# FLINT CROSS SITE, NEWMARKET ROAD (LAND OFF THE A505 AND B1368), ROYSTON (SG8 7PJ)





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## 1.0 INTRODUCTION

- 1.01 This vision statement considers the provision of a Petrol Filling Station (PFS) and EV charging (Sui Generis), and motor side services including a drive through coffee shop (Use Class E) and small scape retail and employment development, together with associated vehicular access (including the provision of a new roundabout) and parking provision on land north of the A505 at Flint Cross. This will be promoted as part of the fourth coming Local Plan review.
- 1.02 The Greater Cambridge Local Plan First Proposals Duty to Cooperate Compliance Statement (August 2021) report emphasises that neighbouring Transport Authorities wish to consider importance of cross boundary infrastructure and assessing the effects of further growth in the plan on this, particularly key transport corridors. Reference was made in this regard to existing corridors, for example strategic roads including A505.
- 1.03 The A505 has also been identified as being of importance when considering the Uttlesford Local Plan review with a report being prepared back in 2018 by the WYG (having been commissioned by Uttlesford District Council). This considered the A505 between its junction with the A10 at Royston in Hertfordshire and the A11 at Abington in Cambridgeshire and possible options to improve the safety of the link. This document clearly references Flint Cross as being a problem junction of significance.

1.04 The development site will therefore comprise: -

- The provision of a Petrol Filling Station (PFS) and associated retail facilities.
- Drive thru coffee shop.
- EV charging provision.
- Vehicular entry from an estate road connecting the A505 and the B1368 London Road with a new roundabout on the A505 and vehicular exit to the B1368 London Road to the north of the site.
- The stopping up of the existing highway to the west of the site and the provision of a roundabout to provide safe access into the site and help address an existing accident history associated with the A505 and B1368 and improve highway safety.
- Additional future employment land to help support the viability of the proposed development given the sizeable infrastructure costs
- Open space and landscaping and biodiversity enhancement



- 1.05 The site is located at the junction of the A505 and the B1368; and provides a unique opportunity to provide highway safety improvement, through significant works to the A505 and the provision of a new roundabout and associated infrastructure works at a cost of around £2,000,000. This is only deliverable through the provision of an employment led development. The A505 has a very poor accident history, which has resulted in a number of fatalities and series serious accidents over the years. This scheme will help facilitate the provision of a new roundabout and stopping up the existing B1368/A505 junction.
- 1.06 The scheme will also provide for a PFS Euro-garages have identified there to be a significant demand for a new facility this location, and a significant lack of EV charging provision along this strategic corridor. Again, this facility will be of strategic importance.
- 1.07 Lastly, the scheme will provide much needed employment development.

### WIDER CONNECTIVITY PLAN

The site is located 14.3 miles south of Cambridge and is directly situated on A505, centrally between two important transport connections to the north and south.

The site is highly sustainable with highway connections located to the east and west, to major road networks including the A10, A1 and M11.

To the west, the A10 is approximately 4 miles away whilst the A1 is located 15.1 miles away. To the east, the M11 is circa 4.5 miles away.

Excellent public transport links are accessible via Royston train station and Whittleford Parkway. Nearby train lines allow for routes into London Kings Cross (56 minutes) and Cambridge (19 minutes).

Neighbouring settlements in close proximity to the site include:

Fowlmere	2.1 miles / 3.3 km	
Melbourn	2.4 miles / 3.9 km	
Royston	3.7 miles / 6 km	
Duxford Airfield	3.9 miles / 6.2 km	
Whittlesford	5.8 miles / 9,4 km	
Barley	3 miles / 4.9 km	
Great Chishill	3 miles / 4.8 km	
Heydon	3.6 miles / 5.8 km	
Chrishall Grange	2.7 miles / 4.3 km	
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### PLANNING CONSIDERATIONS

- 1.08 The site is located 14.3 miles south of Cambridge and is directly situated on A505, centrally between two important transport connections to the north and south. The existing site is formed by mature landscaping and trees to the site perimeter. The site is bounded by the A505 to the south. Substantial landscaping with bunding provides the site with a very good level of screening. The site itself is well screened, but is not located in an isolated location with the following employment uses within the immediate locality:
  - Bungalow on site
  - Coach House Hotel
  - Flint Cross Garage (Service and Repairs)
  - BKL (Accountants)
  - Bridgefoot Farm Kennels
  - Rontec Petrol Station
  - Flint Park (Better Removals & Storage Ltd)
  - GBA Services (Grange Farm)
  - Haydon Grange Golf and County Club (Golf Course)
- 1.09 The site sits immediately to the west of a Scheduled Ancient Monument (Policy NH/14), which outlines that development proposals will be supported when they sustain and enhance the significance of heritage assets. This Scheduled Monument is a Bran Ditch: An Anglo-Saxon bank and ditch between Fowlmere and Heydon.
- 1.10 The development site also sits within a Transport Safeguarding Area and a Sand and Gravel Safeguarding Area as referenced in the Cambridge and Peterborough Minerals and Waste Development Plan (2011).
- 1.11 Policy CS23 of the Minerals & Waste Core Strategy Development Plan Document (July 2011) states that transport Safeguarding Areas will be identified in the Site-Specific Proposals Plan and defined on the Proposals Map (the site is referenced at 'SSP W8F – inset no. 125). Within these Areas the Minerals & Waste Planning Authority must be consulted.
- 1.12 This site is in the countryside as determined by Policy S/7 of the adopted Local Plan (2018), being located outside of a development Framework. The nearest ones are Melbourn, Fowlmere, Heydon Royston. Policy S7 of the Local Plan (2108) there is a policy presumption against development in the open Countryside; and policy E/13 outlines that *new employment*

development on the edges of villages subject to green belt policy, new development for employment development (B1, B2 and B8 Use Classes) will be permitted on sites adjoining or very close to the development frameworks of villages where several criteria are met.

a. It is demonstrated that there are no suitable buildings or sites within the settlement or nearby, or suitable buildings to reuse or replace in the countryside nearby.

b. The site comprises previously developed land. If greenfield sites are proposed they will need to demonstrate no suitable previously developed sites are available.

c. The proposal is justified by a business case, demonstrating that the business is viable.

d. There is a named user for the development, who shall be the first occupant. A planning condition will be attached to any permission to this effect.

e. The proposal is logically related to the built form of the settlement, the scale and form of the development would be in keeping with the category and scale of the village.

f. The proposal would not have an unacceptable adverse impact on the character and appearance of the area and in particular the village edge and is in scale with the location.

g. The site can be easily accessed on foot or cycle.

- 1.13 The proposed site is not "adjoining or very close" to the development frameworks of villages. Where it can be demonstrated there are no suitable buildings in the area, the policy supports development on the edges of villages in appropriate circumstances. The main issues to consider at this stage relates to the principle of development, the sustainability of the site for redevelopment and the resulting impact on the Countryside. The site is in the 'open' countryside, but not in the Green Belt. The existing site with an old bungalow on it is not in agricultural use.
- 1.14 S38(6) of the Planning and Compulsory Purchase Act 2004 and the NPPF require planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise. There are several material considerations that weigh in favour of this proposal as referenced below.
- 1.15 The scheme was also subject to a pre-app with South Cambridgeshire District Council dated 1st October 2020. The LPA's response outlined the following planning considerations.

### HIGHWAYS IMPROVEMENTS

The need for the road upgrade Further consultation will be needed with the Country Council Highways Department to determine the need and the practical change of the road in this location. This is considered in Section 2 of this vision statement.

Comment:- Further dialogue has taken place, with a Stage 1 Safety Audit completed and a pre-application meeting with the County Council.

### THE NEED FOR THE PETROL STATION

It is understood that the road changes will need to finance with the new petrol filling station, a viability report would need to be submitted to demonstrate that this is going to be the case. Also, the long-term viability of the petrol filling station in this location. Are there any other locations that have been considered through a sequential test versus the other petrol filling stations that are already in the area.

Comment:- This is considered in Section 3 of this statement. However, case law indications that a sequential assessment is not required.

#### THE NEW EMPLOYMENT ON THE SITE

The sequential test will need to be carried out for the new employment in this location. This is as there are no policies that will support the development of new employment facilities in the countryside. Policy E/16 allows for the expansion of employment uses in the countryside, where they already exist. This application site does not include a current employment use. Therefore, there are concerns that there would not be support for this use in the countryside. This application site does not include a current employment use. Therefore, there are concerns that there would not be support for this use in the countryside.

Comment:- The basis of the scheme is to support significant highway safety improvements, which provides the foundation of the scheme. The requirement for a sequential assessment id therefore questionable. The scheme does not accord with policy E16, but as will be demonstrated there are compelling material considerations that need to be considered when assessing the proposal. The employment development is needed on the site to help deliver the highway safety improvements. The scheme also provides for a PFS, which Euro Garages have identified a clear need, and important roadside facilities including EV charging provision; together with generating new employment.

#### **DESIGN ISSUES**

The LPA consider the application site is in a highly visible location, therefore any development here will need to be of a highquality design and not impact on its surroundings. There are also neighbouring properties for this proposal site. Therefore, any development will need to be submitted with a noise report for both the petrol station and the new employment development.

Comment::- This is also considered in Section 6 of this statement, with an LVIA having been produced.

# 2.0 HIGHWAYS

- 2.01 The site, known as Stoney Hills Farm, is located between the A505 and the B1368 London Road to the east of the hamlet of Flint Cross. At Royston, the A505 forms the northern bypass to the town. The western section of this is dual carriageway, although from the junction with the A10, it becomes single carriageway. From here it heads through rural Hertfordshire with little in the way of housing or industry along its length. There are a number of junctions with unclassified local roads. The most prominent junction is that with the B1368 which forms a staggered crossroads within the hamlet of Flint Cross.
- 2.02 The A505 is a strategic route that runs between Cambridge and Royston and provides access to the M11 and the A11 to the east, and to the A10 and the A1(M) to the west. It is single carriageway and subject to a 50mph speed limit within the limits of the hamlet of Flint Cross, but subject to the national speed limit (60mph) approximately 70m east of the junction of the B1368 London Road, and approximately 63m west of the junction of the B1368 Barley Road. The B1368 London Road is a single carriageway road which routes in a north-south direction. It is subject to a 60mph speed limit for vehicles travelling northbound, and a 50mph speed limit for vehicles travelling southbound from approximately 130m north of the junction of the A505, and provides access to the villages of Fowlmere and Newton to the north and beyond.
- 2.03 The existing A505 / B1368 London Road priority junction forms part of a wider staggered junction between the A505 / B1368 London Road / B1368 Barley Road. The A505 exhibits multiple ghost-islands to allow for turning movements across the A505 for vehicular movements into the B1368 and an Esso Petrol Filling Station (PFS) (between the junctions) without impeding the mainstream flow of the A505. A free-flow left-slip is provided for eastbound vehicles to exit the A505 onto the B1368 London Road. A give-way priority junction is provided for right-turners once they have navigated the A505 ghost-island.
- 2.04 A505 Corridor Improvement Feasibility Study: A10 to the A11 dated 29 January 2018 produced for Uttlesford District Council has identified that the development in the sub-region, across Uttlesford and the neighbouring authorities in Cambridgeshire, Hertfordshire and Suffolk, will generate a large increase in vehicles seeking to use the A505 (see table).

Year	Between Royston and Flint Cross	West of Duxford Air Base	East of M11 J10	Pampisford
2000	13,560	17,115	23,363	15,752
2001	13,638	17,233	24,312	17,777
2002	15,390	18,902	24,945	20,019
2003	15,739	19,074	23,666	20,663
2004	13,959	17,490	24,399	19,789
2005	13,977	18,255	22,453	19,746
2006	15,905	18,466	22,930	21,275
2007	16,623	18,098	24,679	21,448
2008	15,371	18,864	24,533	20,736
2009	15,198	18,670	25,505	20,263
2010	14,976	19,132	25,351	19,956
2011	14,943	19,078	25,282	19,896
2012	17,825	19,069	24,481	20,155
2013	17,815	19,082	24,483	20,169
2014	18,317	18,132	25,189	20,749
2015	19,117	18,914	26,294	21,678
2016	19,734	19,504	28,047	22,376

Source: https://www.dft.gov.uk/traffic-counts/

Table : Changes in Volume of Traffic on the A505 Corridor (Two-Way Daily Flows)

### **EXISTING HIGHWAY SAFETY**

- 2.05 The A505 Corridor Improvement Feasibility Study: A10 to the A11 (Uttlesford District Council, 2018) highlights that along the entirety of the A505, recorded accidents (January 2013 to December 2017) are not distributed evenly but are concentrated in a relatively small number of locations, including through Flint Cross. Furthermore, accident data records for the highway network surrounding the proposed development site, obtained from Cambridgeshire County Council (CCC) for the five-year period covering January 2013 to April 2018, demonstrate the out of 20 Personal Injury Accidents (PIA) recorded, 18 (11 of slight severity, six serious in nature and one which was fatal) were recorded on the A505, indicating that highway safety is an area of potential concern.
- 2.06 The existing A505 / B1368 London Road priority junction arrangement is currently substandard, which could be a significant contributing factor to the poor highway safety record observed (contributory factors to the PIAs are confidential and not provided). There are many conflicting vehicular movements for tuning manoeuvres, several ghost island junctions in quick succession which; may lead to driver confusion, limits the number of vehicles able to queue (potentially impacting upon the A505 mainline flow) and increases the risk of rear-end shunts whilst queueing to turn into minor roads.
- 2.07 The A505 has a dedicated social media pressure group to make the road safer for motorists. The recommendation from the group includes construction of roundabouts and speed limit restrictions. The existing arrangement (see figure 1) as the following inherent weaknesses. The accidents recorded on the surrounding highway network within the vicinity of the proposed development occurred at a variety of times, in differing weather conditions, involving differing manoeuvres and vehicle types there is no evidence to suggest that the proposed development, will have an adverse impact on the safety of the surrounding highway network, particularly on the A505 within the vicinity where the proposed development.
- 2.08 In summary, the accidents recorded on the surrounding highway network within the vicinity of the proposed development occurred at a variety of times, in differing weather conditions, involving differing manoeuvres and vehicle types there is no evidence to suggest that the proposed development, will have an adverse impact on the safety of the surrounding highway network, particularly on the A505 within the vicinity where the proposed development.
- 2.09 In addition, the proposed development infrastructure improvements on the A505 associated with the estate road, that will connect the A505 and the B136 London Road, and at the
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junction of the A505 and the B1368 London Road, will have a positive impact on the safety of the A505 within the vicinity of the proposed development. In the case of the junction of the A505 and the B1368 London Road this will be achieved by the removing the existing sub-standard junction, thus removing any potential conflict of vehicles, pedestrians and cyclists and the occurrence of accidents.

- There are many conflicting vehicular movements for tuning manoeuvres
- The existing arrangement is currently substandard with highway safety issues at the junction
- Risk of rear end shunts whilst queuing in ghost islands to turn into minor roads
- Several ghost island junctions in quick succession leads to driver confusion
- Narrow junction spacing limits number of vehicles able to queue which may impact upon A505 flow
- Limited capacity to support additional growth and development
- At capacity in 2025 and over-capacity by 2030 with queues and delays, without proposed development



### PROPOSED HIGHWAY LAYOUT

- 2.10 To support the development proposals PFS, a drive-through coffee shop and employment land uses a new estate road is to be provided between the A505 (via a new roundabout) and the B1368 London Road (via a priority junction) with the existing A505 / B1368 London Road priority junction stopped up (existing access to the hotel and farm buildings to the north of the B1368 London Road would be maintained). Previously, a priority junction was proposed between the A505 and the estate road; however, due to the significant east-west traffic flows, modelling demonstrated that a roundabout would be more suited.
- 2.11 Vehicular entry to the PFS and drive-through coffee shop would be from the western side of the estate road with a vehicular exit onto the southern side of the B1368 London Road. Vehicular entry and exit to the industrial estate / units (future employment development) would be via a priority junction on the southern side of the B1368 London Road.
- 2.12 As discussed in the Existing Highway Network section, the A505 becomes 60mph (from 50mph) along the site frontage approximately 70m east of the existing A505 / B1368 London Road junction; however, it is proposed that the 50mph speed limit on the A505 is extended to a point approximately 200m east of the proposed roundabout. Furthermore, the B1368 London Road becomes 60mph (from 50mph) along the site frontage approximately 180m north-east of the existing A505 / B1368 London Road junction; but again, it is proposed that the 50mph speed limit is extended to a point approximately 200m east of the proposed B1368 London Road / estate road priority junction.
- 2.13 The new highway layout and proposed speed limit alterations have been subject to a Stage 1 Road Safety Audit (RSA) undertaken by the Safety Audit Team at CCC and a subsequent Designers Response (DR) prepared by WSP has been submitted. The estimated cost to implement the proposed highway layout is circa £2m.









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	Max Track Width Store 2:500m Lock to lock time 6:00s Kerb to Kerb Turning Radius 6:530m
	NOTE: Site measurements should be taken or track runs assessed on a
	large scale engineering topographical survey or architects precision layout to verify that adequate clearances are available. The OS
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	STEPROJECT: LAND AT FLINT CROSS, CAMBRIDGESHIRE
	REVISED B1368 SWEPT PATH ANALYSIS
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### TRANSPORT BENEFITS

- 2.14 Safety: the existing A505 / B1368 London Road priority junction, which is currently substandard with highway safety issues, would be replaced by a roundabout which would result in reduced approach speeds; thereby improving highway safety records and reducing the risk of PIAs. Furthermore, the new highway layout arrangement includes improved road signage and street lighting to support the new layout and aid drivers, minimising the human factor element that contributes to most PIAs.
- A Stage 1 Road Safety Audit (RSA) undertaken by the Safety 2.15 Audit Team at Cambridgeshire County Council (CCC) - and subsequent Designers Response (DR) - prepared by the Development Infrastructure Team in the WSP Cambridge Office. This TN will also take into consideration the capacity of each junction, drawing upon results of capacity assessments that have previously been undertaken (to a design year of 2030).
- 2.16 Roadside Services: the closest roadside services to Flint Cross are located on the A1 (Astwick - east), the M11 (Birchanger Green - south) and the A14 (Cambridge Services - north; and Newmarket – west). The Department for Transport's (DfT) Circular 02/2013 indicates that the primary function of roadside facilities is to support the safety and welfare of the road user, and recommends that there should be no more than 28-miles or 30-minutes travelling time between such facilities. Whilst there is a PFS on the westbound carriageway on the A505, currently there are limited roadside facilities that support the welfare (toilets / refreshments) and safety (appropriate parking facilities to allow for drivers to rest) of road users along the A505 corridor, and there is no identified EV charging. As such, the nature of the proposed development will further support safety on the wider network whilst also providing welfare benefits to road users.
- 2.17 Capacity: The existing A505 / B1368 London Road priority junction has limited capacity to support additional growth and development. The junction is modelled to be at capacity in 2025 and forecast to operate over-capacity in 2030 with significant queues and delays because of background traffic and committed development. On the other hand, the proposed roundabout and link road arrangement is forecast to operate with reserve capacity (in 2025 and 2030) once operational. Furthermore, the roundabout is modelled to have ample capacity to accommodate the trips that are anticipated to be attracted to the site (determined using the Trip Rate Information Computer System (TRICS) v7.7.1 database), thereby supporting economic growth through the future employment development element.
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- 2.18 There is also an opportunity to help remedy a significant accident hot spot, which is only deliverable through a redevelopment scheme, with associated infrastructure costs associated with a roundabout costed to be in the region of £2,000,000. As part of the proposed development highway infrastructure improvements will be provided, including a new estate road and roundabout on the A505, which will provide significant improvements to the highway infrastructure, along with sufficient capacity at the junctions immediately adjacent to the site to cater for the predicted increase in vehicle flows generated by the proposed development.
- 2.19 It is proposed that the highway at this junction between the A505 and the access road to the hotel and restaurant on the north side of B1368 London Road will be 'stopped-up'. This will include the existing slip lane and spur link that connects the A505 and the B1368 London Road, and the extent of the highway to be 'stopped-up'. The provision of a priority junction on the B1358 London Road will provide a significant improvement to the existing junction of the A505 to the south west which is currently substandard with highway safety issues at the junction.
- 2.20 The main issue is due to the very high east-west traffic flows on the A505 which prevents vehicles from accessing the A505 from the minor arms. The proposed roundabout has been discussed with CCC. This will allow vehicles to enter and exit the site more easily, as when vehicles travelling westbound entering the site turn right those vehicles travelling eastbound will have to give way, which will in turn allow exiting vehicles to access the A505. Basically, the roundabout will act to increase the gaps in the traffic flows allowing vehicles to enter and exit the site

### Existing A505 / B1368 Priority Junction



Existing and proposed A505 / B1368 London Road junction arrangements

much better. WSP have modelled the roundabout junction based on the previous land use (PFS and Drive Through Coffee Shop) using the trip generation that we used, and it works much better operating within capacity. From the discussions that WSP have had with CCC providing a roundabout would be seen very positively, as would closing the existing road B1368 London Road which is an accident hot spot. The benefits of the highway upgrade are summarised below.

- Results in approach speed reductions which can improve safety records
- Provides the opportunity for U-turn movements which are safe, functional, and legal
- Swept path analysis ensures safe manoeuvres can be undertaken by all vehicle types
- Improved road signage will be implemented to support the new layout and aid drivers

- side of the A505



- Street lighting will be provided to illuminate the roundabout improving road safety
- Forecast to operate with reserve capacity (in 2025 and 2030) once operational (including development)
- A pedestrian link will be provided into the site on the north

#### Proposed Highway Improvements

### LOCATION PLAN WITH PROPOSED ROUNDABOUT

This plan depicts the existing topography with a newly proposed roundabout to the south-east boundary, to allow safe and propoer access into the site from the A505. This arrangement also seeks to create another vehicular entrance point to the north-west boundary, directly from the B1368.

The roadside site also requires a vehicual rentrance to the site which is proposed off of the B1368 to the north.



### 3.0 SITE CONSTRAINTS AND THE INDICATIVE SCHEME

### 3.01 SITE ANALYSIS PLAN

The site is located at the junction of the A505 and the B1368. The site is located in the 'open' countryside, but not in the Green Belt. It is accessed via the A505 and B1368 and currently has a house located centrally towards the A505 frontage. On this basis, it can be regarded as a brownfield site in part.

On the eastern part of the site, a significant rise in level occurs. The terraced landscaping steps up in tiers toward a high point. The high point sits parallel to the top of the adjacent tree canopies along the A505 layby, as shown indicatively on Photograph 8. All site levels to be confirmed.

Mature landscaping and trees are located on the north, west and south part of the site. This provides the site with a good level of screening via the A505 and B1368. There is an opportunity for potential primary frontage to be directed onto the A505.

A historic Roman/Saxon drain sits along the eastern boundary of the site - development will be kept clear of this as required by it heritage status.



Site Boundary Vehicle Routes Mature Landscaping, Bunding and Trees Existing Buildings Existing Pond Existing Access Layby on A505 Apex on Junction Tiered Landscaping Approach Sight-lines Potential Primary Frontages Roman Drainage Easement Sun Path



### 3.02 EXISTING SITE PLAN

The exising topography on the site includes many changes in level and ground conditions.

There is significant bunding to all sides of the site, particularly along the north and south boundaries.

To the north, there are a series of stepped level changes which may require excavation for any new development coming forward. The site is also relativey exposed at this northerly point and so new tree cover may need to be provided here.

The southern edge of the site narrows dramatically and inlcudes alot of existing vegetation which screens the site from the road. Again this includes significant level changes which will need to be addressed.

A505







### 3.04 EXISTING SITE PHOTOGRAPHS







2

The site photographs here, help to demonstrate the existing conditions around the site. The tree-lined site restricts views into it, but the central areas are more expansive with open areas of grass and other vegetation.

















#### **CONSTRAINTS PLAN** 3.05

This plans defines the existing constraints around the site.

On both the roadside and primary site, there are elements of existing bunding that needs to be removed for highways visibility, particualrly around the newly proposed roundabout. The roadsde site also includes of bunding that should be reformed withexisting hedgrows retained infront.

The primary site to the north requires the existing bunds around the periphery to be reformed. There is also a small element to the south which needs removing, again for highways visibility.

At the northern tip of the site, a historical drainage easement is to be retained, with newly proposed trees adjacent which helps to screen the site from the wider context.

KEY







### 3.06 **PRECEDENT/INSPIRATION**

The design aesthetic for the proposed development...











### 4.0 PETROL FILLING STATION

- 4.01 The proposal also seeks to erect a PFS and drive through coffee shop on the western part of the land which would contain a sales building along with a canopy over the fuel pump area. This comprises an area of 0.86ha. The proposed PFS would utilise a new access and roundabout on the southern boundary of the site allowing vehicles to refuel and then exit the site via the entrance. This part of the development is not speculative, and Euro Garages will occupy the completed development.
- 4.02 Euro Garages is one of the world's largest roadside service operators with sites in the UK, United States, Australia, Benelux, France, Italy and Germany. For the avoidance of doubt, Euro Garages will also operate the coffee shop drive-thru as a licensee. In this regard, the roadside service element (PFS and Coffee Drive Thru) will be operated by one party only with no part of that site being leased to a third party. Euro Garages operates in excess of 4500 sites cross the UK, mainland Europe, the USA and Australia. Typically, a development of this type would create circa 45 new full and part time roles. Euro Garages are currently expanding their global portfolio and in 2019 they either completed or commenced works on 38 sites within the UK alone following the grant of planning.
- 4.03 Turning the planning policy, on the adopted Policies Mapidentifies that the site lies beyond any settlement. Policy S/7 of the Local Plan (2018) outlines that development outside village frameworks will be restricted to only allocations within Neighbourhood Plans that have come into force and development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside or where supported by other policies in this plan will be permitted.
- 4.04 Paragraph 83 of the National Planning Policy Framework (the Framework) which, in seeking to support a prosperous rural economy, states that sustainable growth can be achieved by the expansion of all types of businesses through well-designed new buildings. Moreover, the Framework also recognises at paragraph 84 that planning policies and decisions should also accept that sites to meet local business needs may have to be found adjacent or beyond existing settlements.
- 4.05 It is widely accepted that roadside services must be located outside village frameworks and they will inevitably be located in the open countryside, which is outlined below. Department for Transport, Brake and the Royal Society for the Prevention of Accidents have published documentation speaking to the risk of driver fatigue and importance of taking breaks and overnight stops in preventing accidents.





Royal Society for the Prevention of Accidents (RSPA)

- 4.06 The RSPA Policy Statement on driver fatigue (2011) states:
  - 1. Driver fatigue is a serious problem resulting in many thousands of road accidents each year. It is not possible to calculate the exact number of sleep related accidents, but research shows that driver fatigue may be a contributory factor in up to 20% of road accidents, and up to one quarter of fatal and serious accidents. Sleepiness reduces reaction time (a critical element of safe driving). It also reduces vigilance, alertness, and concentration so that the ability to perform attention-based activities (such as driving) is impaired. The speed at which information is processed is also reduced by sleepiness. The quality of decision-making may also be affected.
  - 2. Crashes caused by tired drivers are most likely to happen:
  - on long journeys on monotonous roads, such as motorways
  - between 2am and 6am....
- 4.07 Relevant recommendations in the Policy Statement include:
  - Plan your journey to take sufficient breaks. A minimum break of at least 15 minutes after every two hours of driving is recommended
  - If you feel sleepy, stop in a safe place. Do not stop on the hard shoulder of a motorway
  - The most effective ways to counter sleepiness are to drink, for example, two cups of caffeinated coffee and to take a short nap (up to 15 minutes).
  - If necessary, plan an overnight stop
- 4.08 Brake is the road safety charity. Its website echoes the recommendations of the RSPA, adding the following relevant advice:

"Drinking a caffeinated drink such as coffee or an energy drink is effective in reducing driver tiredness over short periods and has been found to reduce crash risk among long-distance truck drivers by 63% [38]. Energy drinks are a more reliable source of caffeine, as levels in coffee vary. Drinking caffeine before taking a 15 minute nap, giving the caffeine time to kick in while you rest, can therefore be helpful in addressing tiredness temporarily. However, this is only a short-term solution, and cannot replace regular breaks and sufficient sleep. Therefore, drivers who still feel tired or still have a long way to go should stay put and, if possible, check into a hotel to get some proper rest".



South West Elevation



North East Elevation

Department for Transport (DfT)

Government policy is contained in DfT Circular 02/2013 4.09 'The strategic road network and the delivery of sustainable development' (10th September 2013), specifically Annexe B: 'Roadside facilities for road users on motorways and all-purpose trunk roads in England'. This reflects the Royal Society for the Prevention of Accidents guidance referred to above.

> "Motorway service areas and other roadside facilities perform an important road safety function by providing opportunities for the travelling public to stop and take a break in the course of their journey. Government advice is that motorists should stop and take a break of at least 15 minutes every two hours. Drivers of many commercial and public service vehicles are subject to a regime of statutory breaks and other working time restrictions and these facilities assist in compliance with such requirements".

4.10 The Department for Transport policy on roadside services states:

> "The primary function of roadside facilities which is to support the safety and welfare of the road user".

The roadside would provide the following significant benefits, in alignment with the objectives of the Scheme:

i. A safe place away from the carriageway for drivers to park and take a break.

- ii. Sale of food and drink including caffeinated drinks.
- 4.12 Paragraph B4 of Department for Transport Circular 02/2013 (the Circular) acknowledges that service areas and other roadside facilities perform an important function for motorists to enable them to stop and take a break during their journey. It should be noted that the Euro Garages sites either completed or commenced in 2019 as referenced above were all outside of established centres and many were outside of established settlement limits. This is not unusual given that these uses are generally located on the strategic highway network and are not treated as Town Centre uses by the Planning Inspectorate.
- 4.13 Government advice is that motorists should stop and take a break of at least 20 minutes every two hours. The Government's objective is to encourage greater choice in the provision of service facilities for all road users, thereby encouraging drivers to take breaks more frequently and so reducing the number of fatigue related accidents.

The paragraph of the Circular is broadly consistent with the aims of the National Planning Policy Framework which states at footnote 42 that the primary function of roadside services should be to support the safety and welfare of the road user.

<sup>42</sup> Policies for large scale facilities should, where necessary, be developed through collaboration between strategic policymaking authorities and other relevant bodies. Examples of such facilities include ports, airports, interchanges for rail freight, public transport projects and roadside services. The primary function of roadside should be to support the safety and welfare of the road user (and most such proposals are unlikely to be nationally significant infrastructure projects).

The proposal will offer a variety of services and facilities for the motorist that currently does not exist and would be consistent with footnote <sup>42</sup> of the Framework (referred to above) which states that the primary function of roadside services is to support the safety and welfare of the road user.

4.14

4.15

4.16



4 11

South East Elevation



Euro Garages (the prospective occupier) have identified a strong demand for facilities to serve the motorist on the A505, with the road being recognised as having an under provision of under provision of facilities allowing the travelling public to stop and take breaks during their journey.



#### SEQUENTIAL ASSESSMENT

- 4.17 The coffee shop and restaurant are considered main town centre uses as advised by the NPPF. The ancillary retailing of the petrol station is not considered to require such an approach with the ancillary nature and small amount of floorspace not triggering any sequential approach or retail impact
- 4.18 Euro garages business model involves the provision of fuel, rest and refreshment to the travelling public rather than focusing purely on the sale of fuel. This proposal alongside the A505 is planned to provide a drive-through coffee shop and drivethrough restaurant, alongside fuel and ancillary sales kiosk. It is expected that the coffee shop and restaurant units will be operated by one of Euro Garages' key national partner brands. It is envisaged that this offer will cater primarily for the needs of those travelling along the A505. There is a 'location specific need' for the main town centre uses proposed, that cannot be disaggregated within the business model, given that the scheme's role and function is to serve the travelling public on the A505. As such there is negligible flexibility in terms of format and scale.
- 4.19 The applicant has selected because it has direct connectivity to the A505 and a passing customer base. It therefore guarantees continuous pass-by vehicular trade, which is commercially essential for any roadside facilities particularly with a fuel sales element. The need for roadside services in this location has been identified by the applicant and this is the driving principle behind the application. The fact that service areas serve a relatively unique role and are heavily reliant on 'pass-by' trade is very important in the context of the sequential test's application. The Planning Practice Guidance emphasises that locational requirements should be taken into consideration in applying the sequential approach. Paragraph 11 (Reference ID: 2b-011-20140306) highlights that the "use of the sequential test should recognise that some main town centre uses have particular market and locational requirements which mean that they may only be accommodated in specific locations". This reflects the flexibility required by Local Planning Authorities in the sequential approach.
- 4.20 Appeal Decision (Appeal Ref: APP/C3105/W/16/3151655) references the fact that for such facilities a sequential test is of no value, nor is consideration of alternative sites with the Inspector stating that "Given that the purpose of this development is to provide roadside facilities for motorists on the A43, which by definition is unlikely to be within a town centre, I consider the sequential test to be of little relevance to this appeal...". In addition, at paragraph 4 the Inspector stated...

"In addition, the Council brought a DOT circular to my attention<sup>2</sup>. This states<sup>3</sup> that in determining applications for new or improved sites for roadside facilities, local planning authorities should not need to consider the merits of spacing of facilities beyond conformity with the maximum and minimum criteria established for safety reasons. Applications should be determined on their specific planning merits. This wording was discussed at the hearing, and it was agreed between the main parties that the suitability of the appeal site should be determined on its own merits, rather than in the context of potential alternatives".

- 4.21 In that case, the Inspector concluded that as the development of a restaurant unit was intended to provide roadside services for motorists, it was not necessary to consider alternative sites. The Inspector determined that neither the availability of alternative sites nor the sequential test were determinative factors in the appeal.
- 4.22 With regards to trading impact the NPPF is clear that, when assessing applications for retail development outside of existing centres, Local Planning Authorities should only require a retail impact assessment if the development is over a locally set floorspace threshold. Where no such floorspace threshold is set, a default threshold of 2,500 m2 should be adopted. The retail provision is below this threshold.
- 4.23 Although there is an existing garage site close-by, it is relevant to consider that the Department for Transport Circular 02/20136 states that in determining applications for new or improved sites for roadside facilities, local planning authorities should not need to consider the merits of spacing of facilities beyond conformity with the maximum and minimum criteria established for safety reasons. In addition, the proposed development will not provide an opportunity for refuelling, but also provide a needed service for motorists to refuel and if needed relax. The Framework recognises that significant weight should be placed upon the need to support economic growth considering both local business needs and wider opportunities for growth.

#### EMPLOYMENT DEVELOPMENT 5.0

- 5.01 The National Planning Policy Framework (NPPF) is an important material consideration. Paragraph 80 of the NPPF states that 'planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. The existing Local Plan is also supportive of employment development.
- 5.02 The property is situated at Flint Cross, in South Cambridgeshire, 16 miles south of Cambridge city centre. Bury St Edmunds is located 36 miles to the north-east, Royston is 4 miles to the west, en-route to Milton Keynes, which is located 42 miles from the property. In terms of arterial road access, the A14 is situated 14 miles to the north, the M11 is 4 miles to the east, the A10 is 4 miles to the west, with the A1 a further 14 miles to the west.
- 5.03 The proposed primary accessway to the Roadside and Industrial site is immediately north of the A505 adopted highway, off what would be a newly-constructed roundabout. There shall also be two separate access points immediately south of the B1368 adopted highway, with one point linking through to the roundabout off the A505, whilst the second access point shall be positioned in the north-eastern corner of the property, providing access exclusively to the Workshop site.
- The site is bordered to the north by the B1368, extending to 5.04 arable farmland beyond. To the east is a historical ditch line, backing onto arable farmland. The A505 runs along the southern boundary of the property, with grass scrubland and arable farmland extending further to the south. Located adjacent to the eastern boundary of the site is the junction between the A505 and B1368, in addition to a single storey commercial office building, petrol filling station and hotel.
- The property is well-suited to its proposed industrial and mid-tech 5.05 use, as businesses are increasingly looking to relocate outside of Cambridge, whilst they continue to also seek good levels of accessibility. The A505 will provide an effective access route for both customers and employees working at the site; in the last 3 years the annual average daily flow has been 17,479 motor vehicles. With the exception of Royston, within a 4-5 mile radius of Flint Cross there are a limited number of industrial sites and drive-thru catering facilities, and further afield there are even fewer commercial sites with such immediate access to the A505; these points enhance the business case for the development.



Distribution of alternative employment sites

- 5.06 The growth of the wider Cambridge commercial market, the R&D and tech sectors, the displacement of existing Industrial occupiers from within the City has all contributed to strong levels of demand for industrial space across south Cambridgeshire.
- 5.07 The diversity of Cambridge has seen an assortment of occupiers seeking space within the area in recent years; The growth of online retail has meant we have seen a number of parcel carriers and couriers seeking space close to the City, the R&D companies require component manufactures who wish to be close to their customers and the amount of new housing has contributed to the growing number of trade occupiers seeking representation in the area. These new entrants coupled together with existing occupiers wishing to relocate and expand has meant demand numbers have remained a relative constant whilst supply has reduced.
- 5.08 With the amount of stock reducing within the City, more tech/ office and trade occupiers acquiring the better-quality industrial space we have seen rents have grown exponentially on both new and second-hand accommodation within the City. The industrial occupier base around Cambridgeshire revolves largely around local trade companies as well as small manufacturers of high-tech products and university related occupiers. The labour force is more geared towards research and development, specifically biotechnology, pharmaceuticals, electronics and software engineering.
- 5.09 There are a handful of mechanical engineering firms with production facilities around Cambridge. By far the largest is the Marshall Group, who employ around 5,000 people at various sites to the east of the city centre. Due to the cluster of high-tech research and development firms in the area, there are several companies involved in the engineering and production of these products. Although many of them are small in size, running small scale production facilities with few employees, there are also several larger manufacturers. Hexcel Composite Metals, AIM Composites and Inca Digital remain key employers. In addition, Domino, who manufacture industrial printing components, operate a major factory in Bar Hill.
- 5.10 This has meant many private, independent, and even some national occupiers have been forced to look towards the Cambridgeshire sub-regions in search of cheaper rents and land options. The market is being constrained by the chronic lack of available existing buildings. Current opportunities within Cambridge are proving too expensive for many occupiers who are in urgent need of useable, cost-effective warehouse/ industrial space.

The scheme is designed to target specific businesses through business SIC codes, in this instance the R&D / science sector and manufacturing would be targeted first before targeting more traditional industrial occupiers as well as through our own internal database. There is a strong market need for this scale of development to continue to support employment growth within South Cambridge as without this more consented land occupiers will be forced to consider alternative out of the region. There are recent examples of businesses moving to Ely from South Cambs due to a lack of supply. This site provides the opportunity to meet an urgent demand for good quality buildings, supporting local business and employment growth. Moreover, the employment development is essential to support the infrastructure requirements to support the highway improvements needed in this locality.

5.11

### 6.0 VISUAL IMPACT ASSESSMENT

- 6.01 This Landscape and Visual Impact Assessment (LVIA) has been prepared by Liz Lake Associates on behalf of Dencora Ltd to address the landscape and visual issues relevant to land at Flint Cross, Melbourn, South Cambridgeshire (the Site). The Site is located approximately 2.7km south east of Melbourn village.
- 6.02 The principal objective of the assessment is to identify the landscape and visual issues of the potential development site and to identify the likely landscape and visual effects of the proposed development and to assess the significance of those effects.
- 6.03 The report considers the existing baseline conditions and seeks to identify the relevant landscape and visual issues applicable to the Site. A Landscape and Visual Impact Assessment (LVIA) has been undertaken to assess the likely effects upon the landscape resource, specific views and visual amenity.
- 6.04 The Site is located on the grounds of a single dwelling, comprising primarily of managed grassland and dispersed trees in the hamlet of Flint Cross, South Cambridgeshire. Flint Cross is located approximately 2.5km south-east of the village of Melbourn and 4.6km north-east of the town of Royston





Landscape and Heritage Designations with Public Rights of Way

- 6.05 The local countryside is characterised by a broad-scale landscape of large fields, low mechanically trimmed hedges, and few trees. This is a gently rolling arable landscape, dissected by small streams and drainage ditches, with a distinctive pattern of nucleated villages and a patchwork of woodlands and shelterbelts
- 6.06 The Site is assessed as making a limited contribution to the local landscape character of the area and has been assessed to offer Fair visual amenity.
- 6.07 The Site forms an enclosed parcel of private garden land that is separated from the surrounding arable countryside. The existing vegetation along the Site boundaries limit opportunities for views into or across the Site. Bunding along the site boundaries as well as elements of made-up ground within the Site elevate it up above the surrounding arable fields resulting in it being incongruous with the character of the surrounding landscape. The Site is assessed as making a limited contribution to the local landscape character of the area and has been assessed to offer Fair visual amenity.
- 6.08 Visually both the commercial development and the PFS / Drive Through would be well contained by the existing vegetation along the Site boundaries, which with appropriate reinforcement and enhancement could provide suitable screening of the lower sections of built form. The taller elements of the larger commercial units would likely stand above the surrounding tree canopy, however with careful articulation, use of recessive materials, colours and minimal external lighting, these buildings could be designed to mimic the usual agricultural sheds that are dotted throughout the surrounding countryside.
- 6.09 There is limited public access across the countryside surrounding the Site, with public views being limited to local roads. Given the isolated rural location of the Site, there are also limited private views, such as from private residential properties.
- 6.10 The surrounding rolling landform and shelterbelts help provide containment to the Site and would help to limit visual appreciation of the proposals to within the immediate context of the Site itself, when approaching on local roads such as the A505 and the B1368 and form a small number of wider positions locally. In these wider locations, it would likely be the taller elements of the commercial sheds that would be apparent. Overall, the Site and surrounding landscape has capacity to absorb a development of this nature and scale with only limited local effects on landscape character and visual amenity.



Photo Location Plan



Photo Viewpoint 1: View looking north east towards Site from A505 immediately south west of Site.



Photo Viewpoint 2: View looking north east along B1368 (London Rd) immediately west of Site.



Photo Viewpoint 3: View looking west along A505 immediately east of Site.



Photo Viewpoint 4: View looking south west along B1368 (London Rd) immediately north east of Site.



Photo Viewpoint 5: View looking south west along B1368 (London Rd) approximately 0.5km north east of Site.



Photo Viewpoint 6: View looking west along A505 approximately 500m north east of Site.



Photo Viewpoint 7: View looking south west towards Site from intersection between A505 and Chrishall Grange Rd approximately 2km north east of Site.



Photo Viewpoint 8: View looking south west towards Site from Chrishall Rd approximately 2km north east of Site.



Photo Viewpoint 9: View looking north east from Harcamlow Way at New Road approximately 1km south west of Site.



Photo Viewpoint 10: View looking north from Icknield Way Trail approximately 1.5km south of Site.



Photo Viewpoint 11: View looking north west from Fowlmere Rd approximately 3km south east of Site.



Photo Viewpoint 12: View looking west from towards Chrishall Grange Rd 2km east of Site.



Photo Viewpoint 13: View looking east from driveway to Grange Farm approximately 0.5km west of Site.



Photo Viewpoint 14: View looking south east towards Site from PRoW 159/1 approximately 3km north west of Site.

## 7.0 SUMMARY

The scheme will deliver a number of key benefits: -

### HIGHWAY SAFETY IMPROVEMENTS

a) The A505 has a very poor accident history, which has resulted in a number of fatalities and series accidents over the years. This scheme will help facilitate the provision of a new roundabout and stopping up the existing B1368/A505 junction. There is a considerable infrastructure costs associated with such works, with WSP advising that such highway costs could be in the order of £2,000,000. This will need to comprise both a PFS and associated support facilities and some new employment development.

b) WSP have modelled the roundabout junction based on PFS and Drive Through Coffee Shop. From the discussions that WSP have had with CCC providing a roundabout would be viewed very positively, as would closing the existing road B1368 London Road which is an access hot spot. A Stage 1 Safety Audit has been completed. It should be noted that CCC are not keen on traffic signals on their road network. This development must absorb the costs associated with the roundabout and the stopping up of the existing dangerous junction, together with more general development costs.

The suitability of the proposed site for redevelopment linked to the weight afforded by the LPA to the established accident black spot, as employment development will be required to support the infrastructure costs associated with the highway improvements. The PFS alone will not pay for the infrastructure works alone, and that some employment development will be required.

### ROADSIDE SERVICES, EV CHARGING AND PFS

C) Roadside Services: the closest roadside services to Flint Cross are located on the A1 (Astwick - east), the M11 (Birchanger Green - south) and the A14 (Cambridge Services - north; and Newmarket – west). The Department for Transport's (DfT) Circular 02/2013 indicates that the primary function of roadside facilities is to support the safety and welfare of the road user, and recommends that there should be no more than 28-miles or 30-minutes travelling time between such facilities. Whilst there is a PFS on the westbound carriageway on the A505, currently there are limited roadside facilities that support the welfare (toilets / refreshments) and safety (appropriate parking facilities to allow for drivers to rest) of road users along the A505 corridor, and there is no identified EV charging. As such, the nature of the proposed development will further support safety on the wider network whilst also providing welfare benefits to road users.

### EMPLOYMENT DEVELOPMENT

The National Planning Policy Framework (NPPF) is an d) important material consideration. Paragraph 80 of the NPPF states that 'planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, considering both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. The existing Local Plan is also supportive of employment development. The scheme is designed to target specific businesses through business SIC codes, in this instance the R&D / science sector and manufacturing would be targeted first before targeting more traditional industrial occupiers as well as through our own internal database. There is a strong market need for this scale of development to continue to support employment growth within South Cambridge as without this more consented land occupiers will be forced to consider alternative out of the region.

### VISUAL IMPACT

e) Although the scheme is to be developed in detail, as referenced in the design report there is considerable potential to develop the site without adversely affecting the visual amenity of the Countryside regarding scale, character and appearance of new buildings and/or changes of use of land. The existing site is formed by mature landscaping and trees to the site perimeter. Substantial landscaping and bunding provides the site with a very good level of existing screening, which can be supplemented further. The submission is supported by a LVIA provided by LizLake to help assess the visual impact of the development. Overall, the Site and surrounding landscape has capacity to absorb a development of this nature and scale with only limited local effects on landscape character and visual amenity.

f) The proposed development site is not located in an isolated location and is very well screened. Although further work is required, it is our view that there is the basis for significant and compelling material considerations as expressed above that outweigh the general presumption against development in the Countryside. There is good reason to support a site allocation of reference a potential opportunity area to help facilitate the highway safety improvements.

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