OFFICER REPORT

Case No: 24/02073/REM **Approval of Reserved Matters**

Proposal: Reserved Matters submission for a new Drive Thru unit.

Location: Peterborough Services Peterborough Motorway Services Haddon

Applicant:

Grid Ref: 513955 293970

DESCRIPTION OF SITE AND APPLICATION

The application site forms part of Peterborough Services located off the A1(M). The site is located in the countryside and within the Parish of Haddon. The service area known as 'Extra' comprises a main customer services building offering a variety of fast-food options, caffe and shops. The Days Inn Hotel to the west is an 82-bedroom hotel. To the east is the Shell Fuel Filling Station and HGV and Coach parking area.

The site lies within Flood Zone 1 and is at low risk of flooding as per the most recent Environment Agency Flood Risk Maps and Data. The site is not within a conservation area or in proximity to a listed building nor are any ecological designations within or in proximity to the site.

This application relates to a parcel of land between the permitted expansion of the HGV and coach parking and the Shell Fuel Filling Station. Outline planning permission was granted on the site under application reference number 21/02246/OUT on the 25.11.2021 for the erection of a new Drive Thru Restaurant (Sui-Generis) at Peterborough Motorway Services with all matters reserved except for access. This application seeks approval for appearance, landscaping, layout and scale of the building. The building has been designed to accommodate the end user's requirements as a drive through coffee shop for the coffeehouse chain 'Costa'. This application also seeks to deal with condition 4 (Finished Floor Levels) of the outline permission (application ref 21/02246/OUT).

It is noted that during the course of the application minor amendments have been made to the scheme including the installation of additional windows on the front elevation, confirmation of obscured glazing, additional landscaping around the bin stores and parking to address comments made by the Urban Design and Landscape Officer.

Officers have scrutinised the plans and have familiarised themselves with the site and surrounding area.

NATIONAL GUIDANCE

The National Planning Policy Framework (12th December 2024) (NPPF 2024) sets out the three objectives - economic, social and environmental - of the planning system to contribute to the achievement of sustainable development. The NPPF 2024 at paragraph 10 provides as follows: 'So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).'

The NPPF 2024 sets out the Government's planning policies for (amongst other things):

* delivering a sufficient supply of homes;
* building a strong, competitive economy;

* achieving well-designed, beautiful and safe places;
* conserving and enhancing the natural, built and historic environment.

Planning Practice Guidance and the National Design Guide 2021 are also relevant and material considerations.

For full details visit the government website: https://www.gov.uk

PLANNING POLICIES
Huntingdonshire Local Plan to 2036.
LP1: Amount of development
LP2: Strategy for Development
LP5: Flood Risk
LP6: Waste Water Management
LP10: The Countryside
LP11: Design Context
LP12: Design Implementation
LP14: Amenity
LP15: Surface Water
LP16: Sustainable Travel
LP17: Parking Provision and Vehicle Movement
LP19: Rural Economy
LP21: Town Centre Vitality and Viability
LP30: Biodiversity and Geodiversity
LP31: Trees, Woodland, Hedges and Hedgerows

Supplementary Planning Documents:
Developer Contributions SPD 2011
Huntingdonshire Landscape and Townscape SPD (2022)
Huntingdonshire Strategic Flood Risk Assessment (2024)
Cambridgeshire Flood and Water SPD 2017
LDF Developer Contributions SPD (2011)
Annual Monitoring Review regarding housing land supply (2020)
Cambridgeshire and Peterborough Minerals and Waste Local Plan (2021)
Huntingdonshire Design Guide (2017)

RELEVANT PLANNING HISTORY
21/02246/OUT-Outline application for a new Drive Thru Restaurant (Sui-Generis) at Peterborough Motorway Services with all matters reserved except for access.- Permitted 23.11.2021

Other applications relevant to this site but not associated with this application:

21/01204/FUL - Amendment of approved road alignment. Permission granted 18.08.2021

18/02709/FUL - Expansion of HGV and coach parking and associated development and extension of existing building. Permission granted 05.07.2019

CONSULTATIONS
CCC Highways-No objection.

Haddon Parish Council- Raise no observations either in favour or against the proposal.

Urban Design Officer - No objection subject to conditions seeking details of the design and appearance of the substation, treatment of the car park and demarcation of vehicle parking spaces.

REPRESENTATIONS

No third party representations have been received in support or objection to the application at the time of determination.

SUMMARY OF ISSUES

When determining planning applications, it is necessary to establish what weight should be given to each plan's policies in order to come to a decision. The following legislation, government policy and guidance outline how this should be done.

As set out within the Planning and Compulsory Purchase Act 2004 (Section 38(6)) and the Town and Country Planning Act 1990 (Section 70(2)) in dealing with planning applications the Local Planning Authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. This is reiterated within paragraph 48 of the NPPF (2024). The development plan is defined in Section 38(3)(b) of the 2004 Act as "the development plan documents (taken as a whole) that have been adopted or approved in that area".

In Huntingdonshire the Development Plan consists of a number of adopted neighbourhood plans, however, there is not currently an adopted neighbourhood plan in place for Haddon. Therefore, in this case no neighbourhood plans are given weight in the determination of this application.

The statutory term 'material considerations' has been broadly construed to include any consideration relevant in the circumstances which bears on the use or development of the land: Cala Homes (South) Ltd v Secretary of State for Communities and Local Government & Anor [2011] EWHC 97 (Admin); [2011] 1 P. & C.R. 22, per Lindblom J. Whilst accepting that the NPPF does not change the statutory status of the Development Plan, paragraph 2 confirms that it is a material consideration and significant weight is given to this in determining applications.

The main issues to consider are:
o Design, Visual Amenity, and the Impact upon the Character and Appearance of the Area
o Residential Amenity
o Highway Safety, Access, and Parking Provision
o Flood Risk and Drainage
o Biodiversity
o Other Matters

*Design, Visual Amenity and Impact Upon the Character of the Area

Landscaping is defined in the Town and Country Planning (Development Management Procedure) (England) Order 2015 as "the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes: (a) screening by fences, walls or other means; (b) the planting of trees, hedges, shrubs or grass; (c) the formation of banks, terraces or other earthworks; (d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and (e) the provision of other amenity features"

Appearance is defined in the Town and Country Planning (Development Management Procedure) (England) Order 2015 as "the aspects of a building or place within the development which determine the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture".

Layout is defined in the Town and Country Planning (Development Management Procedure) (England) Order 2015 as "the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development"

Scale is defined in the Town and Country Planning (Development Management Procedure) (England) Order 2015 as "the height, width and length of each building proposed within the development in relation to its surroundings".

Scale

At outline a parameters plan illustrating the maximum extent of the new building footprint, the extent of new hard surfacing, and the maximum heights of the building and signage was submitted and detailed as an approved drawing under condition 2. Any subsequent application is therefore bound to the design parameters of a maximum building height of 4.29m, a maximum signage height of 8.1 metres and floor area of 175m2. At outline it was considered that the illustrative plan demonstrated a functional layout, and appropriate design can be achieved for the drive-through.

The submitted floor plans and elevations of the single storey mono pitch building with roof signage comply with maximum criteria set out in the parameters plan.

It is noted the outline permission does not specify or establish a minimum floor area however, the approved parameters plan detailed a maximum floor area of 175m2. The submitted floor plan and site layout detail a building with a gross internal area of 138m2.

Given the above, the proposal accords with scale parameters established at the outline.

Access, Layout and Appearance

The proposal is arranged with the principle windows and main entrance on the north elevation facing the filling station and east elevation facing the HGV and Coach car park exit with a drive-thru window located on the south elevation. Car parking for 20 vehicles (including 2 disabled and 5 EVs) is located to the south of the building and pedestrian crossings are provided connecting the building to this car park and the existing footpath network to the HGV and Coach parking area, filling station and Food Court. A refuse storage area is proposed on the east elevation.

During the course of the application minor design alterations, as recommended by the Urban Design Officer, included the installation of additional windows on the front and east elevation to improve the balance and proportion of the frontage and to improve surveillance over the site entrance. Further soft landscaping was requested by the UD and Landscape Officers to screen the external refuse store and to break up the expanse of hard surfacing in the car park. The Urban Design Officer was reconsulted as part of the application and raised no objection to the amended design, subject to conditions seeking details of the design and appearance of the substation, treatment of the car park and demarcation of vehicle parking spaces.

The approved parameters plan also delineated the maximum extent of hard surfacing. At outline it was considered that the illustrative plan demonstrated a functional layout can be achieved for the drive-through. The submitted layout in respect of hard surfacing accords with the parameters plan.

The proposed layout accommodates the coffeehouse building, vehicle parking for 20 cars, a refuse area on the east elevation, a substation for the EV charging points and two vehicle lanes to accommodate take out and sit in users of the building. The proposal fits adequately in the space permitted at outline. The submitted layout is therefore considered acceptable.

In regard to matters of access, this shall be discussed in a preceding section of this report and are considered acceptable.

Landscaping

Soft landscaping details, including the planting specification, implementation and maintenance of the proposed soft landscaping features, accompany this application.

During the course of the application the soft landscaping scheme has been amended to include landscaping around the external refuse store and landscaping was provided to the south of the northern most vehicle parking spaces in accordance with the Urban Design and Landscape Officers recommendations. The amended scheme is considered appropriate in regard to landscaping.

Details of treatment of the car park and demarcation of parking spaces shall be conditioned, including the means of demarcating the drive through lane from the car park access, should the details be approved. Additionally, a hard landscaping condition can be imposed on any consent to ensure the hard surfacing in the carpark is constructed using permeable paving as detailed in the drainage strategy approved at outline.

Overall, having regard to the above considerations, Officers are (subject to conditions) satisfied that the proposed development will be acceptable with regard to its appearance, layout and scale and will not be harmful to the character or appearance of the area. It therefore accords with Policies LP11 and LP12 of the Local Plan to 2036 in this regard.

*Residential Amenity
Policy LP14 of the Local Plan to 2036 states that a proposal will be supported where a high standard of amenity is provided for all users and occupiers of the proposed development and maintained for users and occupiers of neighbouring land and buildings.

The site is located within the countryside with no residential properties nearby which would be affected by the development. This proposal is a relatively small-scale expansion of the existing motorway services and would form part of an approved HGV and coach parking extension which is not considered to have any adverse impact on users or occupiers of neighbouring land and buildings in accordance with Policy LP14 of the Local Plan.

*Highway Safety, Parking Provision and Access
Policy LP17 of the Local Plan to 2036 seeks to ensure that new development incorporates appropriate space for vehicle movements, facilitates access for emergency vehicles and service vehicles and incorporates adequate parking for vehicles and cycles.

The outline application established the principle of development in addition to the access arrangement. The submitted site layout details a one-way route access arrangement adjacent to the entrance for the HGV and coach parking. Access would be taken from the internal road network of the Motorway Service Area. Access would be split into two separate lanes which provide segregated access to the drive thru and the customer parking area. The proposed access arrangement accords with the access plan permitted at outline.

Cambridgeshire County Council as the Local Highways Authority have been consulted on this reserved matters application and the outline application and raise no objection to the submitted details.

In regard to vehicle parking, 20 vehicle parking spaces are proposed including 2 disabled spaces and 5 electric vehicle charging points. At outline the parking provision was considered through the submission of a Transport Assessment whereby 17 spaces was considered sufficient for the customer use of the building. Whilst the number of vehicle parking spaces has increased this proposal considers spaces allocated to EV charging. Should the vehicle parking reach capacity additional parking is available to customers within the wider Motorway Service Area.

Given the countryside context of the site and its location within a Motorway Service Area, the majority of users to the site would access the drive-thru via private motor vehicle. In this instance the provision of customer cycle storage is considered unnecessary.

The proposed access arrangement and vehicle parking is therefore considered to accord with Policy LP17 of the Local Plan in this regard.

*Flood Risk and Drainage
Flood risk and drainage were material planning considerations at the outline application stage. Given the nature of the outline, the plans submitted under application ref 21/02246/OUT were largely indicative nevertheless, the plans did set out the extent of hard surfacing. A compliance condition

(condition 5) was imposed on the outline to ensure the development is carried out in accordance with Surface Water Drainage Strategy Plan (dwg no. 2090 P2) and Maintenance Schedule.

The submitted site layout indicates the same quantum of hard surfacing permitted at outline. Details in respect of the hard surfacing, particularly in respect of the permeable paving in the carpark area, can be secured by condition should the submitted details be approved.

Subject to conditions, it is considered the submitted details accord with the drainage strategy permitted at outline and the details therefore accord with Policies LP5, LP6 and LP15 of the Local Plan.

*Other matters
Developer contributions (CIL)
The development will be CIL liable in accordance with the Council's adopted charging schedule; CIL payments will cover footpaths and access, health, community facilities, libraries and lifelong learning and education.

*Conclusion
The proposed development is considered to be compliant with the relevant national and local policy as it is:
*Acceptable in principle
*Provides a safe and acceptable means of access

And it:
* Would not be harmful to the character or appearance of the area;
* Would not have a significantly detrimental impact upon the amenity of neighbours;
* Is acceptable with regard to parking provision and highway safety;
* Would not result in an increased risk of flooding in the locality;

There are no other material planning considerations which lead to the conclusion that the proposal is unacceptable.

Taking national and local planning policies into account, and having regard for all relevant material considerations, it is recommended that planning permission be granted, subject to the imposition of appropriate conditions.

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CONTACT OFFICER:
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