

Highway Consultation

North Devon District: Application for erection of 105 dwellings with associated car parking, public open space and infrastructure on Land at Raleigh Park, Barnstaple, Devon, EX31 4JD

Applicant: Taylor Wimpey

Application No. ND/57503/2014

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

Recommendation: It is recommended that North Devon Council be advised that Devon County Council, as Highway Authority raise no objection to the application subject to:

- (a) the signing of a S106 agreement as detailed in Appendix II to this report securing financial contributions towards highway infrastructure improvements and enhancement to the bus service, the costs of traffic regulation orders, the costs of the travel plan and welcome pack and, the provision of a shared cycle/footway; and**
- (b) the imposition of the planning conditions set out in Appendix II to this report.**

1. Summary

1.1 This Report relates to the Highway Authority response on a full planning application for the erection of 105 dwellings on land at Raleigh Park, south of North Devon District Hospital.

1.2 The key highway considerations are the impact of additional traffic on the A39 adjacent to the site.

2. Background

2.1 The application site is located in the north east of Barnstaple, directly south of North Devon District Hospital. The site is approximately 1 km from the centre of the town, and is approximately 4.1 hectares in size. Vehicular access to the estate is proposed to be directly from the A39 via a new junction with a right turn lane.

2.2 The site is allocated for development in the emerging North Devon and Torridge Local Plan, and is in the current development boundary of the town.

2.3 There are three additional development sites in close proximity which are formed of two separate parcels of land. These additional sites comprise of up to 240 dwellings (Trayne Farm – 80, Westaway Park – 42 and Northfield Lane – 115) and all three have a resolution to grant planning permission from North Devon Council's Planning Committee. Additionally, the Hospital has a planning permission to build 138 apartments on site.

2.4 It has been identified that the junction of the A39/Westaway Plain/Hospital access (known as the hospital junction) is currently at capacity, and a scheme to improve

this junction was approved by DCC Cabinet on 10 September 2014. All developments in the area are expected to pay towards this scheme and it is expected to be built by July 2015, subject to receiving developer funding.

3. Traffic Analysis

- 3.1 The proposed development of 105 dwellings is estimated to generate 40 vehicle trips from and 10 towards the site in the morning peak hour and 20 from and 40 towards the site in the evening peak hour. It is assumed that 90% of the trips will be between the site and the town. The result is an anticipated 45 extra movements through the Pilton Bridge Junction in the morning peak hour and 54 in the evening peak hour.
- 3.2 From the data in paragraph 3.1 above and the daily flow profile of traffic below in Figure 1, it can be seen that the PM peak is the worst time of day for traffic at this junction and in this area. Therefore, this hour has been considered in most detail as a worst case scenario.

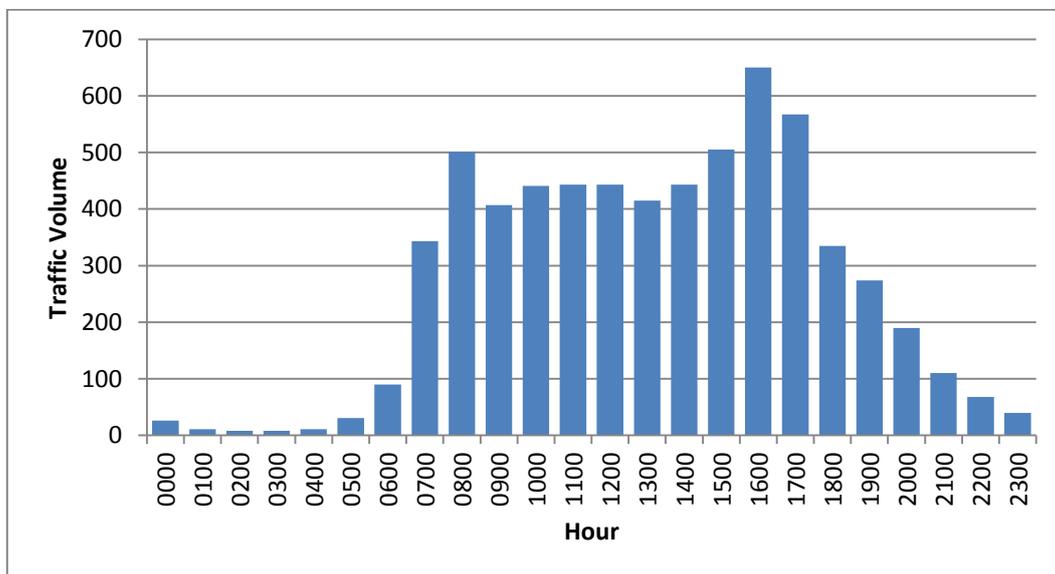


Figure 1 – Traffic volume by hour southbound on North Road, Barnstaple

Why only looking at Southbound?

- 3.3 Analysis of the operation of Pilton Causeway junction has been provided in a number of Transport Assessments for sites in this area. Considering all the permitted and proposed development of some 480 dwellings in this area there will be approximately 80 new vehicle movements towards the town in the evening peak hour and 125 from the town in this time period.
- 3.4 Figure 2 below shows the existing traffic levels plus that anticipated from the committed developments in the area and this proposed Raleigh Park development.

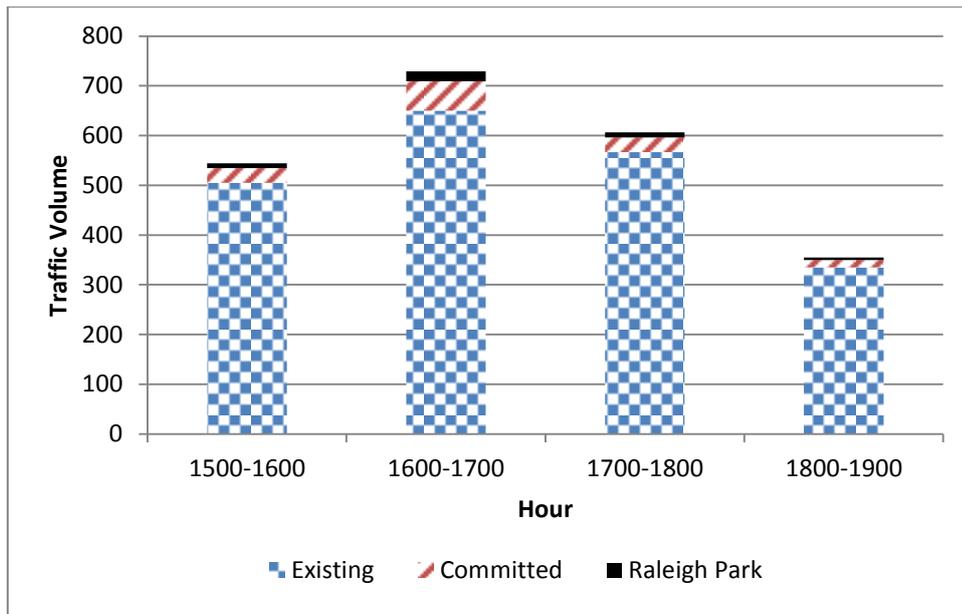


Figure 2 – Traffic volume around PM peak southbound on North Road, Barnstaple

- 3.5 From the data shown in figure 1 it can be seen that because there are clear peaks, there is spare capacity at this junction outside of the peaks. However, it is recognised that the junction is operating close to and at capacity during peak times. This is typical for a busy urban area, especially on the edge of the town centre. It is also recognised that the peak period lasts approximately an hour and the flows are less in the adjacent hours – known as the ‘shoulders’. This leaves some room for the displacement of some peak hour traffic into these periods, known as ‘peak spreading’.
- 3.6 Looking at each arm of the junction separately, the traffic from the north (from North Road passing the hospital) is the busiest arm. This is also the case in the morning peak hour. The largest increase as a result of development in the PM peak is that of vehicles from the town out towards the proposed development.

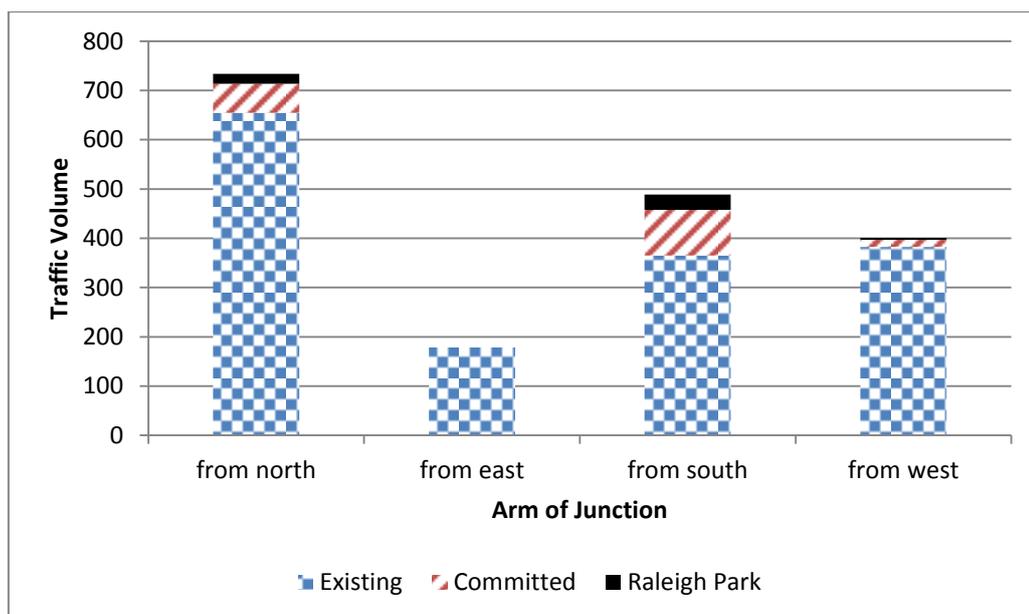


Figure 3 – Traffic volume through Pilton Bridge Junction by arm in PM peak hour

Even adding 3 vehicles per cycle may mean the queue at the lights doesn't clear, so the queue gets longer and longer. With 8 extra, even more so!

- 3.7 The additional queuing at the traffic signals, from the south, will be an average maximum of 3 vehicles each cycle of the traffic signals for this proposed development, and 8 vehicles for all new development in the area.
- 3.8 Some queuing and delay, particularly at peak times is to be expected, but there is spare capacity either side of the peak hour to accommodate an increase in car trips outside of peak times if required. Such additional traffic impacting on Pilton Bridge Junction does not cause a severe concern considering its location within an urban area. As part of a plan to improve the operation of the junction it is proposed to incorporate a new signal control system (MOVA). This will assist in reducing queue lengths and congestion. The impact of queuing and delay to vehicles as a consequence of the development is not considered so large as to justify recommending its refusal.
- 3.9 The likelihood that additional vehicles can be accommodated in the peak hour, and the possibility of peak spreading, leads to the conclusion that even when considering all of the development in the area, the cumulative impact is not severe.

4. Additional Comment

- 4.1 To aid pedestrians crossing the A39 at the Pilton Bridge Junction, this development is requested to pay towards adding improved pedestrian facilities in the form of a formal push-button crossing. The current crossing facilities are simply a dropped kerb crossing, but not controlled at the push of button or with indicators for when it is safe for pedestrians to cross.
- 4.2 The access to the site from the A39 is in the form of a ghost island junction which has a right turn lane in the middle of traffic passing on either side. This is a standard form of junction that is acceptable on urban and rural roads across the country. There will be enough room for 8 cars to wait in the central right turn lane, more than is required to serve 105 dwellings. Visibility provided is 90m forward visibility for through traffic and 120m in both directions from 9m behind the carriageway edge on the new access arm, the requirement for visibility for new accesses on a road with this speed limit is 90m. **What about ambulances?**
- 4.3 Additionally, the new access will provide a secondary access point to the hospital to be used in times when the main access is blocked or closed for maintenance. **Ah!**
- 4.4 A package of financial contributions is requested from the development towards highway works and enhanced bus service improvements in the area. This is in line with contributions requested from other sites in the area based on the cost of infrastructure improvements in the area. Appendix I contains the requested amounts should the development be granted planning permission.
- 4.5 Barnstaple Fire Station is located in close proximity to the Pilton Bridge Junction on the North Road Arm and fire engines have to travel through the junction regularly to attend incidences in Barnstaple and beyond. The Fire Station has a 'green wave' facility by which at the press of a button a fire engine going through the junction would receive green traffic signals at the detriment to other users of the junction. This is considered an acceptable measure to enable fire engines to access emergencies and the result of additional traffic in the area is unlikely to adversely affect the response time of fire engines.

5. Recommendation

- 5.1 It is recommended that North Devon Council be advised that Devon County Council, as Highway Authority, recommends no objection to the application subject to the imposition of planning conditions and obligations set out in set out in Appendices I and II of this report.

Dave Black
Head of Planning, Transportation and Environment

Electoral Division: Barnstaple North

Local Government Act 1972: List of Background Papers

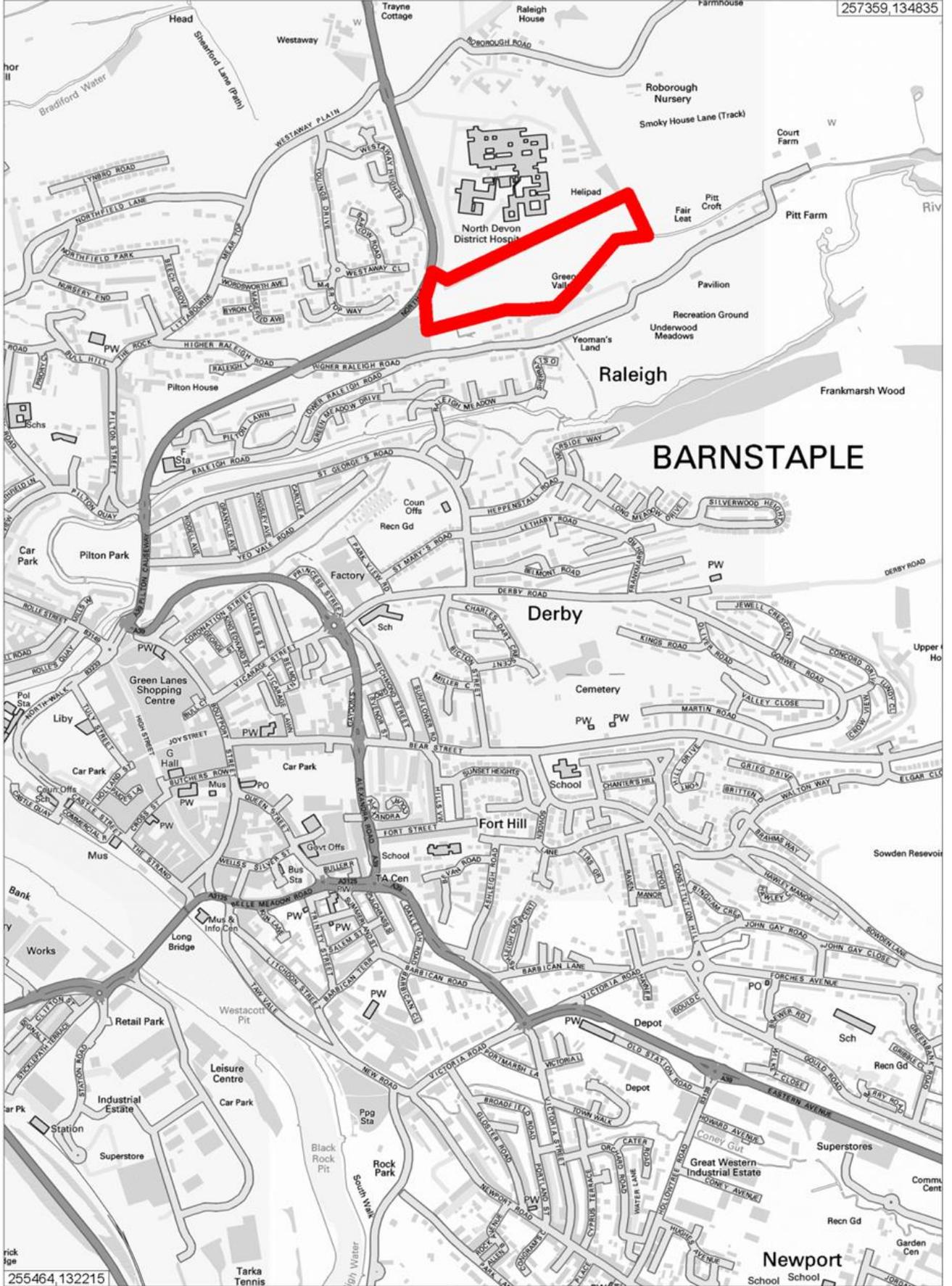
Contact for enquiries: Brian Hensley

Room No. AB2 Lucombe House, County Hall, Exeter, EX2 4QD

Tel No: (01392) 383440

Background Papers	Date	File Reference
District Council planning application	Current	57503

bh101014dma
sc/cr/Raleigh park Barnstaple 105 dwellings
04 131014



255464,132215

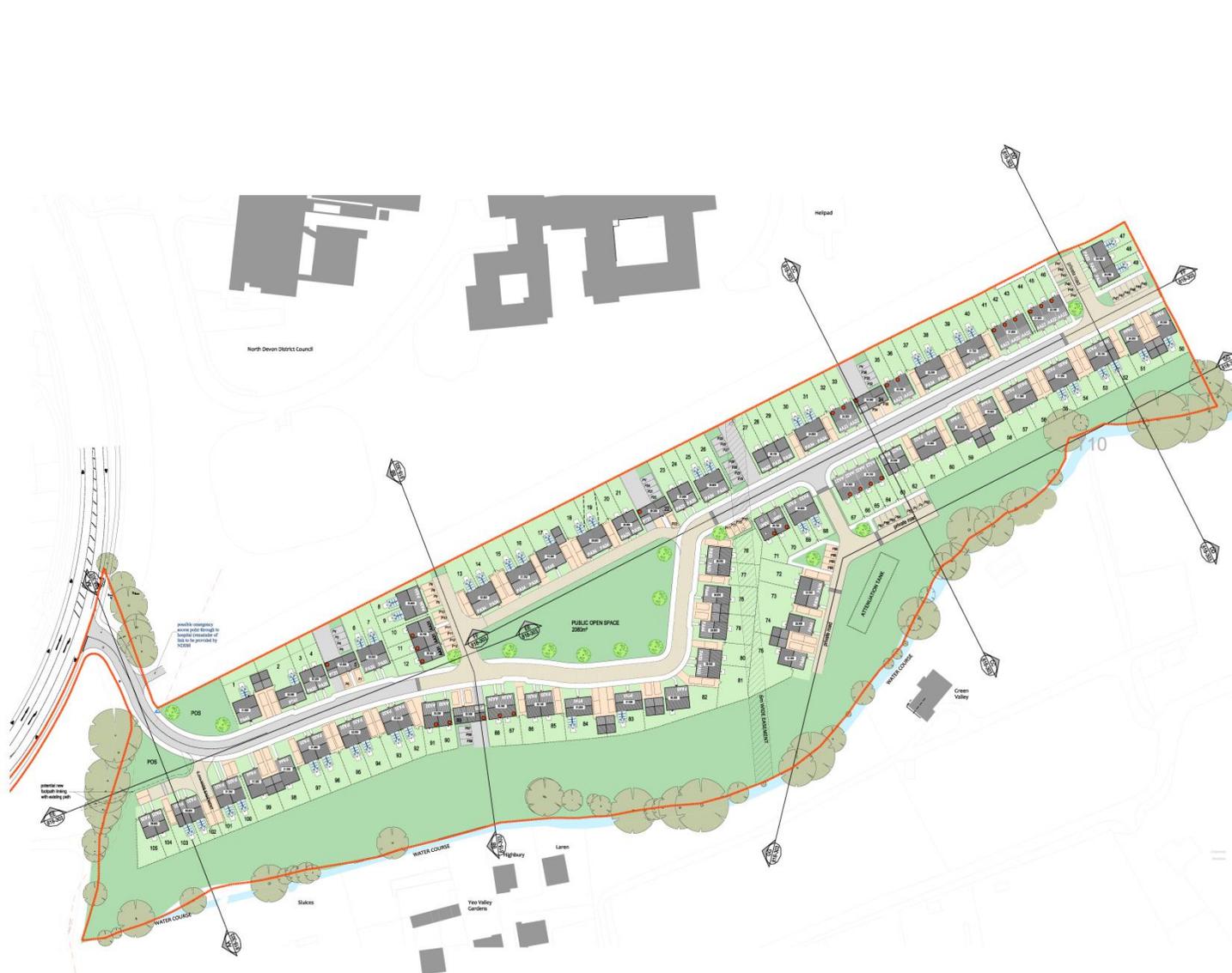


Scale 1:10000

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0 400m.





OWNERSHIP LEGEND:

- Orange outline: denotes application boundary
- Grey outline: existing buildings
- Green circle: Existing trees to be retained and canopy line
- Red circle: Existing trees to be removed

SCHEDULE OF ACCOMMODATION

Code	Description	Quantity	Area (sqm)	Area (sq ft)
PA25	2 bedroom house	2	64.0m ²	692.0sq ft
PA26	3 bedroom house	2	80.0m ²	861.0sq ft
PA27	3 bedroom house	2	80.0m ²	861.0sq ft
PA28	4 bedroom house	2	108.7m ²	1167.0sq ft
PA29	2 bedroom detached house	2	100.0m ²	1076.0sq ft
PA30	3 bedroom detached house	2	122.0m ²	1318.0sq ft
Total open market housing: 76				
AK21	2 bedroom house	2	60.0m ²	648.0sq ft
AK22	2 bedroom house	2	70.0m ²	753.0sq ft
PK23	2 bedrooms flat above garage	2	60.0m ²	648.0sq ft
AK24	3 bedroom terraced house	2	84.0m ²	903.0sq ft
AK25	2 bedroom house	2	60.0m ²	648.0sq ft
AK26	3 bedroom house	2	106.0m ²	1137.0sq ft
Total social housing: 27				
Development Total: 103				
TOTAL NET AREA		853.0m ²		
TOTAL GROSS AREA		2082m ² (22547sqft)		
GROSS SITE AREA		42.078ha		
Single Garages		15		
Double Garages		6		
FOD Garages		8		
Parking spaces		156		
Participative garages		156		


 for
Taylor Wimpey

proposed development of raleigh park - barnstaple - devon
 planning support drawings
 proposed site plan
 taylor wimpey
 september 2013
 drawing: rma / ldr
 scale: 1:500 @ a3



**Appendix I
To PTE/14/71**

Section 106 contributions

£353,070.18 towards physical highway improvements including upgrading of the Hospital Junction, including addition of MOVA control, Pilton Causeway pedestrian facilities and works in the Pilton area around Bellaire/Northfield Park.

A total of £153,508.77 towards bus service enhancements to be paid in instalments annually for 5 years after a yet-to-be-agreed number of dwellings have been occupied.

All reasonable costs towards any traffic regulation orders required as a result of the development.

Travel plan and welcome pack issued to each dwelling including £300 of travel vouchers to each dwelling.

Provision of shared cycle/foot way between the site and that being built as part of the Hospital Junction improvement scheme.

Conditions

HIGHWAYS CONDITIONS

1. No part of the development shall be occupied until the site access; secondary access to North Devon District Hospital; and improvements to footway/cycleway on North Road have been completed and made available for use.

REASON: To ensure that the proper facilities are in place for future occupiers of the site.

2. No part of the development otherwise permitted shall be commenced until a drainage strategy is submitted and approved in writing by the Local Planning Authority.

REASON: To ensure that the site is suitable drained to avoid flood damage to on site and/or neighbouring properties and/or the public highway.

3. Prior to commencement of any part of the site the Planning Authority shall have received and approved a Construction Traffic Management Plan (CTMP) including:

- (a) the timetable of the works;
- (b) daily hours of construction;
- (c) any road closure;
- (d) hours during which delivery and construction traffic will travel to and from the site, with such vehicular movements being restricted to between 9.00am and 5.00pm Mondays to Saturday inc. and no such vehicular movements taking place on Sundays and Bank/Public Holidays unless agreed by the planning Authority in advance;
- (e) the number and sizes of vehicles visiting the site in connection with the development and the frequency of their visits;
- (f) the compound/location where all building materials, finished or unfinished products, parts, crates, packing materials and waste will be stored during the demolition and construction phases;
- (g) areas on-site where delivery vehicles and construction traffic will load or unload building materials, finished or unfinished products, parts, crates, packing materials and waste with confirmation that no construction traffic or delivery vehicles will park on the County highway for loading or unloading purposes, unless prior written agreement has been given by the Local Planning Authority;
- (h) details of proposals to promote car sharing amongst construction staff in order to limit construction staff vehicles parking off-site;
- (i) details of wheel washing facilities and obligations;
- (j) the proposed route of all construction traffic exceeding 7.5 tonnes;
- (k) details of the amount and location of construction worker parking.

REASON: To ensure that the site is developed in a considerate manner and in the interest of public safety.

4. The site access and visibility splays shall be constructed, laid out and maintained for that purpose in accordance with plans that shall be submitted as part of a legal agreement with the Highway Authority under section 278 of the Highways Act where the access is based on the diagram 3882/GA/201 as included in the Transport

Assessment where the visibility splays provide intervisibility between any points on the X and Y axes at a height of 1.05 metres above the adjacent carriageway level and the distance back from the nearer edge of the carriageway of the public highway (identified as X) shall be 4.5 metres and the visibility distances along the nearer edge of the carriageway of the public highway (identified as Y) shall be a minimum of 90 metres in both directions.

REASON: To provide a satisfactory access to the site and to provide adequate visibility from and of emerging vehicles.

5. In accordance with details that shall previously have been submitted to, and approved by, the Local Planning Authority, provision shall be made within the site for the disposal of surface water so that none drains on to any County Highway.

REASON: In the interest of public safety and to prevent damage to the highway.

6. Any proposed estate road, cycleways, footways, footpaths, verges, junctions, street lighting, sewers, drains, retaining walls, service routes, surface water outfall, road maintenance/vehicle overhang margins, embankments, visibility splays, accesses, car parking and street furniture shall be constructed and laid out in accordance with details to be approved by the Local Planning Authority in writing before their construction begins. For this purpose, plans and sections indicating, as appropriate, the design, layout, levels, gradients, materials and method of construction shall be submitted to the Local Planning Authority.

REASON: To ensure that adequate information is available for the proper consideration of the detailed proposals.

7. No part of the development hereby approved shall be commenced until:
 - A) The access road has been laid out, kerbed, drained and constructed up to base course level for the first 20 metres back from its junction with the public highway.
 - B) The ironwork has been set to base course level and the visibility splays required by this permission laid out.
 - C) The footway on the public highway frontage required by this permission has been constructed up to base course level.
 - D) A site compound and car park have been constructed to the written satisfaction of the Local Planning Authority.

REASON: To ensure that adequate on site facilities are available for all traffic attracted to the site during the construction period, in the interest of the safety of all users of the adjoining public highway and to protect the amenities of the adjoining residents.

8. The occupation of any dwelling in an agreed phase of the development shall not take place until the following works have been carried out to the written satisfaction of the Local Planning Authority:
 - A) The spine road and cul-de-sac carriageway including the vehicle turning head within that phase shall have been laid out, kerbed, drained and constructed up to and including base course level, the ironwork set to base course level and the sewers, manholes and service crossings completed;
 - B) The spine road and cul-de-sac footways and footpaths which provide that dwelling with direct pedestrian routes to an existing highway maintainable at public expense have been constructed up to and including base course level;

- C) The cul-de-sac visibility splays have been laid out to their final level;
- D) The street lighting for the spine road and cul-de-sac and footpaths has been erected and is operational;
- E) The car parking and any other vehicular access facility required for the dwelling by this permission has/have been completed;
- F) The verge and service margin and vehicle crossing on the road frontage of the dwelling have been completed with the highway boundary properly defined;
- G) The street nameplates for the spine road and cul-de-sac have been provided and erected.

REASON: To ensure that adequate access and associated facilities are available for the traffic attracted to the site.

- 9. When once constructed and provided in accordance with conditions 6 & 8 above, the carriageway, vehicle turning head, footways and footpaths shall be maintained free of obstruction to the free movement of vehicular traffic and pedestrians and the street lighting and nameplates maintained to the satisfaction of the Local Planning Authority.

REASON: To ensure that these highway provisions remain available.

- 10. Within twenty four months of the first occupation of the first dwelling in an agreed phase of the development, any roads, footways, footpaths, drainage, statutory undertakers' mains and apparatus, junction, access, retaining wall and visibility splay works shall be completed to the written satisfaction of the Local Planning Authority.

REASON: To ensure that the access arrangements are completed within a reasonable time in the interests of safety and the amenity of residents