

Committee and date

Central Planning Committee

15 February 2018

Item**5**

Public

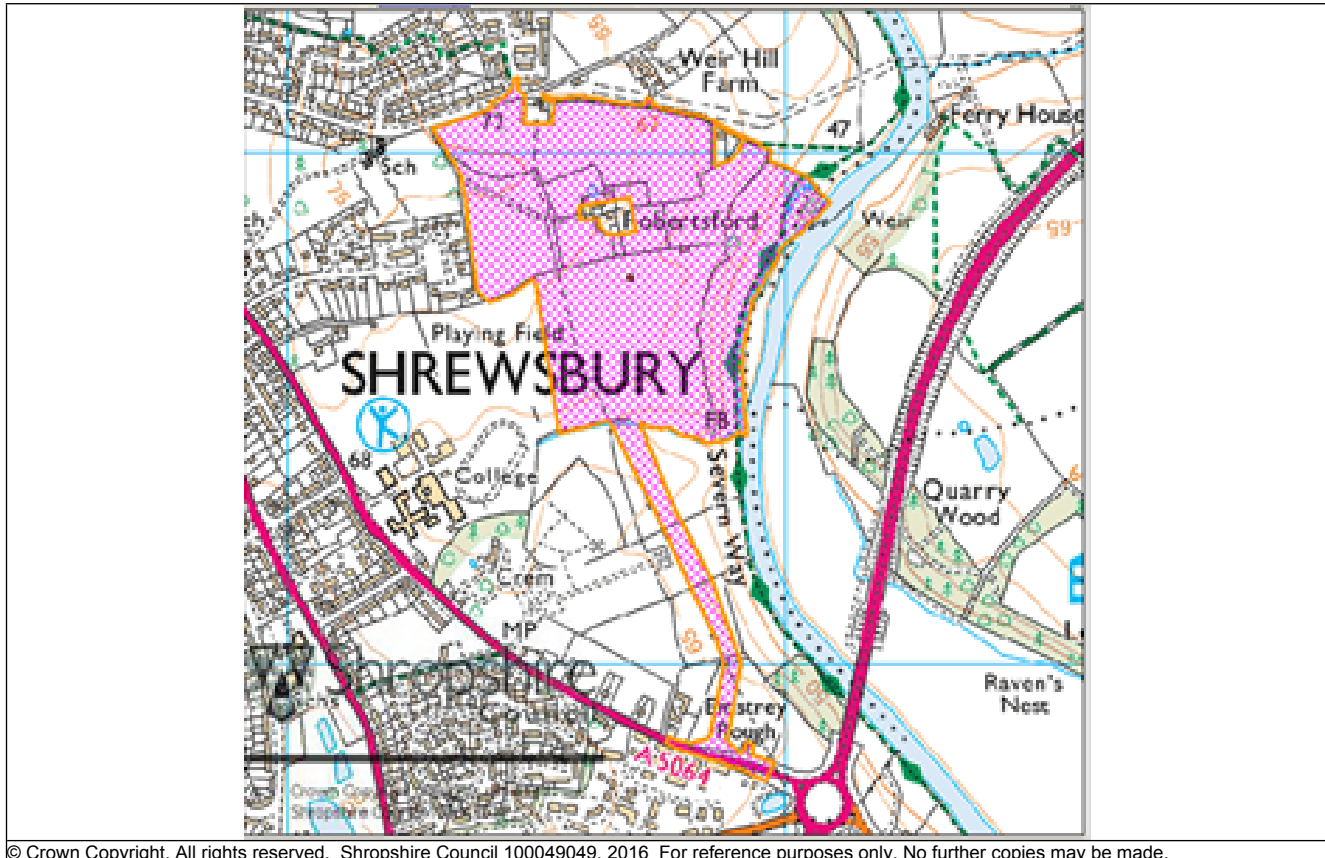
**Development Management Report**

Responsible Officer: Tim Rogers

Email: [tim.rogers@shropshire.gov.uk](mailto:tim.rogers@shropshire.gov.uk) Tel: 01743 258773 Fax: 01743 252619**Summary of Application**

<b><u>Application Number:</u></b> 17/01612/OUT	<b><u>Parish:</u></b>	Shrewsbury Town Council
<b><u>Proposal:</u></b> Hybrid planning application for a residential development of up to 600 dwellings, access, footpath/cycleways, public open space, landscaping and associated drainage and development infrastructure: comprising FULL application for 353 dwellings, access from Preston Street, access from London Road and spine road, footpaths/cycleways, public open space, landscaping, demolition of existing buildings and associated infrastructure; and OUTLINE submission for (up to) 247 dwellings, footpath/cycleways, public open space, landscaping and associated development infrastructure (amended description)		
<b><u>Site Address:</u></b> Land Between Preston Street & London Road Shrewsbury Shropshire		
<b><u>Applicant:</u></b> Taylor Wimpey And Persimmon Homes		
<b><u>Case Officer:</u></b> Vincent Maher	<b><u>email:</u></b> <a href="mailto:planningdmsw@shropshire.gov.uk">planningdmsw@shropshire.gov.uk</a>	

**Grid Ref:** 351690 – 311760



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## SECOND SUPPLEMENTARY REPORT

1. The Central Planning Committee deferred a decision on this planning application for the second time at its meeting on 18 January 2018. It asked for further clarification in relation to the highway data in the Transport Assessment (TA) submitted by the applicants. The Committee has already been considered other traffic-related matters to do with the application (refer November Committee report) including: transport connections; construction traffic; traffic management and traffic calming measures. The January Committee had a detailed discussion on the matter too.

### Transport Assessment (TA)

2. The TA was prepared in March 2017 following discussion with the council's highway officers and Highways England to agree the scope of the study. The TA has taken account of national planning policy, relevant Department for Transport's circulars, the White Paper on "Creating Growth, Cutting Carbon" as well as the policies of Shropshire's development plan.
3. It starts by assessing existing conditions on the local highway network and the Strategic Road Network (the A5/ A49) and reviews the area's pedestrian and cycle routes and proximity to local facilities. The baseline of the TA is further informed by automated traffic counts. These show that the 85<sup>th</sup> percentile speed of vehicles going eastbound at the Preston Street entrance to the development site was 29mph and westbound 28mph.

4. The methodology then takes into account four scenarios of likely traffic growth based on alternative projections up to the year 2026, thus the TA builds in future likely growth as well as existing road conditions. The TA assumptions on trip generation were informed both by national figures using the “TRICS” database (the UK and Ireland’s national system of trip generation analysis, containing over 7,150 directional transport surveys at over 110 types of development). To ensure the development trip generation model was locally relevant, applicants also took account of trip generation rates from the Herongate development at Hubert Way, Shrewsbury which is similar to the current proposal in scale. The TA can therefore be considered to be modelled on a robust basis because it takes account of national and local trip generation characteristics too.
5. Using agreed trip generation figures, the TA then looks at the capacity of 10 junctions on the local highway network and the Strategic Road Network to accommodate growth from the development having regard to the four different scenarios to year 2026. It finds that most of the junctions could accommodate the growth generated by the development. The TA showed that Reabrook Roundabout would be over theoretical capacity (0.85 ratio of flow to capacity or RFC) with and without the development. However this junction has since undergone capacity and pedestrian/cycle facility improvements. Following the completion of these improvements, it is operating more efficiently and therefore is not a concern within the overall TA assessment.
6. In addition, the TA also contains a road safety audit of the local highway network and the Strategic Road Network including a review of personal injury accidents over the last five years. Its findings are that the recorded accidents at each junction are due to driver error and are not a reflection of road capacity or highway layout. It nonetheless recommends a number of measures that will serve to protect road safety associated with this development including a travel plan, highway improvements on Preston Street and works to Belvidere Bridge which the Committee has already considered at its last two meetings.

#### **Comments around the accuracy of the TA and the Construction Environmental Management Plan (CEMP)**

7. Much of the Committee’s time at the last two meetings has been spent discussing: (a) the apparent difference between a previous traffic count in 2009 and 2015 traffic count data; and (b) the trigger point number of dwellings before construction traffic from Preston Street ceases and all construction access is brought in from London Road.
8. In relation to point (a) the applicants’ transport consultant has produced a Technical Note (a “TN” – see Appendix 3 to this report). The basis of the TN is to clarify that it is not appropriate to compare the 2009 and 2015 traffic data. In terms of the Column Roundabout, the 2015 data collected to inform the current Transport Assessment (TA) actually indicates an increase in traffic rather than any reduction as has been suggested by some objectors. The 2015 data was collected in June - considered to be a neutral month - and carried out by video survey. This is a robust traffic data gathering process for assessing a roundabout junction and the turning movements on each roundabout arm.
9. As is standard practice in assessing the traffic impact of new development on the local highway network, the TA considers the AM and PM peak traffic periods. Traffic data was

therefore gathered between 07:30 – 09:30 hours to establish the peak AM traffic movements and 16:30 – 18:30 hours to establish the peak PM traffic movements. This established the AM peak between 08:00 – 09:00 hours and PM peak between 17:00 – 18:00 hours. The results of those traffic movements entering Preston Street from the Column roundabout and those exiting from Preston Street onto the Column roundabout are set out in the TN. It needs to be acknowledged that there is a strong turning traffic movement into the Shirehall access during the AM peak and a similar movement out from Shirehall gravitating to the Column roundabout direction.

10. The council does hold 2005 traffic data on Preston Street to the west of Belvidere Avenue too. Clearly this data is well out of date but nevertheless gives an indication of traffic flows along Preston Street and beyond where the major turning traffic movements take place at the Preston Street/Belvidere Avenue junction. This data indicates a seven day, 24 hour average flow of 764 movements eastbound and 617 movements westbound. Traffic movements may well have increased between 2005 and today but there is no development that has taken place in the meantime which would significantly increase traffic movements along Preston Street west of the Belvidere Avenue junction.
11. Based upon the TA summary and its conclusions, the highway authority has no reason to question the validity of the assessment that has been carried out. The highway authority maintains, as expressed previously to the Committee, that the TA is robust. As a consequence the highway authority advises that a highway objection to the development is neither warranted or sustainable based upon the intention of the applicants to promote 225 dwellings being served off Preston Street during Phase 1 of the development of the whole Weir Hill allocated site.
12. With regard to point (b) the highway authority has recognised that construction traffic would be a key issue and officers have discussed this matter along with other transport and traffic related matters with the applicants. From the outset, officers have required that Preston Street be widened alongside the terraced housing and on-street parking opposite the Shirehall frontage. The current position of the applicants is to promote a maximum of 225 dwellings being occupied with a cap of no more than 250 under construction before the London Road access is opened. (to be controlled through a planning condition). The highway authority considers this is an acceptable construction programme insofar as the suitability of Preston Street to cater for the level of construction traffic associated with this amount of development. The proposed condition is necessary both in highway safety and amenity grounds. Moreover, a further condition in the recommendation to the Committee is that the applicants submit a revised Construction Environmental Management Plan (CEMP) to be approved before development begins.
13. The revised CEMP would need to include the following measures:
  - HGV movements along Preston Street only permitted outside of the peak traffic periods;
  - wheel washing facilities to prevent mud and other extraneous matter being brought out onto Preston Street;
  - signing in and other driver codes of conduct.
  - no permitted HGV movements along London Road or Wenlock Road.

14. At the cessation of HGV movements along Preston Street, that is, the occupation of 225 dwellings, a suite of traffic calming measures along Preston Street would then be carried out. The above works represents a number of commitments that the applicants will need to sign up to but are not exhaustive of the full CEMP that officers will consider for subsequent approval.
15. As a further note to the Committee, the highway authority has already engaged with the applicants regarding the engineering details of the proposed widening along Preston Street and the junction works at London Road. These works will need separate approval under the Highways Act outside the town planning process.
16. Officers have reviewed objections that the draft Construction Environmental Management Plan (CEMP) implies construction traffic would travel along London Road. The council's highway officer confirmed at the last Committee meeting that that will not be the case. The highway authority acknowledges that London Road and Wenlock Road are subject to an environmental weight limit of 7.5 tonnes except for loading, that is, only HGVs who have a legitimate business to access properties along those roads are permitted. The highway authority has no plans to lift this weight restriction as part of any future CEMP. Construction traffic would therefore be directed along Hazeldine Way from Meole Brace roundabout to the Column roundabout and Preston Street during the initial phase of housing construction requiring access from Preston Street.

#### **Other access related matters**

17. Some local ward members have invited the applicants to explore improved pedestrian and cycle links through the Shrewsbury College grounds. On this basis, the applicants have contacted the college. The applicants are willing to construct a footpath/cycle link up to the common boundary with the college in Phase 2 of the development and to make a further contribution of £50,000 towards other pedestrian/ cycling links to London Road. This additional requirement would be included within a s106 agreement. A justification for this in planning terms is that it would improve connectivity further and thus support Policies CS6 and CS7 of the Shropshire Local Development Framework Adopted Core Strategy (2011). However, it is neither reasonable nor necessary to require the applicants to secure access onto Shrewsbury College land as this is not in their ownership. Indeed, there may be other land management reasons why Shrewsbury College would not support or allow this.

#### **Further objections**

18. The council is continuing to receive objections to the application from local residents on traffic grounds including a number of standardised letters. The applicants have also agreed to meet the Weir Hill Action Group on 8 February 2018 to hear their concerns and to clarify aspects of their project to them. A second supplementary report will be given to the Committee summarising the latest round of objections and any relevant actions that arise from the applicants' meeting with residents.

#### **Conclusion**

19. In preparing this Committee report, officers retain their view that this planning application should be approved. This application accords with the development plan and in particular the site allocation in SAMDev that gives clarity to developers, local

communities and other interests about the nature and scale of development that is expected on the site consistent with Government advice in the Planning Practice Guidance.

20. The Committee has already been advised both in writing and orally by officers at two meetings that the TA is robust. Officers have responded to various criticisms put by members of the public and others who have challenged elements of it (timing, whether the roads were being resurfaced at the time of traffic counts, whether Prestfelde Preparatory School was on holiday, whether the findings were similar to those of the 2009 study) and come to the view that these challenges do not fundamentally alter its findings. The TA presents a reasonable basis on which the Committee should determine this application.
21. Officers have also carefully considered objections from residents who have asked that development not proceed until the London Road access is laid out. The Committee is reminded first that it is not necessary in highway safety or amenity terms to do so, and, moreover, that a further constraint in releasing the site is the need to put the overhead electricity lines underground first. This will take in excess of a year to do and work on this can only be initiated on the grant of planning permission.
22. The Committee is also reminded that Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires decision makers to determine planning applications in accordance with the development plan unless material considerations indicate otherwise. Government policy in the NPPF (paragraph 14) directs decision makers to approve development proposals that accord with the development plan without delay. There are no highway or other planning grounds to withhold permission subject to a s106 agreement to cover off site roadworks and other highway and other infrastructure-related matters and a suite of conditions including the requirement to submit an amended CEMP for approval.
23. Finally, the Committee is reminded that it needs to consider the development site in the wider Shrewsbury and county context. The local planning authority has an obligation to maintain a minimum of five years' deliverable housing land supply. This site will make a significant contribution towards maintaining that, thus helping the council control where it wishes to locate new development in the town and across the county.

**Recommendation:- Grant planning permission subject to a s106 legal agreement as amended by paragraph 17 of this report and the conditions set out in the report to the 23 November 2017 Committee meeting (refer Appendix 1 to this report) and the amended condition 21 included in the 18 January 2018 Committee meeting (Appendix 2 to this report).**

## **Appendices**

**Appendix 1 November 2017 Committee report**

**Appendix 2 January 2018 Committee report**

**Appendix 3 Technical Note from applicants dated 2 February 2018**