

MEMORANDUM

To : Consultee

From : Mr C Brace, Planning Services, Blueschool House - H31

Tel : 01432 261947 My Ref : 171532

Date : 10 May 2019

APPLICATION NO & SITE ADDRESS:	Planning Re-consultation - 171532 - Land North of Viaduct, Adjoining Orchard Business Park, Ledbury, Herefordshire,
DESCRIPTION:	Site for a mixed use development including the erection of up to 625 new homes (including affordable housing), up to 2.9 hectares of B1 employment land, a canal corridor, public open space (including a linear park), access, drainage and ground modelling works and other associated works. The proposal is for outline planning permission with all matters reserved for future consideration with the exception of access.
APPLICANT(S):	Bloor Homes Western .
GRID REF:	OS 370373, 238948
APPLICATION TYPE:	Outline
WEBSITE LINK:	http://www.herefordshire.gov.uk/searchplanningapplications

Amended ☐ Additional ☐ Amended and Additional ☒

Plans or documents have been received for the proposal described above which are now available in Wisdom. If you have any further comments to make please respond by 3 June 2019.

Should you require further information please contact the Case Officer.

Any comments should be added below and actioned in Civica to Mr C Brace.

Comments:

Development Proposal and Planning Policy Framework

The submitted application is for outline planning permission, for up to 625 residential units and 2.9 hectares of Use Class B1 employment, to be accessed from Bromyard Road, via the creation of a new four-arm roundabout junction. The scheme also includes for a canal corridor and public open space provision.

In regard to pedestrian and cycle access, the proposed development includes for a shared pedestrian / cycleway under the viaduct connecting with Ballard Close towards Hereford Road and the Town Trail. An additional proposed footway/cycle way is also proposed to be provided under the viaduct to Hereford Road Roundabout which connects to the existing footway along Hereford Road; the existing footway will be widened to provide a pedestrian / cycleway along Hereford Road from the Hereford Roundabout to the Bromyard Road/Hereford Road junction.

The policy context is set out in Policy LB2 – Land North of the Viaduct of Herefordshire Local Plan Core Strategy 2011-2031.

Existing Conditions

The site is located at the north end of Ledbury. The application site is bound by the A438 Hereford Road to the south, the B4214 to the east and existing open field to the north and west. The U67007 New Mills connects the southern access of the development to the A438 Hereford Road.

Existing access to the site is currently provided via an existing field gate from the B4214 Bromyard Road. Existing access is also provided via a field access from the U67007 New Mills. There is an existing unsurfaced track used by vehicles, evidenced by vehicle tracks, from the U67007 heading north under the viaduct.

The B4214 Bromyard Road is subject to a 30mph speed limit up to the electricity substation and 40mph up to the southern boundary of the site.

Bromyard Road has a narrow substandard footway for approximately 430m from the railway bridge on the eastern side of the B4214.

The junction of Hereford Road, Bromyard Road and The Homend's current configuration is a T-junction with a right turn lane from The Homend into Bromyard Road. The junction has been historically altered to add deflection and narrow the junction. The B4214 is the only access to the Bromyard Road Trading Estate and Orchard Business Park, therefore any HGV traffic which requires access to the industrial estate must currently use the full width of the carriageway to negotiate the junction.

Close to the eastern end of Hereford Road there is a connection to the Town Trail which provides a pedestrian and cycleway connection to Ledbury Town Centre and further afield in a vehicle free environment. The Town Trail uses historic railway routes to provide the connection; this includes a railway bridge which runs over the top of Hereford Road. The route is unlit and a stone surface. The Trail is a key asset for Ledbury Town which provides critical traffic free connectivity for pedestrians and cyclists through the heart of Ledbury facilitating sustainable active travel modes.

Background and Latest Transport Submissions

The Highway Authority has previously provided extensive comments on the previous transport submissions (primarily by BWB) in support of this application, and these remain valid with all matters to be agreed. A revised transport submission was prepared by Phil Jones Associates and provided to the Highway Authority in late December 2018. The Highway Authority provided comments on these in February 2019; additional information addressing these comments has since been provided.

The latest submitted documents are considered to be:

- Revised TA Version A – December 2018.
- Travel Plan Version C – March 2019.
- Stage 1 Road Safety Audit – March 2019.
- Stage 1 Road Safety Audit Designers' Response – 21/03/2019.
- Technical Note – Response to HC Comments V5 – 18/06/2019.

Mitigation measures associated with the proposed scheme include the following:

- Site access, emergency access and footway on Bromyard Road – Drawing 03468-A-016-P2.
- Pedestrian / cycle connection to Ballard Close and Hereford Road – Drawing 03468-A-015-P0.
- Pedestrian / cycle connection under viaduct connecting to The Town Trail – Drawing 03468-A-015-P0.
- Pedestrian /cycle connection on Hereford Road including a two new crossing points – Drawing 03468-A-015-P0.
- Hereford Road / Bromyard Road / The Homend, signalised junction improvement scheme including pedestrian control – Drawing 03468-A-010-P4.

All of the above have been the subject of a Stage 1 Road Safety Audit.

On review of the latest submissions, we note the additional work that has been carried out in preparing these documents in support of the planning application and that matters have been considered in further detail and have been satisfactorily addressed. The following provides a summary.

Traffic Impact

The trip rates and traffic distribution are now agreed for the proposed access strategy. Assessment years have been amended to reflect the date of the revised submission with traffic growth factors applied as requested.

Our review of the junction analysis presented in the TA concluded that the impact on junctions assessed would be acceptable with the exception of the Bromyard Road / Hereford Road / The Homend junction. The Bromyard Road / Hereford Road / The Homend junction would require mitigation measures.

During the determination period, the applicants transport consultants have prepared a roundabout design and a traffic signalised design for the Bromyard Road / Hereford Road / The Homend junction, and the designs have been discussed in detail with the highway authority. Ultimately a traffic signal scheme has been put forward as part of the submission and agreed in principle subject to detailed design. As well as the capacity improvements that the signalised junction provides over the existing arrangement, the proposed junction offers the opportunity for wider benefits for pedestrians and cyclists as part of the overall access strategy for the site for all modes which is considered below.

The junction capacity analysis that has been carried out of the proposed signalised scheme has been thoroughly reviewed and will provide capacity improvements over what would happen in the future without the development at the site. The capacity analysis has also been the subject of a sensitivity assessment which increases the number of times that the pedestrian phase is called in the signal arrangement.

The operation of the proposed traffic signal scheme is considered acceptable.

The design of the traffic signal scheme has also been the subject of a Stage 1 Road Safety Audit. Whilst the audit raised some minor issues it is considered that these can be addressed as part of the s.278 detailed design, and a suitably worded condition will be applied.

Site Access

The proposed four arm roundabout junction is considered to be satisfactory arrangement in line with core strategy policy LB2 and the junction capacity analysis of this junction supports this. An emergency access on Bromyard Road is also now provided to the south of the main access.

The highway authority considers that the applicant has provided satisfactory justification for this within the TA and also within the Technical note – Response to HC comments version 5 dated 16/16/2019, within which it is confirmed that, and in the view of the highway authority, successfully demonstrated that:

1. The provision of a single point of access complies with the relevant policy guidance;
2. The development could be accessed by emergency vehicles or other road users should an accident or other event block the site access; and
3. Providing a single point of access does not result in an unacceptable impact on the capacity of the highway network that could not be mitigated against.
4. In highway capacity terms the proposed access arrangements can accommodate the anticipated level of traffic associated with the proposed development.

With specific reference to point 1 above, the Applicant has considered the potential to provide a vehicular access beneath the Grade II listed viaduct, and this has been discussed by them with Network Rail as a third-party landowner. Bloor Homes have advised that *“as a responsible developer, they are unable to provide such a vehicular access due to the physical constraints presented; the significant health and safety risk to the operational railway line and to the development itself both during construction and once open to traffic; the prohibitive technical measures that would be necessary to reduce that risk; and the adverse impact of this infrastructure on the wider built and natural environment of the site.”*

It is noted that the majority of the traffic arriving / departing the site will pass along the Bromyard Road, and as such the operation of the wider highway network and specifically the Bromyard Road / Hereford Road / The Homend junction is critical to the successful delivery of the scheme. As set out above this has now been demonstrated as acceptable.

Emergency Access

During discussions with the applicant and their transport consultants an emergency access was requested to be provided from the Bromyard Rd into the site. The revised access proposal as shown on PJA drawing 03468-A-016-P2 provides appropriate details of this. The details of the control of the access to avoid misuse on a daily basis will need to be secured by a condition.

Non-Motorised User Audit / Walking, Cycling & Horse-Riding Assessment and Review

Following previous consultation responses, a detailed NMU has now been carried out.

The routes considered are Bromyard Road, the proposed link under the viaduct connecting to Ballard Close and the link under the viaduct connecting to Hereford Road. A number of destinations and origins on the site have been considered.

Routes have been considered from a quality, distance and perception of safety perspective. The number of anticipated users on each of the routes have been estimated based on a number of reasonable assumptions. These have been discussed and agreed with the highway authority. The TA sets this out in detail, and further clarifications have been provided as part of 'Technical Note: Response to HC comments' (18/06/2019).

The applicant has demonstrated that the walking and cycling routes in particular are appropriate for the development proposals and support the overall access strategy for the site. As a result of the analysis and the proposed mitigation measures, the highway authority is content that there are appropriate routes available for all modes of travel to the local facilities and amenities.

Travel Plan

Previous comments on the Travel Plans related to deficiencies on the following:

1. The management strategy and timing.
2. Accessibility – queries regarding measurements, access points and actual routes.
3. Measures were limited relative to the size and potential impact of the site.
4. Targets and monitoring proposals needed to be clearer and provide further details on how the monitoring would actually be undertaken.
5. The action plan requires greater detail on how and when measures will be implemented.

The latest iteration of the Travel Plan addressed these matters sufficiently for this stage. An appropriate condition will need to be included to secure the Travel Plans should consent be granted.

Proposed Mitigation

Mitigation measures associated with the proposed scheme include the following:

- Site access, emergency access and footway on Bromyard Road – Drawing 03468-A-016-P2
- Pedestrian / cycle connection to Ballard Close and Hereford Road – Drawing 03468-A-015-P0
- Pedestrian / cycle connection under viaduct connecting to The Town Trail – Drawing 03468-A-015-P0
- Pedestrian /cycle connection on Hereford Road including a two new crossing points – Drawing 03468-A-015-P0
- Hereford Road / Bromyard Road / The Homend, signalised junction improvement scheme including pedestrian control – Drawing 03468-A-010-P4

S106 contributions

In addition to improvement measures proposed as part of the development scheme, due to its proposed scale, the development will attract Section 106 contributions for highway improvements in the area, in line with Herefordshire Council's SPD. Based on a 'medium' accessibility weighting, S106 contributions would be required as follows, towards the cost of public realm improvements and supporting active travel measures:

- Residential per 4 bed house - £3,932
- Residential per 3 bed house - £2,949
- Residential per 2 bed house - £1,966
- Residential per Flat/1 bed house - £1,674
- B1(a) (Office) per 100m² - £8,943
- B1(b) and (c) per 100m² - £6,956

It should also be noted that figures shown above are based on the information supplied and any variations to the numbers shown on the application form would have to reflect this.

Contributions would be required for some or all of the following schemes:

- Upgrading of the Town Trail to include bridge widening, street lighting, surfacing etc.
- Contributions to Safe Routes to Schools including provision of safe crossing facilities.
- Improvements to public transport provision including upgrading of infrastructure (which would need to be part of any Heads of Terms).
- Contributions towards parking controls, loading, re-paving etc.

Other observations

Careful consideration will need to be given to the phasing of the development and also to the phasing of construction of the internal linkages that will connect to the external pedestrian and cycling connections that are proposed. This is required to ensure that the site is sustainably and safely connected to these the wider network and local facilities and amenities.

Summary and Recommendation

It has been demonstrated that a satisfactory access strategy for all modes can be provided. The proposals therefore meet the objectives of Policy LB2 to a sufficient or appropriate level.

With the proposed appropriate mitigation measures, it has been demonstrated that the local highway network can absorb the traffic impacts of the development without adversely affecting the safe and

efficient flow of traffic on the network and that traffic impacts can be managed to acceptable levels to reduce and mitigate any adverse impact from the development.

The submission demonstrates that the proposed development can be made sustainable through the provision of improved public transport or walking and cycling infrastructure of a level commensurate with the level of development proposed. It therefore satisfies Policy SS4 of the core strategy.

Given the substantial additional information that has been provided by the applicant and their transport consultant, the access and movement arrangements for all modes within the submitted application are considered to be acceptable. The highway authority therefore no longer has objections to the application.

Conditions

Should the application be granted consent, the following conditions should be included.

CAO - Parking/unloading provision - submission of details

The development hereby permitted shall not be brought into use until the access, turning area and parking facilities (including areas for the manoeuvring, parking, loading and unloading of vehicles) have been laid out, consolidated, surfaced and drained in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and such areas shall thereafter be retained and kept available for those uses at all times.

CAP - Junction improvement/off site works

Development shall not begin until further details and proposed phasing of the approved junction improvements and off-site works, as shown on drawings 03468-A-016-P2; 03468-A-015-P0; 03468-A-015-P0; 03468-A-015-P0; and 03468-A-010-P4, have been submitted to and approved in writing by the Local Planning Authority. Any proposed improvements off-site will be subject to a S278 detailed design and will need to be subject to a Road Safety Audit (Stages 1-4 as appropriate).

CB2 - Secure covered cycle parking provision

Before the development is commenced a scheme for the provision of covered and secure cycle parking on site and within the curtilage of each dwelling shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

CB3 - Travel plans

Prior to the commencement of the development, the Travel Plan as submitted and approved by the Local Planning Authority (which contains measures to promote alternative sustainable means of transport for residents, staff and visitors with respect to the development hereby permitted) shall be implemented, in accordance with the approved details, on the first occupation of the development. A detailed written record shall be kept of the measures undertaken to promote sustainable transport initiatives and a review of the Travel Plan shall be undertaken annually. All relevant documentation shall be made available for inspection by the Local Planning Authority upon reasonable request.

Sustainable transport links - phasing

The development shall not be occupied until further details, including the proposed phasing of the sustainable transport links that link the site to Hereford Road (A438), that will be necessary to provide access from the nearest publicly maintained highway to the site have been provided in accordance with details submitted to and approved in writing by the local planning authority.

Emergency Access

The development shall not be occupied until the details, including the proposed control method relating to the use of the Emergency Access to be located on Bromyard Road (B4214), have been completed in accordance with details submitted to and approved in writing by the local planning authority.

Informatives:
I45, I08, I07, I41, I35

SITE VISITED: YES

Consultation response from: Jeff Troake (WSP) / Mark Lewis (HCC Transport Development)
DATE RETURNED: 18th July 2019

Consultation response from:
DATE RETURNED: