

**Application Number: F/YR15/0010/F**  
**Minor**  
**Parish/Ward: March East**  
**Date Received: 5 January 2015**  
**Expiry Date: 13 April 2015**  
**Applicant: Sainsbury's Supermarkets Limited**  
**Agent: Mr A Astin, Indigo Planning**

**Proposal: Formation of car park access and exit from/to Creek Road**  
**Location: Sainsburys Supermarkets Ltd, Mill View, March**

**Reason before Committee: This application is before committee due to the level of objection to the scheme**

**1.0 EXECUTIVE SUMMARY/RECOMMENDATION**

- 1.1 The scheme proposes an exit/entry arrangement to the existing Sainsbury's car park taken directly from Creek Road, March. It falls to be considered under Policies LP1, LP2, LP15 and LP16 of the Fenland Local Plan and the National Planning Policy Framework.
- 1.2 An exit from the store onto Creek Road has been approved previously although this consent is time expired. Whilst the current scheme proposed both access and exit there are no highway safety reasons which would warrant resisting the proposal. Nor are there any residential amenity issues arising.
- 1.3 Whilst the consultation process has generated a significant amount of representation this largely focuses on the loss of on-street parking, the need for a more strategic approach to town centre congestion and capacity, and the impact that the scheme will have on the existing club which is opposite the proposed access/exit. Whilst these are all valid local representations they do not warrant refusal of the scheme as:
- i) there can be no reliance on on-street parking and the resultant loss will be negligible in the context of the existing provision;
  - ii) the absence of a wider strategy at this time cannot be seen as a reason to withhold permission for this stand-alone proposal;
  - iii) the scheme, although incorporating a highway build out, does not compromise manoeuvring in the area and as such would have negligible impact on the existing Conservative Club
- 1.4 The proposal is considered to comply with the relevant Local Plan policies and as such may be supported.

**2.0 HISTORY**

Summary of relevant history:

F/95/0548/F	Erection of Food Store (Class A1) together with car parking, servicing and landscaping	Granted 02.07.1996
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and erection of 2-storey rear extension to Scout Hall

F/YR01/0144/F      Formation of car park exit to Creek Road      Granted  
31.05.2001

F/YR06/0311/F      Formation of car park exit to Creek Road - Variation of Condition 01 of planning permission F/YR01/0144/F to extend time for an additional five years      Granted  
27.04.2006

### 3.0 **PLANNING POLICIES**

#### 3.1 **National Planning Policy Framework:**

Paragraph 11 – Applications must be determined in accordance with the development plan unless other material considerations indicate otherwise  
Paragraph 14 - Presumption in favour of sustainable development.  
Paragraph 17 - Seek to ensure high quality design and a good standard of amenity for all existing and future occupants.

Paragraph 19 - Planning should operate to encourage and support sustainable economic growth and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.

Paragraph 56 – Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

#### 3.2 **Fenland Local Plan:**

LP1 – A Presumption in Favour of Sustainable Development

LP2 – Facilitating Health and Wellbeing of Fenland Residents

LP15 – Facilitating the creation of a More Sustainable Transport Network in Fenland

LP16 – Delivering and Protecting High Quality Environments across the District

### 4.0 **CONSULTATIONS**

4.1 ***Town Council:*** Recommend approval in respect of the revised proposal

4.2 ***Local Highway Authority (CCC):*** Initially commented that the access should be brought out onto Creek Road at right angles and 6m kerb radii detailed, together with 2 m x 2 m pedestrian visibility splays. The no entry signs should be positioned within Sainsbury's land and double yellow lines will not be necessary as shown however signs and lines will be agreed at detailed submission stage. Uni-directional plates should be installed within the Sainsbury access to prohibit entry from Creek Road and retained in perpetuity.

In respect of the amended entry/exit proposal comments received as follows:

'no objections to making the access onto Creek Road entry and exit.

I note concerns raised by objectors regarding access to the properties opposite the proposed access location. Whilst I appreciate that car owners associated with these properties will now have to consider the movements associated with the proposed access I don't see how this is going to cause harm to highway safety. In fact it's likely to improve highway safety by slowing the flow of vehicles down along this section of Creek Road which in turn is likely to actually improve the negotiation of the accesses in question, especially for those that have visibility restricted by the bend on Creek Road to the east of the proposed access which should be noted is an existing issue for these properties. There are no accident statistics at this location that would suggest the introduction of an access will cause a highway safety issue.

Sainsbury's may wish to consider providing parking permits to appease objectors from the properties opposite the proposed access. I acknowledge as a result of the proposed access there will be some displacement of kerbside parking and the impact of this on residential/public amenity should be considered by FDC. However I don't consider the loss of kerbside parking to be a highway safety issue as there is available unrestricted kerbside parking and public car parks within reasonable walking distance of this location.

The access has acceptable visibility in both directions being sited close to the outside of a bend. Vehicle to vehicle visibility at the proposed access accords with MfS design criteria. Right turning traffic into the access will also have acceptable sight lines of approaching vehicles west bound along Creek Road.

By reallocating a proportion of the right turning traffic associated with the Sainsbury's store to the new access location will bring with it marginal improvements to the traffic flow at the Mill View/Creek Road and Creek Road/Station Road intersections. Instead of right turning Sainsbury's traffic stacking to enter Mill View, traffic will be able to continue to the proposed access location which will keep traffic flowing along Creek Road.

The ramp at the proposed access point should be removed in order to make the ingress egress arrangement acceptable. The level grade pedestrian crossing will give pedestrians the impression they have priority which in turn could cause some driver/pedestrian uncertainty at the access intersection. The ramp will also cause vehicles to slow down turning into the access off Creek Road at a point where drivers generally need to accelerate to clear the road they are leaving and therefore gap seeking and entry speeds for traffic becomes more difficult to judge.

By displacing a proportion of the existing trip generation associated with the Salisbury's store to the new access location there will be no significant detriment to traffic flow or capacity along Creek Road and nor the surrounding public highways.

Defer for amended plans. Revised plans should show the access ramp removed, but otherwise I have no reasons to refuse this application on highway grounds

- 4.3 **Middle Level Commissioners:** noted that they would not be commenting on the scheme.

4.4 **FDC Environmental Protection Team:** No objections as unlikely to have a detrimental effect on local air quality or the noise climate. From the information provided contaminated land is not considered an issue.

4.5 **Local residents/interested parties**

7 letters of objection from 7 households and two local businesses were received in respect of the original 'exit only' scheme.

- Exit will send traffic left into Creek Road and then St Johns Road, with on street parking congestion will be caused.
- There is only a build-up of traffic at the Creek Road Station Road junction during peak periods other than that traffic moves quite freely
- Traffic survey does not take into account amount of traffic on Station Road
- concern that they will be reversing out of their drive onto exit and that car parking on Creek Road will be lost for staff
- queries whether parking permits could be issued to staff
- appreciate that this may be a move to alleviate the bottleneck at the Creek Road/Station Road junction but feel that residents would be affected by the loss of four on street parking spaces – exacerbating parking issues in the location (regular visitors at the Conservative Club especially during the summer bowling season). Issues of inconsiderate drivers blocking drives and residents unable to park at a safe proximity to homes. Will be worsened when new development of houses occupied.
- Suggest a compromise which sees Sainsbury's offering a section of the car park to residents on a non-charge, non-time limited basis affording residents an overflow area.
- Do not feel that the exit to Sainsburys that is the cause of the bottleneck but rather the position and timing of traffic lights etc, scheme will not reduce by any noticeable amount the bottleneck
- New entrance into Creek Road will increase traffic flow and make it difficult pulling in and out of existing driveways
- Increased noise and disturbance adjacent domestic boundary
- Understand that an access with provision for a fuel station was turned down two years ago, traffic has increased and it is wondered if this is to push through a fuel station at a later date.
- Recognise challenges supermarkets are facing and the need to enhance the appeal of existing stores, note that they would be worse off if the store closed however the reduction in width of Creek Road will make parking difficult and the delivery of supplies inconvenient for the conservative club.
- Sainsbury's parking closed at night which makes problems for those using conservative club
- Existing junction at Mill View will have to be maintained and consideration should be given to widening this to allow one lane for entrance and two for exit, also changes to the existing town centre traffic control would improve its flow, together with a reduction of pedestrian crossings.
- Appreciate that there is a problem but they cannot be allowed to adopt an ineffective scheme that will have such an adverse impact on neighbours, authorities should seek a broader solution.

- Exit is directly opposite the conservative club parking area and there are likely to be dangerous situations when users reverse out of the parking bays onto Creek Road
- Parking survey undertaken is misleading (50 unrestricted parking spaces within 330 metres of the proposed exit) a plan should be provided detailing these
- Any loss of parking is detrimental to the Club and its members, as Sainsbury's restricts its own parking area this creates problems for the Clubs members
- Sainsbury's have applied twice previously for an additional exit and on the last occasion they did not progress because the club and residents objected to the double yellow lines
- Club has a high degree of usage by numerous groups and organisations and a high number of people arriving and departing; as there are double yellow lines outside the club it is important that the area opposite is kept clear – if people are dropping off outside the club this will partially block Creek Road.
- Club has been in the location for 115 years and they cannot afford to lose users for the benefit of Sainsbury's
- Would like to see Cambridgeshire Highway's view of the proposal. It appears that Sainsbury's will be blocking their own entrance with vehicles trying to access Station Road. Consider the proposal will not work on so many levels.

Three letters have been received in respect of the 'entry/exit proposal', one letter from an original contributor and 2 new contributors have also raised objection –

- Object as it will be on an already dangerous corner
- Parking roadside will make it more dangerous
- It will make exiting from residential property more dangerous
- Loss of 5 on street spaces will put pressure on on-street parking, traffic report has not fully taken into account pressure on parking spaces
- Do not agree with assertion that this will improve traffic conditions for residents, traffic conditions are already difficult as Creek Road is on a bus route and seeing speeding traffic on the blind bend.
- With traffic coming in both directions, cars leaving Sainsbury's for two exits and then the mix of visitors to the Conservative club together with residents from the new estate and those existing the situation can only get worse
- Consider highways should look at the Fountain junction layout rather than Sainsbury's add a further entrance/exit
- Consider that they should have received official notification of scheme
- Will increase the risk of accidents

- Amazed that the highway agency can see no problem with the application There are currently no central dividing lines on the bend approaching Sainsbury's or signage or new road markings warning of a junction on the revised plan
- Traffic will turn right across oncoming vehicles in Creek Road consider this is a recipe for disaster
- Illegal/antisocial parking near Sainsbury's will increase
- Nothing has been done to alleviate the parking problems that currently exist, if some unrestricted parking was arranged for the Conservative Club then they might be reasonably requested to restrict parking on club premises to disabled members only.

## 5.0 **SITE DESCRIPTION**

5.1 The site comprises a supermarket and related car park which is also available for town centre parking. It is currently accessed from Mill View, which is in turn accessed from Creek Road. The exit is situated further along Mill View with drivers leaving the store at this point and joining the Mill View carriageway, at its junction there is opportunity to turn left onto Creek Road to approach Station Road or right onto Creek Road to continue to the east of the town.

5.2 Situated immediately to the south of Creek Road the car park is bounded to the west by Mill View with residential properties to the east along the road frontage. Opposite the site is a mix of commercial and residential properties, with the Conservative Club being directly north of the intended access/exit.

5.3 There is prevalence towards on-street parking along the southern road frontage.

## 6.0 **PLANNING ASSESSMENT**

### 6.1 **Nature of Application**

This application seeks full planning permission for the creation of an entrance/exit from the Creek Road car park

The main issues associated with this proposal are:

- **Principle, policy implications and history**
- **March Town Transport Strategy**
- **Character and appearance of the area**
- **Impact on residential amenity**
- **Highway safety matters**
- **Health and wellbeing**
- **Economic growth**

These are discussed in more detail below.

**Principle, policy implications and history:** The creation of an exit from the car park in this location was previously approved in 2001 and this consent was varied in 2006 to allow an implementation date of up to April 2009.

Both permissions were caveated by a condition which allowed the exit to be a right-turn facility only, i.e. allowing access onto Creek Road travelling eastwards and restricting westbound access up to the Station Road junction. It was further conditioned that some form of 'access control' be installed prior to the first use of the exit.

**March Town Transport Strategy:** It is acknowledged that the car park exit formed a key component of the earlier March Transport Strategy, and in the latest iteration of the Strategy the general area is highlighted for enhancement (TC1). The need for a study to identify and mitigate future impact of traffic at key junctions and enhance accessibility is also highlighted under the current Town Transport Strategy with a number of key junctions highlighted for review.

Whilst the Creek Road/Sainsbury's access is included within the study area it should be noted that the delivery of an amended access/egress at this location is a stand-alone scheme and as such should not have any implications on the wider objectives of the March Area Transport Strategy. Whilst it is appreciated that a number of residents have highlighted the need for a more strategic approach to the issues of congestion in the area this cannot be held as a reason to resist the scheme as tabled.

**Character and appearance of the area:** The scheme has no implications in terms of the character and appearance of the area, whilst there will be a highway build out this will be contained within the existing highway.

**Impact on residential amenity:** There have been a number of representations made regarding the loss of on-street parking within the vicinity and the impact that the scheme will have on local amenity; largely regarding convenience of existing facilities and impact that inconsiderate parking has on existing residents. The scheme has been proposed to provide convenient access and egress to users of the supermarket and as such provides an enhancement to town centre users. Whilst some residents may be displaced there can be no reliance placed on existing on-street parking in planning terms and whilst there is some sympathy for these residents this would not be material to the consideration of this application. In addition the parking permit scheme suggested by some residents/local business could not reasonably be required as a 'trade-off' to make the scheme acceptable; as there would be no planning reason to require the same.

Issues have also been raised regarding the increase in noise and disturbance as a result of bringing the entrance/exit nearer to residential properties. Whilst the introduction of an access/exit nearer to the properties may have some impact this will be negligible in the context of the existing vehicular movements. The deletion of the ramped pedestrian crossover from the scheme will further reduce noise impacts.

**Highway safety matters:** There is no commentary on the 2001 consent which indicates why the exit was conditioned to be a right-turn facility and there would not appear to be any highway safety reason for such a requirement.

The LHA are satisfied that there are no highway safety issues arising from the proposal; indeed they note that there may be some highway safety benefits,

i.e. "it's likely to improve highway safety by slowing the flow of vehicles down along this section of Creek Road which in turn is likely to actually improve the negotiation of the accesses in question, especially for those that have visibility restricted by the bend on Creek Road to the east of the proposed access which should be noted is an existing issue for these properties. There are no accident statistics at this location that would suggest the introduction of an access will cause a highway safety issue. "

Amended plans have been received deleting the access ramp crossover as per the recommendation of the LHA.

It is clear that there are no highway safety reasons to resist the scheme as submitted as such the proposal complies with Policies LP15 and LP16 of the Fenland Local Plan.

**Health and wellbeing:** In accordance with Policy LP2 of the Local Plan development proposals should provide and maintain effective, sustainable and safe transport networks to ensure access to all essential services; as this proposal represents an enhanced access/exit to an existing town centre facility it is considered the scheme is policy compliant.

**Economic growth:** Sainsbury's have identified this proposal as necessary to improve the shopping experience of its customers. As such it represents a commercial decision which is considered necessary to enhance accessibility to the store, and given the dual function of the car park, the town centre.

## 7.0 CONCLUSION

- 7.1 The entrance and exit from/to Sainsbury's to/from Creek Road is acceptable in highway safety terms and will not compromise existing residential amenity. Whilst there will be a loss of on-street parking in the vicinity there is available unrestricted kerbside parking and public car parks within reasonable walking distance of this location.
- 7.2 Although the March Town Transport Strategy identifies that there is a requirement to consider enhanced accessibility in the town centre this should not act as a barrier to this localised solution identified by an existing business as a mechanism to enhance their customer shopping experience.
- 7.3 There are no highway safety issues arising from the scheme, nor does it represent any issues in terms of residential amenity as such the scheme is policy compliant and should be granted.

## 8.0 RECOMMENDATION

**GRANT**



- 1 The development permitted shall be begun before the expiration of 3 years from the date of this permission.**

**Reason**

**To ensure compliance with Section 51 of the Planning and Compulsory Purchase Act 2004**

- 2 Prior to commencement of use of the development hereby permitted visibility splays shall be provided each side of the vehicular access. Minimum dimensions to secure the required splays shall be 2.4m, measured along the centre line of the proposed access from its junction with the channel line of the highway carriageway, and 43m, measured along the channel line of the highway carriageway from the centre line of the proposed access.**

**The splays shall be thereafter maintained free from any obstruction exceeding 0.6m above the level of the highway carriageway.**

**Reason**

**In the interests of highway safety and to ensure compliance with Policy LP15 and LP16 of the Fenland Local Plan**

- 3 Prior to commencement of use of the development hereby permitted visibility splays of 2.0m x 2.0m shall be provided each side of the vehicular access measured from and along the back of the footway. Such splays shall be thereafter maintained free from obstruction exceeding 0.6m above the level of the footway.**

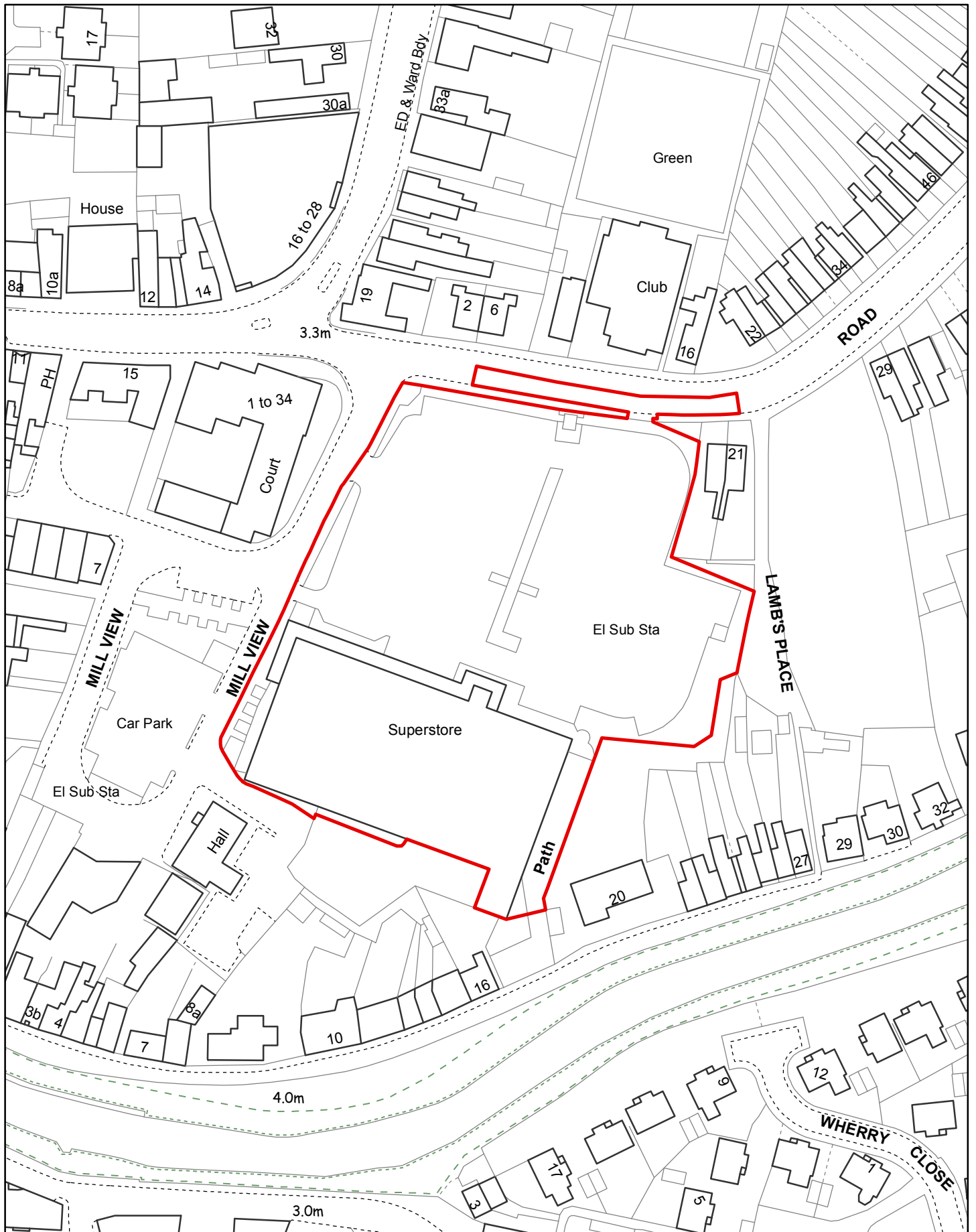
**Reason**

**In the interests of highway safety and to ensure compliance with Policy LP15 and LP16 of the Fenland Local Plan.**

- 4 Prior to commencement of use of the development hereby permitted the off-site improvement works indicated on Drawing No. 0901-SK-MARCH-04 REVB which includes access, kerb build outs and revised on street parking arrangement shall be completed. Works should be constructed in accordance with a detailed engineering scheme to be submitted to and approved in writing by the LPA, and such a scheme shall include, levels, forms of construction, bollards to prevent parking on the kerb build outs and surface water drainage.**

**Reason**

**In the interests of highway safety and to ensure compliance with Policy LP15 and LP16 of the Fenland Local Plan.**



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**F/YR15/0010/F**

Scale = 1:1,250





DO NOT SCALE

Club

CREEK

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16

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REV	DATE	BY	DESCRIPTION	CHK	APP
A	06/12/2014	JTD	FIRST ISSUE		

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CLIENT: SAINSBURY'S SUPERMARKETS LLP  
PROJECT: SAINSBURY'S SUPERMARKET (MARCH)  
TITLE: EXISTING SITE PLAN

SCALE 1:AL	1:200	DRAWN BY	M PENN	APPROVED BY	M SAVAGE
DATE	0901-SK-MARCH-03.DWG	DATE	J DELAHOUE	DATE	December 14
PROJECT No	11140901	DRAWING No	0901-SK-MARCH-03	REV	A
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DO NOT SCALE



Club

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CREEK

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NO ENTRY

PROPOSED UNCONTROLLED PEDESTRIAN CROSSINGS, WITH DROPPED KERBS AND TACTILE PAVING

VISIBILITY SPLAY 2.0m x 45m

VISIBILITY SPLAY 2.0m x 45m

FORMALISE EXISTING ON-STREET PARKING

2.0M x 2.0M PEDESTRIAN ENTER-VISIBILITY

"ONE WAY" SIGN TO DIAGRAM 502

PROPOSED CHANGE OF PRIORITY IN FAVOUR OF CREEK ROAD TRAFFIC

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Map Information Centre (MISC), Ordnance Survey,  
Woodhouse, Leeds LS11 3AB, UK.

REV	DATE	BY	DESCRIPTION	CHK	APP
B	16/03/15	JFD	CLAMP REMOVED TO SHEET CDD COMMENTS 15/03/15	J.V.	J.P.
A	20/02/15	JFD	FIRST ISSUE	J.V.	J.P.

FOR INFORMATION ONLY

CLIENT:

SAINSBURY'S SUPERMARKETS LLP

PROJECT:

SAINSBURY'S SUPERMARKET (MARCH)

SCALE 1:1200

DRAWN BY:

J DELAHOCHE

APPROVED:

M SAVAGE

DATE:

February 15

PROJECT No:

11140901

DOCUMENT No:

0901-SK-MARCH-04

REV:

B

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