Gloucestershire COUNTY COUNCIL

	Highways Development Management Shire Hall Gloucester GL1 2TH
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Our Ref: B/2020/045171	**Your Ref: 20/00683/OUT**	**Date: 26 June 2020**

Proposal:	Outline application for 43 dwellings including access, layout and scale, with all other matters reserved for future consideration Land Adjacent To Oakhurst Rise Cheltenham Gloucestershire	**Received date:**	4 May 2020

Recommendation:	No objection		No objection (Subject to conditions)	✓
	Refusal		Further information	

Document(s), drawing(s) and reference(s):	– Application form – Covering letter – Planning Statement – Design & Access Statement Rev B – Site photographs – Supporting photographs – Transport Assessment – NMU Context Report – Stage 1 Road Safety Audit Report & Mobility Audit – Stage 1 Road Safety Audit Report & Mobility Audit Report & Mobility Audit Designer's Response – Travel Plan – LA01 Revision: N	**Planning history ref(s):**	– 17/00710/OUT – 17/01778/FUL – 18/02171/OUT (APP/B1605/W/19/3227293)

	– PL001 – PL003 – PL004 Rev B – PL005 Rev B – PL010 Rev B – SK01 Revision: U – SK09 Revision: X – SK25 Revision: F – SP01 Revision: W – SP02 Revision: T – SP07 Revision: E		
Details of recommendation:	**<u>Local Transport Network</u>** The site is located to the east of Cheltenham town centre within Charlton Kings. The site is bound to the north, east and west by existing residential development and to the south by St. Edward's Preparatory School. The proposed development site will be accessed directly from Oakhurst Rise. Oakhurst Rise is a publicly maintainable historic cul-de-sac that has safely served some 30+ residential dwellings for a number of years, connecting to Ewens Road and Beaufort Road at its southern extent in the form of a simple priority junction. Oakhurst Rise and all of the other roads in the locality have pedestrian footways to both sides of the highway and feature street lighting. **<u>Existing & Proposed Land Uses</u>** The site is currently 4.29 hectares of pasture. The proposed land use will change to occupy 43 residential dwellings comprising of: – 4 1 bedroomed maisonettes; – 2 2 bedroomed maisonettes; – 1 1 bedroomed house; – 8 2 bedroomed houses; – 9 3 bedroomed houses; and – 19 4 bedroomed houses **<u>Accessibility – Public Transport, Walking & Cycling</u>** The site is sustainably located and is deemed to be within acceptable walking distance of local amenities. In addition the site is also accessible to high quality public transport facilities located nearby with the nearest bus stops located on Beaufort Road to the south-west and slightly further afield on the A40 to the south. The bus serving the stop on the A40 London Road operates regularly at peak hours with services connecting to centre of Cheltenham Town.		

Access

Vehicular access to the site will be provided from Oakhurst Rise, via a continuation of the existing cul-de-sac. Oakhurst Rise is a class 4 highway with a carriageway width of approximately 5.5m and is subject to the sign posted 20mph speed limit. The continuation of carriageway into the site will remain at a width of 5.5m with 2m wide footways on both sides of the carriageway.

Layout

The proposed internal layout will primarily be 5.5m wide carriageways with 2m footways on either side throughout the layout which is sufficient width to accommodate the passing of two private estate vehicles and ensures that conflict with vulnerable users is minimised in accordance with Paragraph 110 of the National Planning Policy Framework (NPPF). The remaining areas within the site will be shared surface and vary in width between circa 6.8m - 7.5m; full height kerbed footways are tapered transitioning pedestrians into these shared areas with transitional rumble strips / ramps indicating drivers that they are entering areas with a change in highway user priority.

As two private estate cars can pass one another simultaneously throughout the site forward visibility is only required for larger vehicles (such as a refuse vehicle) and a car where they cannot safely pass simultaneously. As drivers of larger vehicles typically sit further forward than in a car due to the bonnet length being reduced this provides them with enhanced forward visibility. Therefore with the aforementioned and the infrequency of two such vehicles meeting it is deemed that speeds and the required visibility in these locations will be low.

Refuse vehicle swept path analysis (SPA) shown on plan ref. SP01 Revision: W demonstrates that an 11.2m 3-axle refuse vehicle can safely enter, manoeuvre through and egress the site in forward gear without conflict. The SPA has demonstrated that where a car is unable to pass a refuse vehicle adequate levels of driver to driver inter-visibility can be achieved to allow one another to give way. The refuse vehicle can also get within 25m of all refuse storage points.

Forward visibility of 25m commensurate with the design speed of 20mph has been demonstrated (plan ref. SK01 Revision: U) around all bends throughout the main estate layout.

As the site has a gradient, when a planning application is submitted the developer will have to bear in mind how they propose to construct the carriageways to an acceptable gradient. There are many ways that the required gradients can be achieved through various earthwork techniques. However, at planning stage technical details such as carriageway gradients are not assessed as this will take place once planning permission has been established through the technical approval process.

Gloucestershire County Council's Technical Specification for New Streets provides guidelines for adoptable gradients and geometries and these must be achieved if the roads are to be adopted. Even if the developer does not want the carriageways and footways within the site to be adopted they must still be constructed to an adoptable standard.

Parking

As there are currently no local car parking standards in Gloucestershire, the suitability of the parking provision will instead be assessed against the methodology set out in the NPPF. A further Ministerial statement published in March 2015 stated that Local Planning Authorities should only impose local parking standards for residential and non-residential

development where there is a clear and compelling justification that it is necessary to manage their local road network.

Residential parking provision should be compliant with Paragraph 105 of the NPPF, a part of that methodology looks at forecast local demand of car ownership levels based upon the 2011 census data.

In total the proposed development will provide a total of 86 parking spaces for the 43 dwellings with a mix of garages, driveway car parking spaces and, in addition 8 visitor car parking spaces will also be provided. The overall allocated spaces equates to an average of 2 parking spaces per dwelling, which is in excess of the local car ownership Census data levels. The 2011 local car ownership Census data identified an average car ownership within area E01022104:Cheltenham 012B of approximately 1.20 cars per dwelling.

Car / Van	**Number**	**%**
All categories: Car or van availability	721	100.0
No cars or vans in household	122	16.9
1 car or van in household	349	48.4
2 cars or vans in household	200	27.7
3 cars or vans in household	37	5.1
4 or more cars or vans in household	13	1.8

In addition the site will provide a minimum of 2 secure cycle storage facilities per dwelling. Cycle storage provision will encourage an active lifestyle and can act as a suitable substitute to the private car over short distances. A 3 mile utility cycle is a convenient distance for cyclists of all abilities whilst longer journeys of 5 miles or more according to LTN 2/08 allows experience cyclists to commute to work as well as provide scope to combine with alternative modes of sustainable transport to create longer environmentally friendly journeys. Cycling does have the ability to create a modal shift away from the private motor car.

Cycle storage for the houses and maisonettes can be accommodated within a rear garden shed, the shed should have a stand secured to the foundations and fixed lockable door. They should be positioned as such to allow for overlooking from a habitable room, this will allow for passive surveillance and help to reduce potential crime. The cycle storage serving the apartments can be provided by way of an appropriately positioned external store located close to pedestrian entrances and accesses. The store must be safe, secure and covered. Cycle storage facilities will be secured by way of planning condition.

Road Safety Audit

A Stage 1 Road Safety Audit (RSA) was undertaken for the site layout in accordance with Design Manual for Roads and Bridges (DMRB) GG-119. All issues raised within the audit

have been agreed to within the designer's response and demonstrated on plan refs. SK01 Revision: U, SP01 Revision: W, SP02 Revision: T and SP07 Revision: E which have addressed the road safety issues raised.

Non-Motorised Users

A non-motorised user's assessment was undertaken based on the principals of DMRB GG 142 'Walking, Cycling & Horse-Riding Assessment and Review' with an aim to identify any shortfalls in pedestrian facilities and whether it would be reasonable to secure off site mitigation of the routes identified within the report. The report identifies deficiencies in the surrounding walking/cycling network and routes to destinations which should be improved for non-motorised user's accessibility, safety, comfort and convenience.

Walkable neighbourhoods are typically characterised by having a range of facilities within 10 minutes (up to about 800m) walking distance of residential areas which residents may access comfortably on foot. However, this is not an upper limit and Planning Policy Statement 13 Transportation and Land Use document states that walking offers the greatest potential to replace short car trips, particularly those under 2km. Manual for Streets encourages a reduction in the need to travel by car through the creation of mixed-use neighbourhoods with interconnected street patterns, where daily needs are within walking distance of most residents.

Whilst it is acknowledged that in a couple of cases the distances between the site and destination walking distances were slightly underestimated, based on IHT guidelines which states that an average walking speed is approximately 1.4m/s, when distances are increased they would still coincide with the preferred maximum suggested walking distances.

The overall outcome of the assessment review identified that the existing routes were of a good standard with only a small number of pedestrian crossing improvements required. These have been secured by way of suitably worded planning condition.

Vehicle Trip Generation

During scoping discussions, the Highway Authority stated that the TRICS (Trip Rate Information Computer System) trip generation data presented by the applicant's transport consultant was not comparable to the proposed development site. The Highway Authority requested a local validation survey should be undertaken to determine the forecast trip generation. It was agreed that an Automatic Traffic Count (ATC) survey could be undertaken on Charlton Court Road, as this was considered to provide a typical trip rate for the area which could be used to forecast vehicular trips at the proposed site. As Charlton Court Road is of a similar geometry it is considered to be robust for the purposes of estimating the projected trip rates from the proposed development.

The use of the donor site (Charlton Court Road) is considered to be robust for the purposes of estimating the trip generation from the proposed development. The daily trip generation from the local donor site is approximately 25% higher than the daily trip generation presented in the scoping report presented by the applicants transport consultant, derived from the TRICS database.

The donor site recorded a two-way AM peak hour trip generation of 0.44 trips per dwelling consisting of 0.11 arrivals and 0.33 departures and a two-way PM peak hour trip generation 0.48 trips consisting of 0.31 arrivals and 0.17 departures per dwelling (based on 35 dwellings). For a 43 dwelling development, based on the donor site figures, the development would generate 19 AM peak hour trips consisting of 5 arrivals and 14

departures and 21 PM peak hour trips consisting of 13 arrivals and 7 departures.

Distribution & Traffic Impact

Based on the 2011 Census Journey to Work Travel data, the proposed vehicle distribution can be determined. 51.8% of development traffic will be distributed left out of Oakhurst Rise onto Beaufort Road and Charlton Court Road, travel west along the A40 towards Cheltenham, 22.1% will be distributed right out of Oakhurst Rise, travel west along Ewens Road towards the B4075 Hales Road, 11.7% will turn left out of Oakhurst Rise onto Beaufort Road and Charlton Court Road, travel west along the A40 towards Cheltenham and turn left onto the A435 and the remainder will turn left out of Oakhurst Rise onto Beaufort Road and Charlton Court Road, travel east along the A40 towards Charlton Kings.

Four broad route choices have been identified as use of a "quickest" route choice for traffic travelling to/from the development site and each Middle Layer Super Output Area (MSOA), noting the small variations between AM and PM routes to account for one-way and banned turning movements in Cheltenham.

1. A40 W (London Road) and A40 S (Old Bath Road / Sandford Mill Road) – to access MSOA locations to the south and west of the site including Cheltenham town centre;

2. Ewens Road and residential streets surrounding the site – to access MSOA locations to the north;

3. A435 S (Cirencester Road) – to access MSOA locations to the south and east of the site; and

4. A40 E (London Road) – to access MSOA locations to the east of the site.

As this application is for 43 dwellings, and therefore 25 dwellings less than sought previously, based on the reduced projected number of trips the site will generate and subsequent reduction in the percentage of these trips assigned and distributed along the quickest routes it is not deemed necessary to revisit the off-site junction modelling assessments that have previously been assessed.

Personal Injury Collisions

Personal injury collision statistics have been presented for a study area which covers the A40 London Road to the east, A435 to the south and Old Bath Road to the west.

Five collisions were recorded within the study area over the 5 year period with two recorded as serious. These collisions are considered to have occurred as a result of driver, pedestrian or cyclist error rather than being attributable to the geometry of the local highway network.

There has been no personal injury collisions recorded on Oakhurst Rise and therefore nothing to suggest that this highway is unsafe nor anything to suggest that the traffic generated by additional dwellings would make this section of highway unsafe. Overall it is reasonable to conclude that there is not an excessive amount of personal injury collisions on the wider network and those collisions that do occur are spread. Therefore it is reasonable to conclude that the additional traffic generated by the development will not have a material impact on general road safety in the area.

Residential Travel Plan

The Department for Transport (DfT) defines a travel plan as "a long term management strategy that seeks to deliver sustainable transport objectives through positive action". Such plans could include; car sharing schemes, commitment to improving cycle facilities,

dedicated bus services or restricted parking allocations. A successful Travel Plan should offer users whether they are employees, residents or visitors a choice of travel modes from sites or premises.

The submitted Travel Plan for this application aims to reduce the dependence upon single occupancy private car travel when accessing the site and in order to do so the Travel Plan aspires to;

- Reduce the percentage of residents travelling by single occupancy private car to and from the site.
- Generate increase in the percentage of residents utilising active modes (walking/cycling), public transport and car sharing.

In order for the Travel Plan to achieve these aims a number of actions and measures will need to be implemented. The applicant will appoint a Travel Plan Coordinator, whose duty it is to oversee the implementation and monitoring of the Travel Plan. The Coordinator will be appointed prior to the dwellings being occupied.

The Travel Plan will obtain the base survey data once 30% of the dwellings have been occupied, with initial targets set at a 10% reduction in single occupancy car journeys based on Census travel to work data in the interim. Targets can then be updated once the baseline travel survey has been undertaken. Once base survey data has been obtained at 30% occupancy the Travel Plan Coordinator will review the Travel Plan annually associated targets and measures adjusted accordingly. The Travel Plan aims to reduce single occupancy private car use year on year. A 5 year period is acceptable for this type and size of development. The Travel Plan can be secured by way of planning condition.

Recommendation

The National Planning Policy Framework (NPPF) states at paragraph 109 that "development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe". The Highway Authority considers that this development will not have a severe impact on the local highway network. The NPPF also states that "safe and suitable access to the site can be achieved for all users", "appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location", and that "any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree". It is considered that the development proposals will meet these criteria. The Highway Authority recommends that no highway objection be raised subject to the following conditions being attached to any permission granted:

PCC1 Works affecting the Highway

No works shall commence on site on the development hereby permitted until details of highway improvements consisting of the installation of a connecting section of footway (2m wide) with tactile dropped crossing point between Beaufort Road and Ewens Road (north side), extension to the footway (2m wide) and dropped kerb tactile crossing point across Charlton Court Road, and a bus shelter to serve Bus Stop ID: glodtwmt located on Beaufort Road have been submitted to and approved in writing by the Local Planning Authority and no occupation/opening to the public shall occur until the approved works have been completed and are open to the public.

Reason: In the interest of highway safety and to ensure that all road works associated with the proposed development are: planned; approved in good time (including any statutory processes); undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

PCC2 Construction Management Plan

Prior to commencement of the development hereby permitted details of a construction management plan or construction method statement shall be submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall include but not be restricted to:

- Parking of vehicle of site operatives and visitors (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction);
- Routes for construction traffic;
- Any temporary access to the site;
- Locations for loading/unloading and storage of plant, waste and construction materials;
- Method of preventing mud and dust being carried onto the highway;
- Arrangements for turning vehicles;
- Arrangements to receive abnormal loads or unusually large vehicles; and
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Reason: In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development.

POC1 Completion of Vehicular Access – Shown on the approved plans

No building or use hereby permitted shall be occupied or use commenced until the means of access for vehicles, pedestrians and/or cyclists have been constructed and completed in accordance with the approved plans.

Reason: In the interest of highway safety.

POC5 Completion and Maintenance of Car/Vehicle Parking – Shown on approved plans

No building or use hereby permitted shall be occupied or use commenced until the car/vehicle parking area and turning space associated with each building within the development (including garages and car ports where proposed) shown on the approved plans PL005 Rev B and SK25 Revision: F has been completed and thereafter the area shall be kept free of obstruction and available for the parking of vehicles associated with the development.

Reason: To ensure that there are adequate parking facilities to serve the development constructed to an acceptable standard.

POC6 Completion and Maintenance of Cycle Provision

The development hereby permitted shall not be occupied until cycle storage facilities for a minimum of 2 no. bicycles per dwelling have been made available for use and those facilities shall be maintained for the duration of the development.

Reason: To ensure the provision and availability of adequate cycle parking.

POC10 Travel Plan – Submitted

Prior to occupation or use commenced, evidence that the pre-occupation elements of the approved Travel Plan have been put in place shall be prepared, submitted to and approved

in writing by the Local Planning Authority.

The approved Travel Plan shall then be implemented, monitored and reviewed in accordance with the agreed Travel Plan to the satisfaction of Local Planning Authority unless agreed in writing by the Local Planning Authority.

Reason: To support sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking and cycling.

POC12 Provision of Pedestrian Visibility Splays

The individual vehicular accesses hereby permitted shall not be brought into use until the existing roadside frontage boundaries have been set back to provide visibility splays extending from a point 2 metres back along each edge of the access, measured from the carriageway edge, extending at an angle of 45 degrees to the footway, and the area between those splays and the footway shall be reduced in level and thereafter maintained so as to provide clear visibility at a height of 600mm above the adjacent footway level and shall be maintained as such for the duration of the development.

Reason: To ensure motorists have clear and unrestricted views of approaching pedestrians when pulling out onto the adopted highway, in the interest of highway safety.

POC15 Electric Vehicle Charging Points

The development hereby permitted shall not be first occupied until the proposed dwellings have been fitted with an electric vehicle charging point. The charging points shall comply with BS EN 62196 Mode 3 or 4 charging and BS EN 61851. The electric vehicle charging points shall be retained for the lifetime of the development unless they need to be replaced in which case the replacement charging point(s) shall be of the same specification or a higher specification in terms of charging performance.

Reason: To promote sustainable travel and healthy communities.

POC19 Retention of Garage/Car Parking Space(s)

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and/or re-enacting that Order) the garage/car parking space(s) hereby permitted shall be retained as such and shall not be used for any purpose other than the garaging of private motor vehicles associated with the residential occupation of the property and ancillary domestic storage without the grant of further specific planning permission from the Local Planning Authority.

Reason: To retain garage/car space for parking purposes.

Notes & Advice:

A4 Works on the Public Highway

The development hereby approved includes the carrying out of work on the adopted highway. You are advised that before undertaking work on the adopted highway you must enter into a highway agreement under Section 278 of the Highways Act 1980 with the County Council, which would specify the works and the terms and conditions under which they are to be carried out.

Contact the Highway Authority's Legal Agreements Development Management Team at highwaylegalagreements@gloucestershire.gov.uk allowing sufficient time for the preparation and signing of the Agreement. You will be required to pay fees to cover the Councils costs in undertaking the following actions:

i. Drafting the Agreement
ii. A Monitoring Fee
iii. Approving the highway details

iv. Inspecting the highway works

Planning permission is not permission to work in the highway. A Highway Agreement under Section 278 of the Highways Act 1980 must be completed, the bond secured and the Highway Authority's technical approval and inspection fees paid before any drawings will be considered and approved.

A6 Highway to be adopted

The development hereby approved includes the construction of new highway. To be considered for adoption and ongoing maintenance at the public expense it must be constructed to the Highway Authority's standards and terms for the phasing of the development. You are advised that you must enter into a highway agreement under Section 38 of the Highways Act 1980. The development will be bound by Sections 219 to 225 (the Advance Payments Code) of the Highways Act 1980.

Contact the Highway Authority's Legal Agreements Development Management Team at highwaylegalagreements@gloucestershire.gov.uk. You will be required to pay fees to cover the Councils cost's in undertaking the following actions:

I. Drafting the Agreement
II. Set up costs
III. Approving the highway details
IV. Inspecting the highway works

You should enter into discussions with statutory undertakers as soon as possible to co-ordinate the laying of services under any new highways to be adopted by the Highway Authority.

The Highway Authority's technical approval inspection fees must be paid before any drawings will be considered and approved. Once technical approval has been granted a Highway Agreement under Section 38 of the Highways Act 1980 must be completed and the bond secured.

A8 Impact on the highway network during construction

The development hereby approved and any associated highway works required, is likely to impact on the operation of the highway network during its construction (and any demolition required). You are advised to contact the Highway Authorities Network Management Team at Network&TrafficManagement@gloucestershire.gov.uk before undertaking any work, to discuss any temporary traffic management measures required, such as footway, Public Right of Way, carriageway closures or temporary parking restrictions a minimum of eight weeks prior to any activity on site to enable Temporary Traffic Regulation Orders to be prepared and a programme of Temporary Traffic Management measures to be agreed.

A17 Construction Environmental Management Plan (CEMP)

It is expected that contractors are registered with the Considerate Constructors scheme and comply with the code of conduct in full, but particularly reference is made to "respecting the community" this says:

Constructors should give utmost consideration to their impact on neighbours and the public

- Informing, respecting and showing courtesy to those affected by the work;
- Minimising the impact of deliveries, parking and work on the public highway;
- Contributing to and supporting the local community and economy; and
- Working to create a positive and enduring impression, and promoting the Code.

The CEMP should clearly identify how the principle contractor will engage with the local community; this should be tailored to local circumstances. Contractors should also confirm how they will manage any local concerns and complaints and provide an agreed Service Level Agreement for responding to said issues.

Contractors should ensure that courtesy boards are provided and information shared with the local community relating to the timing of operations and contact details for the site

	coordinator in the event of any difficulties. This does not offer any relief to obligations under existing Legislation.
	
	CEMP can include but is not limited to:
	
	• A construction programme including phasing of works;
	• 24 hour emergency contact number;
	• Hours of operation;
	• Expected number and type of vehicles accessing the site;
	  o Deliveries, waste, cranes, equipment, plant, works, visitors;
	  o Size of construction vehicles;
	  o The use of a consolidation operation or scheme for the delivery of materials and goods;
	  o Phasing of works;
	• Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction):
	  o Programming;
	  o Waste management;
	  o Construction methodology;
	  o Shared deliveries;
	  o Car sharing;
	  o Travel planning;
	  o Local workforce;
	  o Parking facilities for staff and visitors;
	  o On-site facilities;
	  o A scheme to encourage the use of public transport and cycling;
	• Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residual roads;
	• Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
	• Location for storage of plant/waste/construction materials;
	• Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
	• Arrangements to receive abnormal loads or unusually large vehicles;
	• Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
	• Any necessary temporary traffic management measures;
	• Measures to protect vulnerable road users (cyclists and pedestrians);
	• Arrangements for temporary facilities for any bus stops or routes;
	• Highway Condition survey;
	• Method of preventing mud being carried onto the highway; and
	• Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Required consultation:	**ITU**		**Highways Records**	
	Rd Safety		**Fire Service**	
	PROW		**Structures**	
	LHM		**Police**	