

Highways Development Management

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Please ask for: David Simmons

Our Ref: B/2017/038542

Your Ref: 17/00936/FUL

Date: 8 August 2017

Dear Emma Pickernell,

**TOWN AND COUNTRY PLANNING ACT 1990
HIGHWAY RECOMMENDATION**

LOCATION: Cotswold BMW Tewkesbury Road Cheltenham Gloucestershire GL51 9SG

PROPOSED: Full planning application for erection of 2,856 sq.m food store (Use Class A1) and 223 sq.m of coffee shop retail and drive-thru (Use Class A1/A3) with associated landscaping, parking and infrastructure

I refer to the above planning application received on the 24th May 2017 with submitted details

166-50 Rev A – Site Location Plan,
166-51 Rev A – Existing Site Plan,
166-53 Rev L – Proposed Site Plan,
166-69 Rev C – Car Park Tracking,
166-70 Rev C – Starbucks Drive Thru Tracking,
166-71 Rev D – Starbucks Delivery Tracking,
166-73 Rev D – Starbucks Refuse Tracking,
166-72 Rev C – Lidl Delivery and Refuse Tracking,
Design and Access Statements Parts 1-4,
Retail and Planning Statement April 2017,
Planning Statement Supporting Statement May 2017,
Framework Travel Plan April 2017,
Transport Statement April 2017,
Covering Letter May 2017,
Delivery Management Plan – Lidl,
Delivery Management Plan – Starbucks.

Location:

The proposed development site is located on the north-west side of Cheltenham and approximately 1.7km from the Town Centre. The A4019 is in a dual carriageway formation and provides one of the major transport corridors into Cheltenham. To the east, the site is bound by the Kingsditch Retail Park. The north of bound by the class 4 industrial access road known locally as Rutherford Way which contains two cul-de-sac stubs with the second adjacent to the sites western boundary and provides access to the adjoining car sales and servicing facilities. The Gallagher Retail Park is further to the west with the class 3 Manor Road between the two. Rutherford Way adjoins Manor Road by way of roundabout junction.

History:

The site, since 1990, has been a car sales and servicing facility. Recent planning history sees the site benefit from Outline planning permission under ref 15/00321/OUT, granted in 2016, for three A1 Non-food retail units totalling 3892sqm. This was complimented by a public house and gym.

Accessibility:**Public Transport:**

Bus stops serving westbound services are located approximately 120m to the west and 140m to the east. The Eastbound services are located approximately 130m to the east.

To access the west bound bus stops the walking distance is extended due to the need for pedestrians to negotiate the Dual Carriageway aspect of the A4019. The eastern westbound bus stop requires a walking distance of approximately 265m whilst the west westbound bus stop requires a walking distance of approximately 258m with the need to negotiate the A4019, Hayden Road, Manor Road signalised cross roads. This route makes use of signalised pedestrian crossings ensuring the safe and convenient ability for all users crossing the highway.

The west westbound bus stop walking distance is approximately 124m with the eastern westbound bus stop walking distance being approximately 266m. However this involves the use of an uncontrolled pedestrian crossing which requires users to cross 4 lanes of traffic. This may not be deemed as the most attractive means of crossing for vulnerable users.

Nonetheless, the available bus stops are accessible within a desirable walking distance as stated by the CIHT Providing for Journeys on Foot document.

Pedestrian/Cyclists:

The A4019 contains footways on either side of the carriageway at this location. The northern footway is segregated from the carriageway by a grass verge. The footways are of standard widths between 1.8m – 2m. To the east the footway is a shared cycle lane which terminates at the eastern boundary of the site.

The cycle lane extends along each arm of the A4019/A4013/Kingsditch Lane roundabout ensuring a dedicated away from carriageway cycle facility.

There are sufficient signalised pedestrian crossings to ensure the safe and secure means of access to the site. The site is within reasonable walking distance of residential settlement so can actively encourage alternative non-car based travel to the site.

Personal Injury Collisions:

According to an interrogation of police collision data, there were 8 recorded personal injury collisions in the last 5 years within the vicinity of the application site. After a review of the collisions reports and the location of each individual collision, it can be said that there is no pattern of collisions to suggest that there are any inherent highway safety issues. Furthermore, there is no pattern of collisions to suggest that a left out egress manoeuvre onto Tewkesbury Road will cause a detriment to highway safety.

Access:

Currently the site is served by 3 vehicular accesses, two off of either cul-de-sac stub of Rutherford Way, and a main access off the A4019 operating on a one-way system. Access is only available for westbound traffic off of the A4019. Those travelling from the east will have to turn right at the signal controlled junction of Hayden Lane, A4019 and Manor Road and access via Rutherford Way.

The proposal will see the northern access from Rutherford Way retained, while the second access off of the western stub of Rutherford Way closed up. The 4019 access arrangement will be retained with the one-way system remaining.

There have been no recorded personal injury collisions at any of the proposed access points in the last 5 years.

A new pedestrian access is to be formed between the entry and egress accesses from the A4019 providing direct pedestrian access to the food-store entrance. Pedestrians wishing to access the development from the southern side of the A4019 will make use of the existing crossing facilities at the A4019, Hayden Lane, Manor Road signal controlled junction or the pedestrian facilities at the A4019, Kingsditch Lane, and A4013 roundabout (PE Way). There is an uncontrolled dropped kerb crossing point approximately 10m to the west of the development site, however given the nature of the A4019 at this location; it is unlikely that this crossing point would be heavily used. The existing facilities to the west and east are sufficient to providing adequate access to the site.

Access for service and delivery vehicles for the Lidl store will access from the north using Rutherford Way, while the Starbucks delivery vehicles will access from the south and egress via the northern access.

Layout:

Vehicle tracking has been submitted for a 3 axle refuse vehicle (dwg 166-73 Rev D), 16.5m articulated HGV (dwg 166-72 Rev C) and a two axle rigid body HGV (dwg 166-71 Rev D).

The tracking for the rigid body and refuse HGV's have been demonstrated to enter and egress the site sufficiently. The tracking demonstrates that the vehicles will service the site by occupying a number of parking spaces between the coffee shop and food-store. This would result in approximately 11 spaces being unoccupied to allow the vehicle to enter, park and egress. A delivery management plan can be submitted to demonstrate that servicing and deliveries occur in such times that car parking demand will ensure those spaces can be retained free without resulting in prejudicial parking occurring. The delivery management plan can be secured by way of planning condition.

The articulated HGV will service the food-store from the northern access off of Rutherford Way. The vehicle can adequately enter the service bay without conflict, although the reverse manoeuvre is a blind sided one and would require a banks person. This can also be covered within the delivery management plan.

Parking:

According to the submitted Transport Assessment, the proposed development will have a parking provision of 146 spaces of which 9 are disabled and 7 are parent/child spaces.

The Transport Assessment states that the draft parking and demand management strategy suggests that this type of development should provide 159 spaces plus 13 spaces for the coffee shop. Since the NPPF has been published, parking provision has been assessed using the methodology set out by Paragraph 39 of the NPPF which carries more weight in planning terms than the previous parking standards.

A parking accumulation study can be undertaken in order to evidence the suitability of the parking provision in-line with Paragraph 39. An Accumulation study using TRICS trip rate data is an acceptable method. The accumulation study determined that the peak parking demand would be 127 vehicles, which results in approximately 87% total parking occupancy.

The 9 disabled spaces equates to approximately 6.1% of total capacity. The proposed number of disabled spaces is acceptable in accordance with the local design guidance which requires a minimum of 5% total parking capacity.

Cycle Parking:

The development has proposed a total of 57 cycle parking spaces. The cycle spaces are located conveniently to the entrances of the proposed buildings and are easily accessible to the internal foot/cycleways. The site connects with the existing cycle facilities on Tewkesbury Road and therefore provides a viable sustainable alternative to the car.

Trip Generation:

The table below details the comparison between the consented trips for ref 15/00321/OUT and the proposed trips for this development (Discount Food-store and Coffee Shop). The trip rates have been determined from a TRICS trip rate survey for a discount food store. The permission being applied for is an A1 food-store, which according to TRICS may generate more trips. If the applicant is to use a discount food-store trip rate, the site will be limited to a personal permission for a discount food-store. This would result in any future food store uses requiring separate planning permission.

Peak Times	Consented Arrivals	Consented Departures	Consented Two-way	Proposed Arrivals	Proposed Departures	Proposed Two-Way	Arrival Difference	Departure Difference	Two-way Difference
<u>AM</u>	25	26	51	49	39	88	+24	+13	+37
<u>PM</u>	109	77	187	115	140	255	+6	+63	+69
<u>Sat</u>	183	156	339	234	237	471	+51	+81	+132

The nature of the proposal will allow an opportunity for pass-by or linked/diverted trips, whereby the trip is already occurring on the network but enters the site while passing by or linked with an additional stop before travelling to a destination. When assessing impact, consideration must therefore be given to the affect of these pass-by/linked/diverted trips in order to avoid double counting movements and skewing the actual impact of the development negatively.

Such scenario is addressed in the TRICS Good Practice Research Document 14/1 which details how to appropriately determine the level of discounted trips as a result of pass-by/linked trips. The applicant has proposed to use the percentage levels of linked trips and pass-by trips as the previous consented development.

20% Linked Trip reduction for the discount food store.

10% Pass-by Trip reduction for the discount food store.

50% Linked/Passed by reduction for the Coffee Shop.

The percentages are low compared to what is cited in 14/1 therefore they would be regarded as robust and as such it is reasonable to use the same percentages as the previous extant permission.

It is likely that trips to the coffee shop are to be linked with existing trips or occur as the result of pass-by trips. The reduction above ensures that these trips are not double counted. Given the coffee shops location it is not expected that it would generate a high level of primary vehicular trips (A journey specifically set out by the user to visit the coffee shop only) in its own right.

With the trip rate reductions applied, the development would generate the following trips.

Peak Times	Consented Arrivals	Consented Departures	Consented Two-way	Proposed Arrivals	Proposed Departures	Proposed Two-Way	Arrival Difference	Departure Difference	Two-way Difference
AM	18	18	36	31	24	55	+13	+6	+19
PM	76	54	130	77	94	171	+1	+40	+41
Sat	165	140	305	151	154	305	-14	+14	0

The proposed development will generate approximately 19 (AM) and 41 (PM) peak hours trips and no difference during the Saturday peak.

Distribution:

The distribution of trips is proposed as being similar to those accepted under the previous consent 15/00321/OUT. Trips to the site from the west are most likely to use the A4019 access. Trips to the site from the east are most likely to right turn at the signalised junction with Manor Road and access via Rutherford Way. Those leaving the site westbound will make use of the Rutherford Way access. Those exiting east can use either access, although likely to be the A4019. Those accessing from Gallagher Retail Park or from the north can make use of either access, although Rutherford Way avoids the signalised junction and associated delay.

The left in manoeuvre from the A4019 will occur under free flow conditions and any associated queuing with the left turn out manoeuvre can be accommodated within the site.

The left out manoeuvre onto the A4019 will function much the same as the current situation and that of the extant permission. There are a number of left out accesses along the A4019 from similar uses and there are no undue highway safety issues/or pattern of incidents associated with left turns onto the A4019 to suggest that this manoeuvre will be inappropriate for this development.

Figure 7.1 attached within the Transport Statement has demonstrated that during the PM Peak hour, which is subject to the greatest impact out of the AM, PM and Saturday Peak times, 74% of development trips will travel through the Manor Road signalised junction whilst 57.2% of arrivals will access via Tewkesbury Road whilst 42.8%

will access via Rutherford Way. 50.9% will egress via Rutherford Way as a result of the restricted left turn only onto Tewkesbury Road. 49.1% will egress via the existing Tewkesbury Road access.

Traffic Impact:

The development will generate more trips than the extant planning permission. To determine the suitability of the development its impact needs to be assessed.

The greatest impact from the development is anticipated to occur in the weekday PM peak where the proposal will generate an additional 41/42 vehicles compared to the previous permitted development. The following tables (below) outline the proposed impact and impact from the consented 15/00321/OUT trip rates as well as the percentage impact difference between the two in the 2017 base year and anticipated 2019 opening year. The base traffic flow data has been obtained from the Transport Assessment submitted with 15/00321/OUT. The 2017 base and 2019 opening year flow data have been growthed using TEMPRO.

2017 Base: Percentage Impact Assessment of Manor Road / Tewkesbury Road junction

	2015 Base Vehicles 2017 Base (1.0353 – Tempo growth)	Proposed (Site) Development	Consented Development	2017 Base + Proposed (site) Development	2017 Base + Consented Trips	Proposed (site) % Impact	Consented % Impact	% Increase over consented trips
Arm	PM	PM	PM	PM	PM	PM	PM	PM
Manor Road	587 610	47.93	27.53	657.93	637.53	7.85%	4.51%	+3.34%
Tewkesbury Road (E)	1334 1380	33	32.52	1413	1412.52	2.39%	2.35%	+0.04%
Hayden Road	387 400	28.64	28.27	428.64	428.27	7.15%	7.06%	+0.09%
Tewkesbury Road (W)	824 852	15.4	15.2	867.4	867.2	1.80%	1.78%	+0.02%
Overall Junction	3132 3239	124.97	103.52	3363.97	3342.52	3.85%	3.19%	+0.66%

2017 Base: Percentage Impact Assessment of the Kingsditch roundabout junction

	2015 Base Vehicles 2017 Base (1.0353 – Tempo growth)	Proposed (Site) Development	Consented Development	2017 Base + Proposed (site) Development	2017 Base + Consented Trips	Proposed (Site) % Impact	Consented % Impact	% Increase over consent ed trips
Arm	PM	PM	PM	PM	PM	PM	PM	PM
Kingsditch Ln	950 984	19.72	15.39	1004	1000	2.13%	1.62%	+0.51%
Tewkesbury Rd (E)	1140 1181	18.4	18.16	1200	1200	1.60%	1.60%	0%
PE Way	779 807	19	12.82	826	820	2.35%	1.61%	+0.74%
Tewkesbury Road (W)	1172 1214	21.90	12.58	1236	1227	1.81%	1.07%	+0.74%
Overall Junction	4041 4184	79.76	58.96	4264	4243	1.91%	1.41%	+0.5%

2019 Opening Year: Percentage Impact Assessment of Manor Road / Tewkesbury Road junction

	2015 Base Vehicles 2019 Opening Year (1.06066 – Tempo growth)	Proposed (Site) Development	Consented Development	2019 Base + Proposed (Site) Development	2019 Base + Consented Trips	Proposed (Site) % Impact	Consented % Impact	% Increase over consented trips
Arm	PM	PM	PM	PM	PM	PM	PM	PM
Manor Road	587 623	47.93	27.53	671	651	7.70%	4.49%	+3.21%
Tewkesbury Road (E)	1334 1415	33	32.52	1448	1447.52	2.33%	2.29%	+0.04%
Hayden Road	387 411	28.64	28.27	439.64	439.27	6.96%	6.87%	+0.09%
Tewkesbury Road (W)	824 874	15.4	15.2	889.4	889.2	1.76%	1.74%	+0.02%
Overall Junction	3132 3322	124.97	103.52	3447	3426	3.76%	3.13%	+0.63%

2019 Opening Year: Percentage Impact Assessment of the Kingsditch roundabout junction

	2015 Base Vehicles 2019 Opening Year (1.06066 – Tempo growth)	Proposed (Site) Development	Consented Development	2019 Base + Proposed (Site) Development	2019 Base + Consented Trips	Proposed 9Site) % Impact	Consented % Impact	% Increas e over consent ed trips
Arm	PM	PM	PM	PM	PM	PM	PM	PM
Kingsditch Ln	950 1008	19.72	15.39	1027.72	1023.39	1.95%	1.52%	+0.43%
Tewkesbury Rd (E)	1140 1210	18.4	18.16	1228.4	1228.16	1.52%	1.50%	+0.02%
PE Way	779 827	19	12.82	846	839.82	2.29%	1.55%	+0.74%
Tewkesbury Road (W)	1172 1243	21.90	12.58	1264.9	1255.58	1.76%	1.01%	+0.75%
Overall Junction	4041 4286.1	79.76	58.96	4365.88	4344.96	1.86%	1.37%	+0.49%

It is fair to suggest that a slightly higher proportion of development traffic, in-particularly arrivals, will travel through the Manor Road signalised junction as this would serve traffic from the east, south and west. The impact from departing vehicles on this junction would be less given northbound, eastbound and some southbound (routed via P.E. Way) would not need to travel back through the junction making use of Rutherford Way and the eastern egress access on Tewkesbury Road instead.

With the additional proposed development trips distributed based on arrival and departure routes as shown on figure 7.1 of the Transport Statement, the impact on the arms of the Manor Road Junction, site access and Kingsditch Lane Roundabout would be small and not regarded as significant when considered against the high flow volumes of the background traffic already on the network at this area. Although Tewkesbury Road is subject to queues in the peak times, the scale of the impact upon Manor Road Junction resulting from this development in addition to the impact of the consented scheme is small.

The Rutherford Way, Manor Road roundabout junction will be subject to additional movements, particularly to and from the eastern arm, however any queues that do occur will not detrimentally impact the surrounding network and can be accommodated within the development site.

Travel Plan:

The submitted Travel Plan can be secured by condition.

Rat Running and Anti-Social Behaviour:

With regards to any Anti-Social Behaviour that may occur on site resulting from such events as Car Meets/Cruises, this would be the responsibility of Lidl/Coffee shop occupier to prevent or manage as it would be occurring on private land. Any anti social behaviour that occurs is a police matter and falls outside of planning.

It would be unreasonable to access the development solely from Rutherford Way given the extent permission. There are also a number of other left turn accesses onto A4019. A check of the collision reports do not suggest a pattern of incident from those left turn accesses to suggest a highway safety issue from such manoeuvre.

Conclusion:

The previous application, 15/00321/OUT determined that the percentage impact of that development was minimal and that the impact of the development would not be severe. No mitigation was sought during the previous application. Given the small percentage impact increase between the current proposal and the consented proposal, it would be unreasonable to secure a scheme of site specific mitigation that was proportionate to the scale of the impact. The current proposal does not significantly increase the number of vehicle movements to and from the site compared to the previously approved application, as is shown in the tables above.

I recommend that no highway objection be raised subject to the following condition(s);

Condition #1 Construction Method Statement:

No development shall take place, including any works of demolition, until a construction method statement has been submitted to, and approved in writing by, the local planning authority. The approved statement shall be adhered to throughout the construction period. The Statement shall:

- i. specify the type and number of vehicles;
- ii. Provide for the parking of vehicles of site operatives and visitors;
- iii. Provide for the loading and unloading of plant and materials;
- iv. Provide for the storage of plant and material used in constructing the development;

- v. provide for wheel washing facilities to control the emission of dirt or dust;
- vi. Provide the intended hours of operations;
- vii. Provide a plan of the site compound and a vehicle routing strategy for construction vehicles.

Reason: To reduce the potential impact on the public highway and accommodate the efficient delivery of goods and supplies in accordance with Section 4 of the NPPF.

Condition #2 Car Parking:

Prior to beneficial occupation of the proposed development, the car parking facilities shall be provided in accordance with the approved plan and shall be maintained available for that purpose thereafter.

Reason: To reduce potential highway impact by ensuring that vehicles do not have to park on the highway resulting in a severe impact contrary to Section 4 of the NPPF.

Condition #3 Bus Stop Improvements:

Details of enhanced westbound bus stop facilities including Real Time Passenger Information facilities shall be submitted to and agreed in writing by the Local Planning Authority. No part of the development shall be occupied until those works have been completed in accordance with the approved details and those facilities shall be maintained thereafter unless and until adopted as highway maintainable at public expense.

Reason: To ensure that the opportunities for sustainable transport modes have been taken up, to give priority to pedestrian and cycle movements and have access to high quality public transport facilities in accordance with Section 4 of the NPPF.

Condition #4 Delivery Management Plan:

Prior to beneficial occupation of the site, details of a Delivery Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved Delivery Management Plan shall be adhered to in all respects unless amendments to the plan have first been agreed in writing by the Local Planning Authority.

Reason: To minimise hazards and inconvenience for users of the development by ensuring a safe and secure layout that minimises conflict between traffic, cyclists and pedestrians in accordance with Section 4 of the NPPF.

Condition #5 Cycle parking:

Prior to beneficial occupation of the proposed development, the cycle parking/storage facilities shall be provided in accordance with the approved plan and shall be maintained available for that purpose thereafter.

Reason: To reduce potential highway impact by ensuring that vehicles do not have to park on the highway resulting in a severe impact contrary to Section 4 of the NPPF.

Condition #6 Travel Plan:

The approved Travel Plan shall be implemented in accordance with the details and timetable therein, and shall be continued thereafter, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the opportunities for sustainable transport modes are taken up in accordance with paragraphs 32 and 36 of the National Planning Policy Framework.

Condition #7 Personal Permission:

The food store hereby permitted shall only be used by a discount food supermarket operator and for no other purpose (including any other purpose in Class A1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended by the Town and Country Planning (Use Classes) (Amendment) (England) Order 2005,

(or in any provisions equivalent to that class in any statutory instrument revoking or re-enacting that Order with or without modification). The following service shall not be operated from the discount food supermarket:

1. Banking Facilities (excluding ATM),
2. Dispensing Pharmacy,
3. Dry cleaning or Post Office Service,
4. Photographic shop or booth,
5. Café / restaurant,
6. Sales of cigarettes or tobacco.

Reason: To ensure that safe and suitable access to the site can be achieved for all people and that a safe and secure layout which minimises conflict between traffic and cyclists or pedestrians can be provided in accordance with Section 4 of the NPPF.

Notes:

Note i: *The proposed development may involve works to be carried out on the public highway and the Applicant/Developer is required to enter into a legally binding Highway Works Agreement (including an appropriate bond) with the County Council before commencing those works.*

Statement of Due Regard

Consideration has been given as to whether any inequality and community impact will be created by the transport and highway impacts of the proposed development. It is considered that no inequality is caused to those people who had previously utilised those sections of the existing transport network that are likely to be impacted on by the proposed development.

It is considered that the following protected groups will not be affected by the transport impacts of the proposed development: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation, other groups (such as long term unemployed), social-economically deprived groups, community cohesion, and human rights.

Yours sincerely,
David Simmons
Principal Development Coordinator