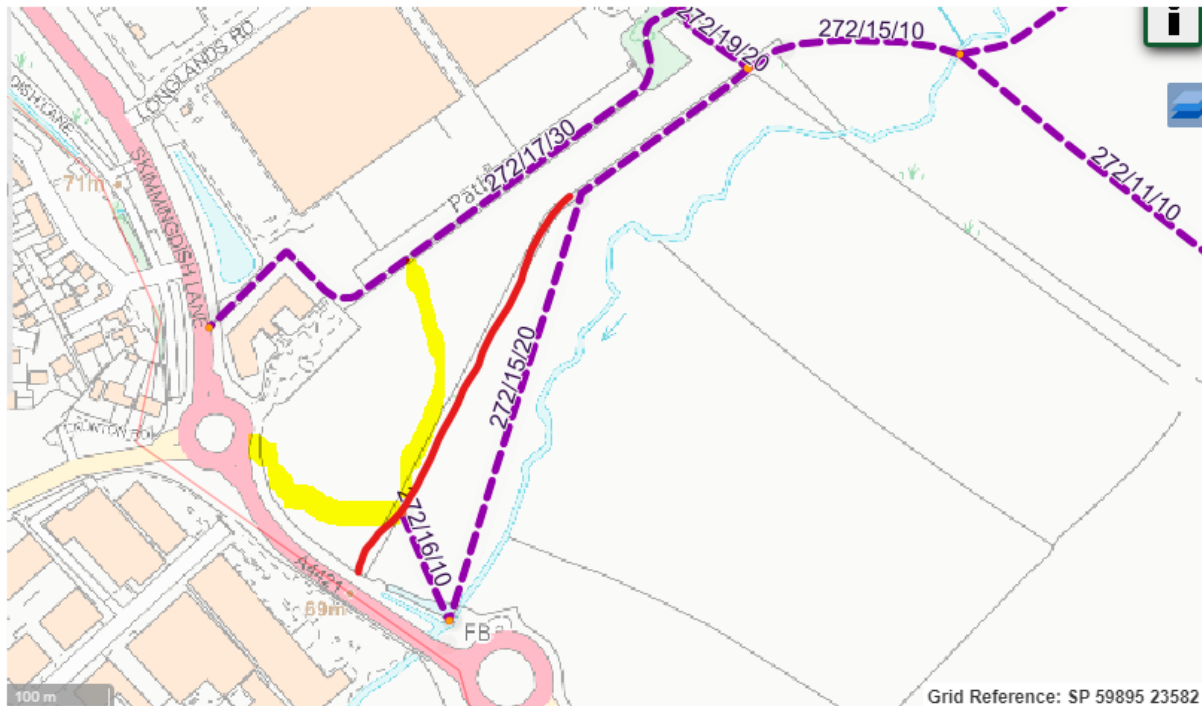
A total of three covered Sheffield stands will be provided in total six spaces for staff and customers. In my view this should be doubled as a minimum to encourage active travel by patrons.

The current location of the cycle parking within the car park could be a deterrent for cyclists (especially staff members who maybe leaving their bicycles for a significant period) - a) it is situated at the furthest edge of the car park, a fair distance from the main building and, b) is not in a visible location and so the security of the bikes may become an issue. It is therefore recommended for the cycle parking to be moved closer to the main building.

Cycle and pedestrian route connectivity – details of demonstrating how the Application site will be linked to pedestrian and cycle routes should be provided to improve its level of accessibility by foot or cycle. This should include the existing adjacent pedestrian desire lines, crossing facilities, and cycle routes adjacent to the residential and commercial units, and the National Cycle Route 51 with links to Central Bicester. The existing footway link to the 2m footway at the proposed access appears to be very narrow. This section could be widened to make the footway width consistent and safe for 2 way pedestrian movements. The Local Highway Authority would also expect the Cycle facilities and infrastructure to comply LTN1/20.

There are footways on both the A4421 to the south of its roundabout with Launton Road, which provides access to bus stops. The footway on the southwestern side of the A4221 has a segregated cycleway/footway facility. The Applicant will be required to improve on and existing condition and footways adjacent to this site this may be implemented within the context of a Section 278 Agreement with Local Highway Authority at cost to developer. It is anticipated there would be an increase in pedestrian footfall because of the proposal in the area.

Regarding the drive-thru development, it is noted the redline extends to the farm track. It would therefore be good to get a connection for footpath 272/16 through the site just so it does not dead end. Two suggested alignments are shown on the map below. Although officially a dead end, walkers regularly red line. To prevent this, it would be good to see this dedicated as a PROW, which would include some clearance and surfacing works,



**Servicing and Refuse Provision-** It is proposed that the store will be serviced by an 11-metre delivery vehicle entering and exiting the site from the A4421/Launton Road Roundabout via the existing access road. A ten-metre Refuse truck will also be used for refuse collection for the development. Deliveries and refuse collection would be managed so that the vehicles arrive at the quiet times at the development. Deliveries would occur at 22:00 hours from Sunday to Friday and at 03:00 hours on a Sunday

Given the above comments the local Highway Authority has in principle no objection to above application from the transport perspective, provided the above conditions and comments are fulfilled by the applicant.

### **Informative:**

The TS mentions the current speed limit on Skimmingdish Lane is 50mph the applicant should be aware that we are consulting on reducing that to 40mph.

Please note If works are required to be carried out within the Public highway, the applicant shall not commence such work before formal approval has been granted by



Oxfordshire County Council by way of legal agreement between the applicant and Oxfordshire County Council

**Officer's Name: Francis Hagan**

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

**Date:** 31 August 2021

**Application no: 21/02286/F**

**Location:** Land North West Of Launton Road Roundabout Adjoining, Skimmingdish Lane, Caversfield

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## **Local Lead Flood Authority**

### **Recommendation:**

Objection

### **Detailed comments:**

Where car parking spaces and access roads have been proposed, water quality discharged will be affected. Therefore, water quality standards must be met. Water Quality standards must be met.

Proposed development needs a water quality assessment in accordance with Section 4 and Section 26 of SuDS Manual.

Proposed development must meet local standards, L19, "At least one surface feature should be deployed within the drainage system for water quality purposes, or more features for runoff which may contain higher levels of pollutants in accordance with the CIRIA SuDS Manual C753. Only if surface features are demonstrated as not viable, then approved proprietary engineered pollution control features such as vortex separators, serviceable/ replaceable filter screens, or pollution interceptors may be used"

It's unclear to conclude what is being proposed in terms of surface water management strategy. As LLFA, we need thorough information on proposed drainage scheme to manage the surface water run off. A detailed surface water management strategy must be submitted in accordance with the [Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire](#)

In line with this guidance, 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 as much as possible.

The applicant is required to provide a Surface Water Management Strategy in accordance with the following 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 following Pro-Forma is completed and returned as soon as possible:

### **[Drainage Pro-Forma](#)**

**Officer's Name:** Sujeenthan Jeevarangan

**Officer's Title:** LLFA Planning Engineer

**Date:** 2 September 2021

**Application no: 21/02286/F**

**Location:** Land North West Of Launton Road Roundabout Adjoining, Skimmingdish Lane, Caversfield

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## **Archaeology**

### **Recommendation:**

Comments

### **Key issues:**

See Below

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

### **Conditions:**

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 (2021).

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 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 within two years of the completion of the archaeological fieldwork.

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 (2021).

## **Informatives:**

### **Detailed comments:**

The site is located in an area of considerable archaeological interest immediately north west of an area where recent archaeological excavations have recorded a complex of enclosures, trackways and field systems. The majority of these features were undated but relate to a wider system of similar features, recorded as part of the same rail improvement works in the immediate vicinity, which have been dated to the Roman period. What finds have been recorded from this array of enclosures and field systems also correspond with a Roman date.

An archaeological evaluation has been undertaken on this proposed site which also recorded a series of undated linear features. The report for this evaluation suggested that these undated features related to the use of the site as an allotment based on the fact they were undated but contained no other evidence to support this. The undated features in fact are very similar in their depths, form and arrangement to the Roman features recently recorded in the immediate vicinity. It is therefore highly likely that these identified archaeological features also relate to this wider Roman landscape.

The applicant has submitted a desk-based assessment from Pegasus Planning Group for the site which concludes that there are no archaeological impacts associated with this proposed development. This assessment however relies heavily on the evaluation report and its assertion that these features related to the modern use of the site as an allotment. The assessment does not make any mention of the recent archaeological work in the immediate vicinity however.

Pegasus did consult our Historic Environment Record Officer to request data and they were advised to contact me directly to enquire about any specific sources that would need to be included. They were also informed that they would need to agree a written scheme of investigation for this assessment in line with the Chartered Institute for Archaeology's standard and guidance for desk-based assessments.

Unfortunately, they did not contact us to discuss the scope or to agree any written specification for the site and so we were unable to inform them of this recent work. As a result of this omission we do not agree that the assessment accurately represents the known archaeological interest and potential of the site and do not agree with its conclusion.

This proposed site is likely to contain further aspects of the Roman field system features and enclosures identified to the south which would be disturbed by any development on the site. A programme of archaeological mitigation will need to be undertaken on the site ahead of any development.

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 above.

**Officer's Name: Richard Oram**

**Officer's Title:** Archaeology Lead

**Date:** 24 August 2021