

PT18/6450/O Land West of Park Farm.

Transport Response. 14/04/21.

Site Location and Access Description.

The proposed development would be located to the west of the Park Farm Development which is currently under construction.

The access for vehicles is proposed from Oldbury Lane to the north of the site via two priority T junctions with right turning lanes. These would accommodate all vehicles including buses.

A sustainable link road is proposed from the existing Park Farm development (phase 3) which will be restricted to pedestrians, cyclists and buses only. This link would be controlled with a bus gate enforced with number plate recognition camera and cctv.

Accessibility.

The Application is supported by a Transport Assessment which sets out walking and cycling distances to local facilities in Thornbury. These distances have been the subject of discussion between the Developer's Agents and Council Officers.

The table below sets out a comparison between the following:

South Gloucestershire Council Policy PSP11 appropriate distances.

Planning Application at Land South of Gloucester Road (LSOGR) to the north of Thornbury. This Application was refused by the Council including on PSP11 distance to facilities grounds. The subsequent Appeal was dismissed but not for Transport reasons – i.e. the inspector was not persuaded that the distances to facilities were too far to walk and cycle.

The distances measured by the Developer's Agent and the distances measured by Council Officers from this site Land West of Park Farm (LWOPF).

Facility	PSP11 Distance in metres	LSOGR. SGC measured Distances in metres. Nearest and furthest dwellings. All routes via Morton Fields Phase 2.	LWOPF SGC measured distances in metres from nearest and furthest dwellings.	LWOPF Developer measured distances in metres from nearest and furthest dwellings.
Retail (comparison) shops and services and/or Market towns and Town Centres (Defined in policy CS14 of Core Strategy) Coop at north end of High Street	1,200	2,205 – 2,665	1,940– 2,740. Via Alexandra Way bus or cycle pedestrian link and footpath to Victoria Close.	1,910-2,680. Via Alexandra Way bus or cycle pedestrian link and footpath to Victoria Close.
<i>(Weekly)</i> Superstore or supermarket Aldi Town centre.	1,200	2,205 – 2,665	2,100 – 2,740	2,015 – 2,788
<i>(Day to day)</i> Smaller food (convenience) shops. Location on site to be established.	1,200	1,030 – 1,490. One stop Primrose Drive. 380 – 840. Consented store Badger Road	2,000 – 2,800. Existing Coop Town centre. On-site shop proposed.	1,910 – 2,680. Existing Coop Town centre. On- site shop proposed.
Local health services	800	1,530m – 1,990m	1,565 – 2,365	1,485 – 2,250
Pharmacy	800	1,320m – 1,780m	1,740 – 2,545	1,670 – 2,440

Dedicated community centres (defined by South Gloucestershire Council) The Chantry	800	2,335m – 2,795m	1,870 – 2,670	1,865 – 2,635
Post Offices Co-op town centre	800	2,205 – 2,665	1,940 – 2,740	1,910 – 2,680
Public House. The Anchor	800 Metres	1,000 – 1,460	1,550 – 2,350	1,443- 2,215
Secondary school. Castle School	3 Miles 4,830m	1,680 – 2,080	1,370-1,990	1,141- 2,215
Primary school. Manorbrook	2 Miles. 3,220m	1,340 – 1,800	1,190 – 1,810. New primary school proposed on site	1,012 – 1,780. New primary school proposed on site.
Major employers Designated Town Centres and Safeguarded Employment Areas (Defined in Policy CS12 of Core Strategy). Limited employment opportunities	2,000 Metres	Town centre 2,205m – 2,665m Midland Way 2,880m – 3,340m	Town centre 1,940 – 2,740 Midland Way. 2,710 – 3,510	1,910 – 2,680 2,820 – 3,590
Bus stops.		To be provided on site within 400m of all dwellings.	To be provided on site within 400m of all dwellings.	To be provided on site within 400m of all dwellings.

The distances in the table above which are in excess of the appropriate distance in Policy PSP11 are not ideal however it should be noted the distance in the policy are not absolute and the proximity of major destinations such as employment areas and the town centre should be given greater weight. There are employment areas at

Thornbury Town Centre between 1.9Km and 2.7Km walking / cycling distance and at the Midland Road Industrial area which is between 2.7Km and 3.5Km.

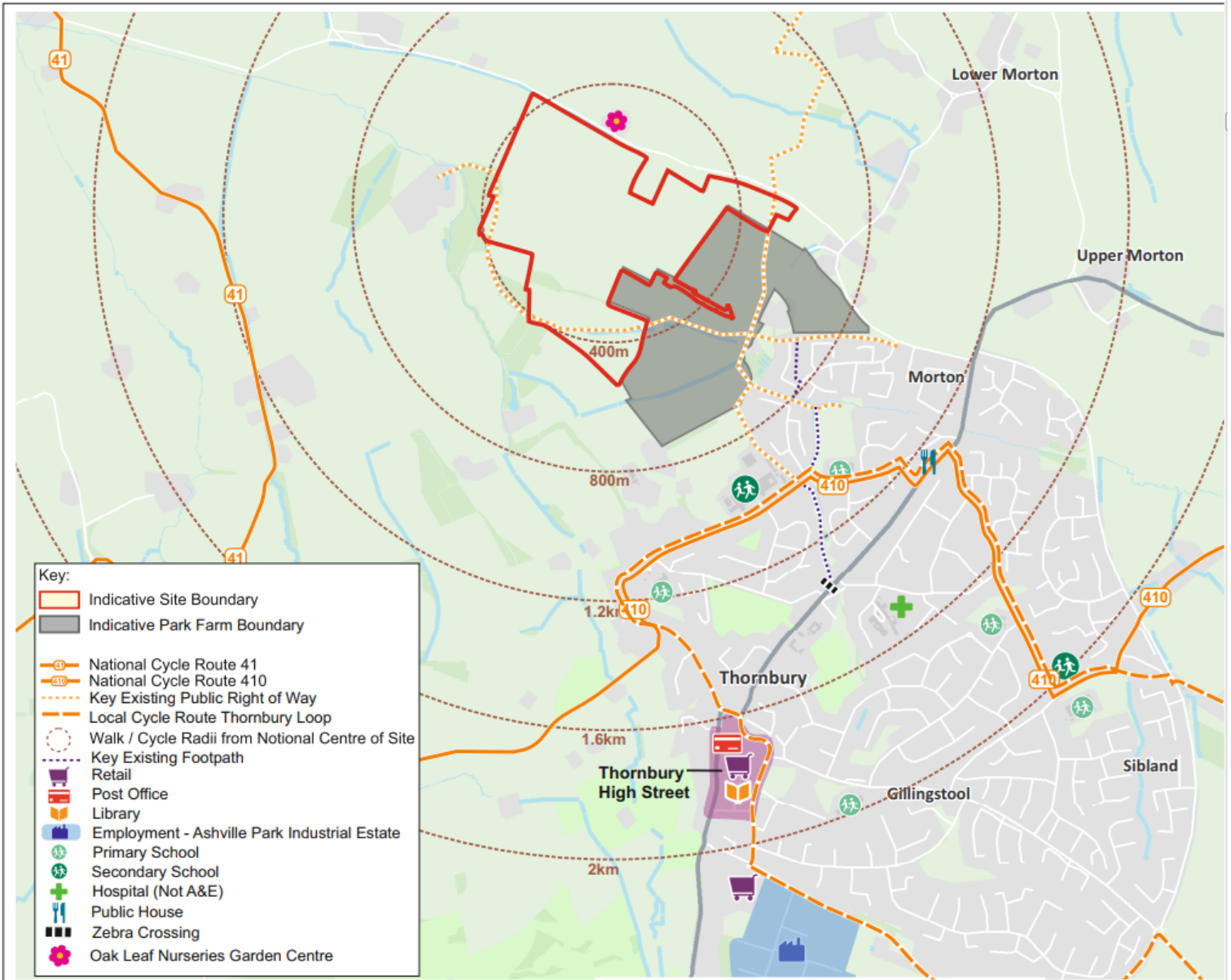
Legal advice is that other recent Planning Decisions in the area are a material consideration in determining this Application. It is therefore worth noting the Inspectors assessment set out in paragraphs 28 and 29 in the Decision Notice of the walking and cycling accessibility to key facilities in relation to a development proposal of 350 dwelling on Land South of Gloucester Road to the north of Thornbury.

28. Most of the key services and facilities within Thornbury fall outside the walking distances listed in PSP11. However, the supporting text makes it clear that the distances listed are not a pass or fail criteria and a failure to meet PSP11 (3) does not mean that a development would be unacceptable. Any breach is to be considered in the balance with other DP/Framework objectives along with the degree of harm arising. Moreover, the supporting text recognises that dedicated walking and cycling routes may facilitate access to key services and facilities beyond the walking distances listed and in applying the policy consideration should be given to the distances as travelled.
29. Manual for Streets indicates that walking offers the greatest potential to replace short car trips particularly under 2km, a walk time of some 25 minutes. On this measure there are a significant number of facilities and services that would provide for the day-to-day needs of residents within the 25-minute isochrone. Whilst the town centre is beyond that, a walk time of some 30 to 35 minutes, the routes did not strike me as an unacceptable walk for some types of trip. Moreover, most key services and facilities are within an acceptable cycling distance/time of the development.

The walking distances from the two sites to local facilities are broadly similar.

It should also be noted that this development proposal includes land for a Primary School and up to 700m² for retail and community hub.

The map below shows the walking and cycling routes between the site outlined in red and the local facilities in Thornbury.



Lower Morton

Upper Morton

Morton

Thornbury

Sibland

Gillingstool

Thornbury High Street

400m

800m

1.2km

1.6km

2km

41

41

41

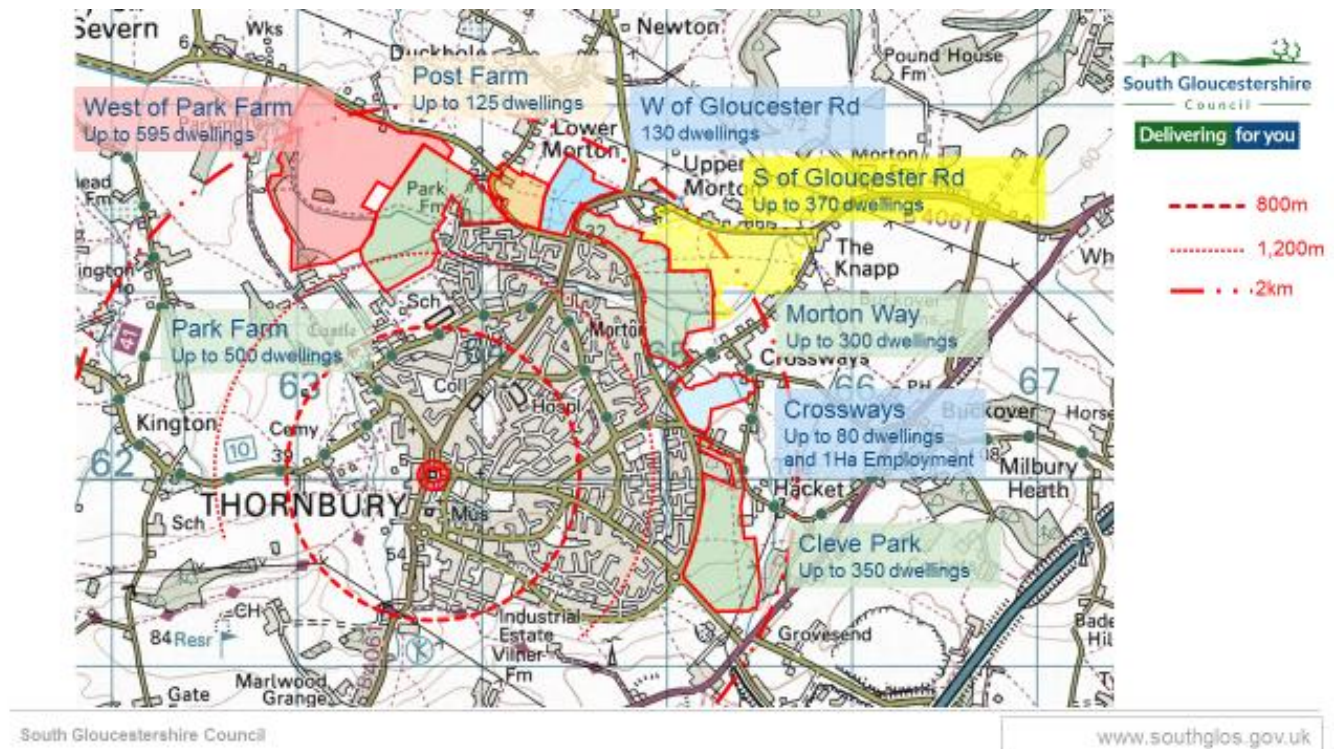
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The map below shows the respective locations of this Application site, other consented developments in the last 10 years, and the site for 370 dwellings on Land South of Gloucester Road that was dismissed at Appeal, but not on distance to facilities (PSP11) grounds. The distances indicated are taken from The Swan in the High Street.



South Gloucestershire Council Core Strategy Policy CS33 requires development in North Thornbury to address the need for improved sustainable transport links to the Town Centre via Park Road. These would come forward in association with the Park Farm development in the form of a bus, walking and cycling only link incorporated into any future planning application on the Council owned land currently occupied by the Alexandra Way Residential Care Home or an upgrade of the existing public right of way route to Victoria Close to a walking and cycling link.

Public Transport.

The site is currently beyond a reasonable walking distance from existing bus services. It is proposed that the service to be provided through Park Farm with start-up funding from that development would be extended through this site via an internal Park Farm road which would be upgraded to a suitable standard for buses. There would be a bus gate link between the two sites to prevent use by general traffic. The bus would loop back to Butt Lane via Oldbury Lane. Localised widening would be provided along Oldbury Lane and Butt Lane to enable buses to travel in either direction passing one another and large HGV's which currently use this route to the Power Station.

Bus stops with shelters and Real Time Information would be provided within 400m of all dwellings on the site. The concept locations of the bus stops within the new development are agreed. The bus stops on the adjacent Park Farm development would need to be relocated if and when the Alexandra Way bus link associated with the Park Farm Development comes forward. Provision for this will be included in the S106 Agreement.

The Developer has submitted a bus service business case which predicts that with the implementation of a Residential Travel Plan the patronage from this development will make the Park Farm bus service a commercial operation, and as such no further start-up funding is needed other than £10,000 to cover the cost of administering the changes.

A contribution of £20,500 has been agreed towards two new bus shelters at The Plain and Rock Street in Thornbury town centre.

Site Access.

Access to the site would be provided from two new priority vehicle junctions from Oldbury Lane. These junctions would incorporate right turn lanes and be designed to accommodate buses. Street lighting would be provided on Oldbury Lane along with a reduction in the speed limit from the national speed limit to 40mph.

A third (sustainable link) access would be provided via the Park Farm development currently under construction. This link would provide for walking, cycling and buses only. A bus gate controlled by a camera and cctv will ensure the link is not used by general traffic. This link and the control measures would be secured in a s106 Agreement.

Impact on Local Highway network.

The Application is supported by a Transport Assessment, the scope of which was agreed with the Council beforehand. The vehicle trip rates derived from local surveys, extent of the highway network and list of junctions assessed for a future year of 2028 have all been agreed with the Council. The modelling of these junctions has been checked and agreed by Transport DC Officers.

To address the impact of development traffic on the highway network the following improvements have been agreed, all of which will be secured in a s106 Agreement:

1. Oldbury Lane and Butt Lane.

Localised road widening to accommodate buses in both directions and buses passing HGV's associated with the power station.

2. Butt Lane junction with Gloucester Road and Morton Way.

Road widening and signalisation of the junction to accommodate the extra traffic plus signal controlled crossings for pedestrians and cyclists.

3. A38 junction with B4509 Falfield.

Extension of right turn lane to provide additional capacity on the northbound arm of the A38 for vehicles accessing the M5 at junction 14.

4. M5 Junction 14

The Developer jointly assessed the impact at Junction 14 and the adjacent junction of the A38 with the B4509 using Highways England's VISSIM Model of that area. This work identified the following: A significant increase in queuing on the A38 Northbound arm of the junction with the B4509 during the AM peak hour. An increase in queuing on the M5 northbound off-slip during AM peak hour which extended into the mainline of the M5. Given that some time has elapsed since the Developer modelled the junction, Highways England have reviewed the amount of committed development in the area and remodelled the junctions. The results indicated a further increase in the M5 northbound off slip queue into the M5 mainline of traffic. On the basis that the development exacerbates an existing mainline queue HE have recommended a condition be placed on the Development to implement an improvement scheme extending the length of the M5 northbound off slip road. Transport officers are supportive of this requirement on highway safety grounds.

5. Gloucester Road in Thornbury near the Anchor Inn.

Traffic from the development would increase the degree of difficulty experienced by pedestrians crossing Gloucester Road at the existing central refuge crossing point to access Manorbrook primary and Castle Senior schools in particular.

The Applicant has agreed to either fund or construct an upgrade of the existing island into a Zebra Crossing.

6. A38 junctions at B4061 Almondsbury, and at Church Road

The combined impact from all developments in Thornbury will result in increased queues forming at the A38 junctions with the B4061 and Church Road (Rudgeway). Contributions towards improvement to mitigate the impact of the development at these junctions have been agreed and will be secured in a s106 Agreement.

Design and Access Statement.

The Application is accompanied with a Design and Access Statement (DAS). This document includes details of the internal road hierarchy, general site layout, parking arrangements and movement strategy. These details are consistent with National and South Gloucestershire Council guidance and have been agreed. The DAS will inform the Reserved Matters Planning Application.

Travel Plan.

A Framework Travel Plan (FTP) has been submitted to support the Planning Application.

The FTP includes measure, incentives, targets and management details designed to promote sustainable travel to and from the site and in particular reduce the number of single occupancy vehicle journeys.

The Applicant has also agreed to fund a car club for a period of 4 years at a cost of £38,000.

Summary.

The submitted Transport information demonstrates that the impact of the development on the surrounding highway network can be mitigated by improvements secured in a s106 Agreement which will also include measures to improve sustainable access to the development in accordance with Council Policies CS8 and PSP11.

S106 Transport obligations are:

Contributions

A38 junction with B4061 and Church Road £171,208. Indexed from November 2019.

Gloucester Road Zebra Crossing £73,500 Indexed from March 2020. (Or highway works carried by the Developer)

Town Centre Bus Stop shelters £20,500. Indexed from March 2020.

Bus Service extension administration. £10,000. Indexed from August 2019

Town Centre Cycle Parking £4,000. Indexed from November 2019.

Highway Works.

Site access works Dwg 39209/5501/SK15 Rev A. To include provision for a reduction in the maximum speed limit from the national speed limit to 40mph and street lighting along Oldbury Lane from western site access to the existing lighting on Butt Lane.

Sustainable Travel Link along Buttercup Road to include a bus gate with camera control and cctv. Dwg 39209/5501/SK25 Rev A.

Provision of bus stops with shelters and RTI to suite either.

Option 1. Alexandra Way bus link route. Fig 5.1 B

Option 2. Loop route around Park Farm, LWOPF and Oldbury Lane. Fig 5.2 B

Widening scheme at localised points along Butt Lane and Oldbury Lane. Dwgs. 39209/5501/SK24 Rev A. and 39209/5501/SK23 Rev A.

New signalised junction at Butt Lane, Gloucester Road and Morton Way to include pedestrian crossing facilities and ASL's for cyclists. Dwg39209/5501/SK08 Rev H.

Junction improvements at A38, B4509. Dwg 39209/5501/SK37 Rev B.

Travel Plan.

To include options for either the Developer to implement with a monitoring fee of £1,000 per year for SGC or SGC to implement with a management contribution of £375 per dwelling.

A contribution of £38,000 towards a car club car for a minimum of four years.

All Travel Plan and Car Club contributions to be indexed from August 2019.

The S106 obligations listed above are necessary to make the development acceptable in terms of transport and the requirements of South Gloucestershire Policies CS1, CS8 and PSP11. They are directly related to the development and fairly and reasonably related in scale and kind to the development.

Conditions.

Prior to the approval of the first Reserved Matters Application a phasing plan comprising of the matters below shall be submitted to and approved in writing by the Local Planning Authority:

The provision of transport infrastructure for all modes of travel to connect each occupied dwelling to the existing transport infrastructure including connections to adjacent sites and parcels.

Provision of high quality bus stop facilities within 400m of each occupied dwelling.

Provision of the sustainable transport link to Barley Fields including a bus gate controlled with a camera and cctv.

The phasing plan shall be in accordance with the Design and Access Statement.

Reason: To ensure each dwelling as soon as it is occupied is provided with safe and suitable access to local facilities and the adjacent highway network by all modes of travel in accordance with policies CS1, CS8 and PSP11.

A combined drainage, landscaping and street lighting plan shall be submitted with each Reserved Matters Application.

Reason: To ensure a comprehensively planned development in accordance with policies CS1, CS8 and PSP11.

A site specific Construction Environmental Management Plan (CEMP), shall be agreed in writing with the Local Planning Authority prior to commencement of work. The CEMP as approved by the Council shall be fully complied with at all times.

The CEMP shall address the following matters:

- (i) Measures to control the tracking of mud off-site from vehicles including the provision of wheel washing facilities.
- (ii) Measures to control dust from the demolition and construction works approved.
- (iii) Adequate provision of fuel oil storage, landing, delivery and use, and how any spillage can be dealt with and contained.
- (iv) Adequate provision for the delivery and storage of materials.
- (v) Adequate provision for contractor parking.
- (vi) A lorry routing schedule.

- (vii) Procedures for maintaining good public relations including complaint management, public consultation and liaison.
- (viii) Main Contractor membership of Considerate Contractor Scheme..
- (iv) Contact details for the Site Manager.

Reason

In the interests highway safety and to accord with Policies PSP11 of the adopted South Gloucestershire Policies, Sites and Places DPD.

No dwelling or community facility shall be occupied until that dwelling or community facility has been connected to the public highway by a road constructed to at least base course level and a footway or shared surface constructed to surface level and provided with street lighting.

Reason: In the interest of highway safety and to ensure that all dwellings and community facilities are provided with a safe and suitable access in accordance with policies CS1, CS8 and PSP11.

No dwelling shall be occupied until car and cycle parking has been provided for that dwelling in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of highway safety, to promote sustainable travel and to accord with policies PSP11 and PSP16.

Each reserved matters application shall include an Electric Vehicle Charging Strategy to provide dwellings, communal and public parking areas with electric vehicle charging points in accordance with Council guidance at the time the reserved matters is submitted.

Reason: To promote sustainable travel and to accord with policy CS8.

Kind regards.

Chris Rose

Senior Engineer

Transport Development Control

Strategic Infrastructure

Department of Environment & Community Services

South Gloucestershire Council

