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Gloucester City Council  
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Highways Development  
Management  
Economy Environment and  
Infrastructure  
Shire Hall  
Westgate Street  
Gloucester  
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23<sup>rd</sup> June 2022  
Your ref: 20/00315  
Ask for: Stephen Hawley

Dear Joann Meneaud

**TOWN AND COUNTRY PLANNING ACT 1990  
(DEVELOPMENT MANAGEMENT PROCEDURE) (ENGLAND) ORDER 2015  
ARTICLE 18 CONSULTATION WITH HIGHWAY AUTHORITY**

**PROPOSAL:** Outline planning application for the erection of up to 215 dwellings with public open space, structural planting and landscaping, surface water flood mitigation and attenuation and vehicular access point from Hempsted Lane. All matters reserved except for means of vehicular access

**LOCATION:** Land at Hill Farm, Hempsted Lane Gloucester, Gloucestershire, GL2 5LA

**APPLICANT:** Gladman Developments Ltd

Gloucestershire County Council, the Highway Authority acting in its role as Statutory Consultee has undertaken a full assessment of this planning application. Based on the appraisal of the development proposals the Highways Development Management Manager on behalf of the County Council, under Article 18 of the Town and Country Planning (Development Management Procedure)(England) Order, 2015 has **no objection subject to conditions and financial obligations.**

The justification for this decision is provided below.

Following on from the Highway Authority's recommendation dated 2<sup>nd</sup> July 2020 the applicant has indicated their intention to appeal its determination to the Planning Inspectorate, as such it is necessarily for the Highway Authority to proactively engage with the appellant to resolve any differences as far as possible. As such the Highway Authority and the appellants Highway consultant have met, and this has resulted in the publication of 3 transport notes. Those technical notes have been provided to the Local Planning Authority and as such are in the public domain.

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It is also noted that the application description has changed to reflect the quantum of development is now upto 215 dwellings which in turn will reduce the trip generation by all modes.

Below is a summary of what matters have been updated and clarified.

## **Sustainable Travel**

### Active Travel

The applicant has confirmed that they are willing to provide pedestrian and bicycle access onto the A430, there is also the opportunity to provide better pedestrian access from the Hempsted Lane access point. Whilst a condition is recommended it needs to be reviewed alongside the emerging layout which would form part of a future reserved matters plan, as such it is not appropriate to fix the location or form of the access point(s) at this time.

The appellant has also reviewed the quality of the walking and cycling route to reach existing infrastructure and services, and in particular the walking route to Hempsted Primary School. The assessment identifies that the route is generally suitable, however improvements are needed to 2 pedestrian crossing points, it is recommended that a contribution be made to allow the Highway Authority the ability to make the necessary changes. Access to the canal towpath is considered to be suitable in its current form.

### Public Transport

The appellant has provided a detail to indicate the extent of development that would fall within the notional 400m walking distance to a bus stop. This doesn't account for a new pedestrian access onto the A430 or how residents might access the off peak 11 service in Hempsted Lane. The drawing suggests about 1/3 of the likely residential development falls within the 400m distance. The Highway Authority estimates that the majority of the site falls within 800m of the stops on the A430. It is clear that there is a deficiency based on distance alone, it therefore needs to be considered if there are any mitigating factors that would offset this. The site is relatively flat, linear in nature and is not bound by a master plan, as such it is considered that it is within the appellants gift to deliver a direct and high quality pedestrian environment which would still encourage access to bus services. Furthermore, the off peak services offered in Hempstead Lane would provide a reasonable and relatively close alternative for residents wishing to travel off peak ie a non commuter service. Accounting for the frequency of services, the potential walking environment, and off peak alternatives the ability to access bus services is considered to be acceptable.

### Travel Plan

The appellant recognises that the travel plan can be improved and suggests this is best addressed at a later stage via a planning condition. The Highway Authority considers that the site is in reasonable access of services and as such it is realistic to achieve a high level of modeshift away from single occupancy vehicle trips. The appellant is not a house builder, so it is likely that if permitted a housebuilder will need to pursue a reserved matters application and then construct the development. This all results in several years passing, and as such it is more appropriate to prepare a travel plan prior to the point of occupation based on the transport environment at the time. The County Councils climate change strategy seeks for a 30% modeshift and as such the reserved matters design and future travel plan

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should be developed to achieve this. The Highway Authority therefore agrees that a condition is a suitable way to address this item, but it remains necessary to secure a travel plan bond and monitoring contribution at this stage through a bilateral planning obligation. A condition is recommended below to address this matter.

## **Vehicle Impact**

### Trip Rates

The Highway Authority recognises that there remains uncertainty as a result of the covid pandemic on likely travel patterns and as such the validation by a donor site would not necessarily provide a robust approach. The appellant has reviewed the trip rates against other developments and finds them to remain suitable, the Highway Authority considers them to be low without the active travel interventions listed above, however subject to their delivery the trip rates are considered to be acceptable.

### Distribution

The applicant has used the 2019 data set in their appraisal and the Highway Authority has undertaken a further review of historic vehicle patterns to validate the position. Having concluded this exercise the Highway Authority considers that the assessment represents a likely vehicle assignment.

### Cumulative Impact

The appellant has undertaken a further assessment of the impact in 2031 which has used TEMPRO growth factors and matches the local plan period. This is considered to be a reasonable approach recognising the site is not allocated in the current plan and given the background traffic flows. The assessment methodology is suitable and has applied the correct growth factors. It is therefore considered to have addressed the cumulative impact of other development.

### Junction Modelling

Two errors had previously been identified in the model coding. The applicant has corrected the most sensitive of these junctions A430/Hempsted Lane and the reported outcomes are agreed. With regards to the A430/The Gallops/Soren Larsen Way junction the coding hasn't been corrected however having considered the level of capacity shown and the likely impact of recoding the model it is concluded that it would have little impact and not change the overall conclusions. As such the modelling work is now accepted and demonstrates that the impact of the development would not be severe.

### Site Access

Speed data has been provided to evidence the suitability of the visibility splays. The data collected indicates a small increase in splay line is needed beyond that proposed, it is clear that this is achievable without detriment and as such it is recommended that this matter can be addressed through a suitably worded planning condition.

### Permeability

Whilst the layout suggests several pedestrian access points to the site, the concerns primarily related to the A430 which is a key route. The above mentioned agreement to provide a dedicated active travel access addresses this topic.

## **Master Plan**

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The concerns relating to the master plan were for noting as layout is not a matter to be determined at this stage. The issue of design will have an impact on the choice of transport mode in terms of enabling active travel and perception of safety. It will be essential that any future site developer engages early with the Highway Authority to ensure that the principle of a low car ownership and low traffic neighbourhood is presented in the design.

Overall, it can be seen that the appellant has provided additional information and has accepted that certain works will be needed to make this development acceptable. It is possible to include conditions and planning obligations to address the outstanding shortcomings. Therefore, the previous recommendation of refusal can no longer be sustained given the additional evidence and agreement on key issues.

The Highway Authority has reviewed the planning application and based on the analysis of the information submitted it is concluded that there would not be an unacceptable impact on Highway Safety or a severe impact on congestion. There are no justifiable grounds on which an objection could be maintained.

### **Conditions**

#### **Provision of Vehicular Visibility Splays**

The development hereby approved shall not be occupied until visibility splays are provided from a point 0.6m above carriageway level at the centre of the access to the application site and 2.4 metres back from the near side edge of the adjoining carriageway, (measured perpendicularly), for a distance of 47 metres in each direction measured along the nearside edge of the adjoining carriageway and offset a distance of 0.6 metres from the edge of the carriageway. These splays shall thereafter be permanently kept free of all obstructions to visibility over 0.6m in height above carriageway level.

Reason: In the interests of highway safety.

#### **Site access**

The Development hereby approved shall not be occupied until the site access works shown on drawing P19105-00-03A have been constructed and completed.

REASON: To ensure the safe and free flow of traffic onto the highway.

#### **Active Travel Access**

Notwithstanding the details submitted the development hereby approved shall not commence until drawings of access for pedestrians and bicycles onto Hempsted Land and A430 Secunda Way have been submitted to and approved in writing by the Local Planning Authority; and the building shall not be occupied until those works have been constructed in accordance with the approved details.

REASON: To ensure the safe and free flow of traffic onto the highway.

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## **Electric Vehicle Charging Points**

Before first occupation, each dwelling hereby approved shall have been fitted with an Electric Vehicle Charging Point (EVCP) that complies with a technical charging performance specification, as agreed in writing by the local planning authority. Each EVCP shall be installed and available for use in accordance with the agreed specification unless replaced or upgraded to an equal or higher specification.

Reason: To promote sustainable travel and healthy communities.

## **Bicycle Parking**

No individual dwelling hereby approved shall be occupied until sheltered, secure and accessible bicycle parking has been provided in accordance with details which shall first be submitted to and approved in writing by the Local Planning Authority. The storage area shall be maintained for this purpose thereafter.

REASON: To promote sustainable travel and healthy communities

## **Residential Travel Plan**

The Development hereby approved shall not be occupied until the applicant has submitted a travel plan in writing to the Local Planning Authority that promotes sustainable forms of access to the development site and this has been approved in writing by the Local Planning Authority. This plan will thereafter be implemented and updated.

REASON: To reduce vehicle movements and promote sustainable access.

## **Construction Management Plan**

Prior to commencement of the development hereby permitted details of a construction management plan shall be submitted to and approved in writing by the Local Planning Authority. The approved plan 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);
- 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;
- Highway Condition survey;
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

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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.

## **Informatives**

### **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](mailto: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 Council's costs in undertaking the following actions:

Drafting the Agreement  
A Monitoring Fee  
Approving the highway details  
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.

### **Construction Management Plan (CMP)**

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 principal 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.

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This does not offer any relief to obligations under existing Legislation.

### **Planning Obligations**

Specific Purpose – Travel Plan Bond

Contribution - £45,425.00

Trigger – Prior to the First Occupation of any Dwelling

Retention Period – 5 Years from the occupation of the first dwelling

Specific Purpose – Travel Plan Monitoring

Contribution - £5,000.00

Trigger – Prior to the First Occupation of any Dwelling

Retention Period – 5 Years from the occupation of the first dwelling

Specific Purpose - Improvements to uncontrolled crossing points at Hempsted Lane / Court Gardens and Hempsted Lane / Hinton Close.

Contribution - £3,000.00

Trigger – Prior to the Commencement of Development

Retention Period – 5 years from Receipt

Yours Sincerely

### **STEPHEN HAWLEY**

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