

INTERNAL MEMORANDUM

FROM: D&E HIGHWAYS & TRANSPORT

Date: 15 December 2015, Addendum 18th January 2016

Development Control Case Officer: Lee Bowering

Application No: 15/P/1488/O
Location : Land at Arnold's Way, Yatton
Proposal : Outline planning application for up to 200 dwellings including specialist housing units, land for a primary school, open space and all associated infrastructure

Formal comments from Highways Development Management

The Site

The application site comprises agricultural land on the northern side of Yatton. It lies to the south-west of the B3133 North End Road and to the north-west of Arnold's Way. At the eastern corner of the site is the existing roundabout junction of Arnold's Way with North End Road. The site is just north of the Bloor Phase 1 development which was the subject of, planning application 14/0191/O.

B3133 North End Road is a B-class highway subject to a 40mph limit in the environs of the application site. Arnold's Way is an unclassified Class 4 highway subject to a 30mph limit.

The Application

This is an outline application for the development of up to 200 dwellings, including specialist housing units; up to 1.84ha of land for a primary school; open space; and all associated infrastructure. All matters aside from access are reserved for subsequent approval. Access for the development is proposed to be taken through the approved Phase 1 development, which joins the highway network via an improved layout to the Arnolds Way/ North End roundabout. This is described in further detail below. The application is supported by a Transport Assessment prepared by TPA.

Parking

The TA supporting the application makes reference to the Parking Standards SPD. Car parking is a reserved matter and not for consideration as part of this outline application.

Access

Access for Phase 1 was approved via a fourth arm on the existing Arnolds Way/North End Road roundabout. This scheme involved a larger central island, and enlarged inscribed circle diameter. The new fourth arm would be 6metres in width, narrowing to 5.5 metres within the site. In addition, an emergency access is to be provided from Arnolds Way, which takes the form of a simple priority junction.

There has been a subsequent planning application (the Hallam application ref 14/P/2017/O) on land to the north east of North End Road, which requires further alterations to this roundabout to provide a fifth arm. Within the TA supporting this planning application the applicant has tested two scenarios; one which considers whether the proposed four arm scheme can accommodate the two phases of the Bloor development, and a sensitivity test which looks at the operation of both phases of Bloor and the Hallam proposal. The applicant has tested the operation of the proposed

enlarged junction using ARCADY, which is the industry recognised tool for assessing the theoretical capacity of new junctions. This is discussed in further detail below.

Highway Considerations

Traffic generation

The application is supported by a transport assessment (TA) which uses the TRICS database to forecast the number of new trips which might be generated by the proposed development. NSC Highways are satisfied with the parameters and methodology used to do this.

The TA predicts that the whole quantum of the proposed development would generate an additional 345 and 158 two-way vehicle movements during the morning and evening peak periods respectively. Of the 345 trips in the morning peak, 111 would be from the residential development and 234 from the proposed primary school. Of the 158 trips in the evening peak, 110 would be residential and 48 would be primary school based.

The applicant has not considered the potential for internalisation or the linking of trips within the TA. It is likely that a new primary school in this location would attract a large proportion of trips from within the Phase 1 and 2 Bloor development, as well as from housing on the Hallam site. The assessment completed by the applicant is therefore overly robust and represents very much a worst case assessment. However it would have been useful for the applicant to have considered trip reduction within their assessment.

Traffic distribution

The applicant has used traffic count data collected in 2013 on which to base the traffic distribution calculations. The base traffic data has been factored-up using the TEMPRO tool to forecast the future traffic conditions in 2015 and 2020. Highways is concerned that the applicant has applied the same distributions for both the school trips and the housing trips, with no justification in the TA for this methodology.

Traffic assignment diagrams provided within the TS do not appear to reflect the traffic generation predicted for the development. For the scenario '*Traffic Flows – 2020 base + development + committed*' the diagrams show a total two way flow of 138 trips to/from the site access. Considering the TA is predicting that the development will generate in excess of 345 trips in the morning peak, it is unclear how this is being distributed onto the highway network. It is essential that the applicant provide clarification of this apparent inconsistency.

Until such time as these queries regarding distribution and assignment are answered satisfactorily Highways have no choice but to recommend that the application is refused due to insufficient or unclear information within the TA.

Junction Access Modelling

Notwithstanding the concerns with distribution and assignment we have reviewed the outputs of the modelling and provide comments below. The applicant's capacity assessment has used a future year of 2020, and has applied TEMPRO growth to their 2013 survey data to determine 2020 traffic volumes. This methodology is accepted by Highways.

When considering the outputs from ARCADY, a ratio of flow to capacity (RFC) figure of 0.85 indicates that the junction is approaching its theoretical capacity. Figures over 1 indicate the junction is over capacity, and will result in excessive queuing and delay. The modelling completed by the applicant indicates that in the morning peak, the biggest impact will be North End Road East, with an RFC of 0.93 and subsequent queue of 9.7 vehicles. In the evening peak the biggest impact is predicted to be at North End West, with an RFC of 0.86 and resulting queue of 5.61 vehicles. Whilst an RFC of 0.93 is not desirable, and highways would prefer to see a junction

maintained with RFC's lower than 0.85 it is important to consider the impact of this on the delay likely to be experienced by users on the network.

The modelling work completed in support of the Hallam Site indicates that with both Phase 1 Bloor and the Hallam land site built; the largest impact would again be on North End Road in the morning peak, and North End Road west in the evening peak. This assessment demonstrates a maximum RFC of 0.79 in the morning peak, and 0.78 in the evening peak. Highways was content with this impact when we were consulted on the Hallam application, and therefore the consideration of the impact of the proposals before me must be against this agreed position. The results are shown below.

Arm		Bloor Phase 1 + Hallam		Bloor Phase 1 + 2 + Hallam	
		RFC	Queuing (veh)	RFC	Queuing (veh)
AM Peak	North End Road (west)	0.61	1.57	0.74	2.74
	Hallam Site	0.11	0.12	0.12	0.13
	North End Road (east)	0.79	3.62	0.93	9.7
	Arnold's Way	0.16	0.19	0.19	0.24
	Site Access	0.11	0.12	0.27	0.36
PM Peak	North End Road (west)	0.78	3.39	0.86	5.61
	Hallam Site	0.06	0.07	0.07	0.07
	North End Road (east)	0.61	1.55	0.67	2.01
	Arnold's Way	0.16	0.2	0.15	0.18
	Site Access	0.05	0.06	0.12	0.13

Again, whilst there are concerns in respect of the modelling, the TA is predicting only slight increases of queuing and delay on the highway network, and not to an extent that would be considered 'severe' as defined by paragraph 32 of NPPF.

These checks are of course set against the background of the concerns about the traffic distribution and assignment and therefore the conclusion above is provisional pending a detailed response from the applicant to those concerns.

Public Transport

Existing bus stops are located on North End Road (North End Farm), as well as stops at North End Roundabout. These are served by services 1, 78 and X5. In addition, First Bus run the A2 service from Yatton Railway station, which is within walking distance to this development site.

For Phase 1 considerable contributions were secured through S106 to deliver improvements to both the services and stops in this location. Once these improvements have been funded it is expected there will be potential for users of this site to make use of these improved services. Highways are not, therefore, seeking additional contributions towards bus improvements as part of this application.

However, there is a requirement for the applicant to provide a contribution of £120 per dwelling (£24,000 total) towards travel information packs, public transport taster tickets and cycle vouchers. These contributions are required in order to ensure the development is not reliant on single occupancy car vehicle trips.

Development Impact

The applicant has failed to consider the impact of their development on the centre of Yatton. This part of the network is recognised as being sensitive. It experiences high levels of through-traffic, and is prone to traffic queues and delays. The impact of this additional traffic on the already sensitive High Street is likely to be disproportionately large, and this has not been considered by the applicant within their assessment. As it stands, the TA is deficient in its assessment of the

highway network, and the proposals are therefore contrary to Policy T/10 of the replacement Local Plan.

Recommendation: Based on the assessment completed to date, Highways has no option but to recommend that the application is refused. The TA includes apparent errors or confused information, in part, and the applicant has failed to adequately assess the impact of their development on both the site access, and the wider highway network. The proposals are therefore contrary to Policy T/10 of the replacement Local Plan.

ADDENDUM 18TH JANUARY 2016

Additional information has been received from the applicant in respect of the potential generation, distribution and assignment of trips to the Highway network.

Trip generation and distribution

From the submitted Transport Assessment and supporting traffic flow diagrams it was not clear what the total generation of the site was likely to be. This confusion has stemmed from the TA making including a trip generation assessment for land which could site a Primary School, but which does not form part of this planning application. Following this clarification Highways are content with the trip generations and distribution of development traffic.

Impact on Yatton

Highways previously raised concerns about the potential impact of the Bloor Phase 1 and Hallam developments on the B3133 through Yatton. In both cases, which have been the subject of separate applications, following negotiations the developers have agreed to pay considerable S106 monies to the Council to cover the costs of design, consultation on, and implementation of, local traffic management measures to improve safety and ease traffic flow, and also to fund sustainable travel measures. Taken together it was considered that those measures would mitigate the impact of those developments.

This Bloor Phase 2 application is predicted to add a maximum of 50 vehicles along Yatton High Street in the morning peak hour, which is less than one additional vehicle per minute, and well within the normal daily variation in peak hour flows on the route. Subject to the implementation of the local traffic management measures funded by the Bloor Phase 1 and Hallam developments (described above), the additional traffic generated by this application would not give rise to a material impact in accordance with paragraph 32 of NPPF such that it would justify refusal of the application.

Conclusion and Recommendation

Initially Highways officers were concerned about uncertainties and a lack of clarity in the transport evidence supporting this application and this was reflected in the initial highways response of 15 December 2015. Following receipt of additional evidence and clarification from the applicant in respect of the assessment of trip generations and distribution, Highways are now content that the Transport Assessment is robust.

It is therefore recommended that, having regard to the test of paragraph 32 of NPPF, there is no highways objection to the application.