

**To: Head of Planning Services
Exeter City Council
Civic Centre
Paris Street
Exeter
EX1 1JN**

**From: Development Management (Exeter)
Lucombe House AB2
County Hall
Topsham Road
Exeter
EX2 4QD**

Our Ref: EX/00076/2018

Case Officer: Lloyd Orriel
Telephone: 01392 383000

PLANNING APPLICATION – HIGHWAY CONSULTATION REPLY

APPLICATION NO: 18/0076/OUT

APPLICANT: CPG Development Projects Ltd

DETAILS OF APPLICATION: Outline application for mixed use development to provide town centre facilities comprising retail units (food and non-food) (Use Class A1) and restaurant units with ancillary drive-throughs (Use Class A3), together with associated access, access roads, service yards, car parking, infrastructure and landscaping (all matters reserved except access).

LOCATION: Land North Of Honiton Road And West Of Fitzroy Road Honiton Road Exeter EX1 3RS

Observations:

The submitted application is an outline application for mixed use development to provide town centre facilities comprising retail units and restaurant units with drive-throughs together with associated access, access roads, service yards, car parking, infrastructure and landscaping.

Trip Generation and Vehicular Access

The application follows similar applications on the site which received no highway objection subject to appropriate conditions. For this application, the total scale of the development has 12,600 square metres (which is a decrease to historic sites). Nevertheless, from a transport perspective the total predicted traffic generation of the site, as set out in paragraph 6.4 (850 two-way PM peak hour weekday trips & 1100 two-way Saturday peak hour weekday trips) is comparable to historic applications on the site.

The modelling methodology follows the same principles as agreed with the previous application and include the same mitigation agreed to make this application acceptable in highway terms. In order to access the quantum of trips that will be generated from the proposal, philosophies of the TRICS Research Report 14/1 "Pass-by and Diverted Trips" report have been used again once more.

With reference to this guidance, the likely break down of trips that was agreed in previous correspondence (through scoping) have been agreed and are as follows;

- 25% of the predicted trip generation will be internalised
- 45% will be pass-by trips (ahead movements becoming left/right in & left/right out)

The remaining trips (30%) will be new and have been modelled on the Honiton Rd/Fitzroy Rd corridor. The pass-by-trips mean that existing traffic along the Honiton Road corridor will visit the site but will still have to get through the junction to access the site. As such, the development will substantially increase traffic movements at the Fitzroy Road junction, particularly the level of right turn traffic into and out of the site. The current right turn facility into the site from Honiton Road can accommodate 8 vehicles.

Preceding the westbound approach to Fitzroy Road is Moor Lane Roundabout, a major gateway into the city from the strategic road network and identified as a critical highway constraint. It is therefore essential that demand for the right turn movement in any one signal cycle does not exceed the storage.

The rise in vehicular demand will increase the likelihood of this blocking and to ensure the strategic corridor is not blocked, green time would need to be reallocated to this movement. This green time will need to be taken from other movements – namely Honiton Road outbound and the right turn movement out of the site. Queuing on Honiton Road outbound is already a point of concern and substantial worsening of this would not be acceptable.

To mitigate against this, the applicant has kept the mitigation agreed at the last submission (widening of approximately 100 metres along the Honiton Road frontage) which was acceptable to the highway authority and included an acceptable Stage 1 Road Safety audit.

This is identified on Drawing 2176-PHL-007 Revision C and includes relocation of the existing eastbound bus stop into the widened section and addition of a Toucan crossing to the west of the widening opposite Heron Road. The operation of the signals themselves, particularly with regards providing the right run in a separate signal stage, **will need to be amended**.

The additional lane on Honiton Road will considerably increase outbound throughput at the signals, allowing full saturation flow to be maintained for a much greater period. It will also help with better use of the outbound lanes, particularly allowing more traffic to access the underutilised right-hand lane. As such, the current vehicle throughput on Honiton Road can be achieved with a shorter amount of green time.

The longer length of two lanes will also give better lane utilisation for outbound traffic which will help to reduce queuing back from the outbound approach to Moor Lane roundabout. This would increase the ability of traffic exiting Fitzroy Road to proceed on a green light (which they can't always do at present), improving a suitable access out of the site.

The applicant, in addition to the outbound widening works have also agreed to move the stop line of Honiton Rd (Eastern arm) forward. This simple re-alignment will increase the number of vehicles being able to be accommodated in the existing right turn lane and hence improve the efficiency of the Fitzroy signalised junction. Although no formal plans have been drawn up, the applicant is happy to secure this by condition.

The applicant has confirmed that the proposed widening/relocation of the Honiton Rd Stop line is to be provided through **S278 works**. The applicant is advised that detailed design will need to be progressed in liaison with the highway authority, but the submitted mitigation works are broadly acceptable and sufficient to overcome the highway authorities concerns. The applicant is advised that the provision of a shared use footway, where achievable, along the frontage of the site would also be desirable (details of which have not been submitted).

The junction modelling principles have remained the same as the previous application, with updated traffic counts and revised land uses. The T.A states that the Fitzroy Rd junction works within working capacity as per the previous application. It is noted that the Transport Statement does use LIDL trip rates which are typically lower than “standard” trip rates, however the small increase (as a result of different trips rates) does not warrant refusal based on the mitigation recommend in this highway response.

Walking and Cycling Access

The submitted parameters plan indicates three pedestrian and cycle links to the southern boundary with **only** a single link to the north east of the site. These are welcomed, although the applicant is advised that a suitable cycle connection (of appropriate width running through the site) from the southern boundary to the northern boundary **through to the Persimmon site is essential**, but through communication/discussions with the applicant it is apparent that a link to the adjoining residential estate is not being provided.

This is despite the fact that the foot/cycle way is indicated on the Hill Barton/Monkerton Masterplan, a Masterplan that has been approved by members and formally adopted by ECC. It is reminded that the ECC members have already approved plans showing a pedestrian/cycle link to the southern boundary as part of the Persimmon reserved matters application (see condition 6 of Planning Ref:17/0440/RES). Therefore, in terms of increased pedestrian/cycling permeability and the encouraging sustainable travel to the site, a pedestrian/cycle link connecting the significant numbers of housing at Hill Barton to the proposed retail units **must** be provided, to avoid a highways objection.

The applicant was content to provide a ped/cycle link to the north in the previous application (which was subsequently dismissed at appeal). Subsequently, the inspectors note states that safe & sustainable development is required; sections 23 & 26 recognised that the planning conditions proposed did not impinge on highway safety (including the plans that showed a pedestrian crossing over the service yard). The inspector also recognises that sustainable development (section 11.54) should be promoted, minimising the use of the private car.

The applicant, Persimmon, to the north of Moor Exchange have altered their layout show a straighter link (instead of a dog leg) and are willing to build to the boundary. Without the footway/cycleway connection to the Persimmon site, users would have to walk a long way around to get to the proposed units (for example, from measuring the proposed site layout plan, users will have to travel at least an extra 250m – this distance is taken from plot 229 of the Persimmon site to Unit D of the Moor Exchange site).

Hence in the interests of sustainable transport for the city (as advocated in the Hill Barton/Monkerton masterplan and paragraphs 37, 38 & 41 of the NPPF) a footway/cycleway to the adjoining the Persimmon site of at least 3m in width, must be secured by an appropriate condition and/or in a S106.

It is also **essential** for the footway/cycleway to continue through the site with appropriate width (at least 3.5m) and geometry (straight link desired from the northern boundary to the southern boundary) to be provided and to be secured by condition and/or S106. The link through the site is essential as it provides a **direct** connection from the Hill Barton consortium, through the proposed site and into Digby industrial estate. Without such a link being provided pedestrian and cyclists distances would increase, not forming a suitable access for all users, contrary to the mantra set out in the NPPF.

Furthermore, aim 4.1 of the Monkerton & Hill Barton Masterplan, states that *“actively encourage a modal shift away from use of the private car to sustainable modes of transport. This means there needs to be obvious advantages to sustainable modes of movement over using the car including cost; the ease of journey/movement; speed of arriving at destination; flexibility; and reliability of public transport”*.

The proposed site presents the opportunity of connecting a major residential site to the north and an employment site to the south. The applicant has provided a Toucan crossing on Honiton Road and therefore the route should continue through the site and making the connection to the north. Such a link will promote sustainable transport minimising the need to travel via a private car, complementing the Monkerton & Hill Barton Masterplan, paragraphs 37, 38 & 41 of the NPPF and Exeter Core Strategy Policy CP19 whereby green infrastructure should be provided.

Bus Access

The submitted plans indicate provision of a vehicular connection to the northern boundary with the adjacent Hill Barton Consortium residential site. It was agreed through the Persimmon Hill Barton Vale Phase 2 application that this northern connection was to be made as bus/pedestrian/cycle only. Therefore, to accommodate this, the applicant has provided a right turn lane for buses only meeting the aspirations of the County Council, this should be secured via S106 and/or condition.

The applicant has suggested a condition for the proposed bus link:

“Following first occupation of any of the retail (Class A1) units hereby authorised, a highway connection to the adjoining land to the north, in the location shown on the submitted drawing (ref: PHL_001_B), which shall be restricted to buses only, shall be provided no later than 4 months following the serving of formal written notice on the local planning authority by a bona fide bus operator confirming that an operator is ready and able to service the route with funding in place. The connection shall be subject to an appropriate physical barrier in accordance with details to be agreed between the developer and the local planning authority to restrict use of the route to buses in perpetuity, and which shall subsequently at all times be maintained in good and effective working order. In the event that the restrictions fail, or the physical barrier becomes disabled, the connection will be closed to all vehicular traffic with immediate effect.”

The condition put forward by the applicant is unacceptable as the operation of the bus link is controlled by the applicant and hence the link is not guaranteed in perpetuity. This, like the pedestrian/cycle link as described earlier is against the aim 4.1 of the Monkerton/Hill Barton Masterplan, paragraph 41 of the NPPF and Exeter Core Strategy Policy CP19.

The introduction of the bus link running through the Hill Barton estate will encourage modal change and provides the opportunity for a bus to connect Hill Barton (and indeed the site itself) to the rest of the city – it is therefore **essential** for the bus only link facility to be secured as part of this application. The bus link will aid to reduce the number of vehicular trips on the cities highway network. An appropriately worded condition has therefore been put forward for the LPA's consideration, ensuring the link is secured for perpetuity.

On site facilities

408 parking bays have been provided to serve the proposal. To ensure that enough parking is available on site, a car accumulation process has been undertaken using TRIC's analysis which indicates that there will be enough parking on site to accommodate the proposed use. It is believed that 20 Electric vehicles spaces will be provided which is welcomed. The applicant has indicated that the car park will be managed privately.

Although this is only at outline stage, reflecting the sites proximity to the Hill Barton community/key employment hubs and cycle routes, cycle parking standards should, where practical, be exceeded. The cycle parking should be secure and easy to access, promoting cycling for all users who wish to visit this site. The applicant should also provide suitable changing facilities/lockers for staff members on site – these standards are in the sustainable SPD and should be included to encourage walking/cycling.

The applicant proposes an area for service vehicles to turn around behind Unit D – no tracking diagrams showing that vehicles can exit in forward gear have been provided, but by looking at the site plans, it seems that such a manoeuvre can be undertaken. Nevertheless, this is all on private ground and it is for the developer to prove vehicles can turn on site.

Travel Planning

In accordance with paragraph 36 of the NPPF and the Sustainable Transport SPD, the development will be required to have a Travel Plan. A Travel Plan should be introduced including details of walking and cycling routes, as well as public transport including maps, timetables, and information about ticket offers. It should also include information about car sharing schemes, car clubs, eco-driving and motorcycle safety. These measures should be encouraged to continue the promotion of non-car based travel.

Construction

A condition is also recommended to ensure that appropriate facilities for all construction traffic are provided on site before the commencement of any part of the development hereby approved.

Summary

In summary through ongoing liaison, the key inputs to assess the transport impact of the proposal were agreed in principle at the time of the previous application and the same principles have been used once more. Following this, the applicant has proposed improvements to the adjacent highway network in the form of widening of Honiton Road and moving Westbound stop line on Honiton Road improving the operation of the Fitzroy signalised junction.

Although this application does generate more traffic in the Saturday Peak than the previous submission, it is felt that with the proposed mitigation put forward by the applicant and the forthcoming improvements on Moor Lane Roundabout in combination with the opening of Tithebarn Link Road, that the vehicular impact from this development does not form a reason for refusal.

Policy CP19 of the Core Strategy states that a green infrastructure network is to be delivered. Hence as discussed in the narrative and recognising the policies in the NPPF, efforts should be made to encourage sustainable transport (walk/cycle/bus) and therefore S106 contributions for transport are expected to include:

- A bus/cycle/pedestrian connection to the northern boundary of the site from Fitzroy Road (including the bus right turn lane)
- A pedestrian/cycle connection running through the proposed site of at least 3.5 metres width from the northern boundary of the site (connecting to the Persimmon site) to a point on the footway on Honiton Road on the southern boundary adjacent the Toucan crossing

Improvements proposed are sufficient to overcome the previous concerns and therefore, subject to the following conditions (including S278 works) being attached in the granting of any permission, no objection.

Recommendation:

THE HEAD OF PLANNING, TRANSPORTATION AND ENVIRONMENT, ON BEHALF OF DEVON COUNTY COUNCIL, AS LOCAL HIGHWAY AUTHORITY, RECOMMENDS THAT THE FOLLOWING CONDITIONS SHALL BE INCORPORATED IN ANY GRANT OF PERMISSION:-

1. No Class A1 unit hereby approved shall be occupied until the widening of Honiton Road, provision of Toucan crossing and improvements to Fitzroy Road junction, as indicated in drawing no. *2176-PHL-007* Revision C, have been provided and retained for that purpose at all times

REASON: To prevent a severe impact on the local transport network and ensure that safe and suitable access is provided for vehicles, in accordance with Section 4 of NPPF.

2. No Class A1 unit hereby approved shall be occupied until a bus/cycle/pedestrian connection to the northern boundary of the application with the bus right turn lane, as indicated in drawing no. *15049_PL02* Revision A, have been provided and retained for that purpose **at all times**

REASON: To prevent a severe impact on the local transport network and ensure that safe and suitable access is provided for vehicles, in accordance with Section 4 of NPPF, Aim 4.1 of the Monkerton & Hill Barton Masterplan and Policy CP19 of the ECC Core Strategy

3. No Class A1 unit hereby approved shall be occupied until the stop line (and associated works such as the movement of the signal heads) have been moved forward on the Honiton Road westbound arm of the Fitzroy Road signalised junction have been provided and retained for that purpose at all times

REASON: To prevent a severe impact on the local transport network and ensure that safe and suitable access is provided for vehicles in accordance with Section 4 of NPPF.

4. No Class A1 unit hereby approved shall be occupied until the three pedestrian and/or cycle connections from the development to southern boundary and **two** to the northern boundary of the site (**including the link through to the Persimmon boundary**), have been provided to a standard approved in writing by the Local Planning Authority and made available for public use and such connections to be maintained for this purpose at all times.

REASON: To provide safe & suitable access facilities for all users and to promote the use of sustainable modes, in accordance with Section 4 of the NPPF, Aim 4.1 of the Monkerton & Hill Barton Masterplan and Policy CP19 of the ECC Core Strategy

5. No Class A1 unit hereby approved shall be occupied until a pedestrian/cycle connection of at least 3.5 metres width running through the site from the northern boundary of the site (Persimmon connection) to a point on the footway on Honiton Road on the southern boundary adjacent the Toucan crossing, has been provided to a standard approved in writing by the Local Planning Authority and made available for public use and such connections to be maintained for this purpose at all times.

REASON: To provide safe & suitable access facilities for all users and to promote the use of sustainable modes, in accordance with Section 4 of the NPPF, Aim 4.1 of the Monkerton & Hill Barton Masterplan and Policy CP19 of the ECC Core Strategy

6. A comprehensive Framework Travel Plan for the site shall be submitted to and approved in writing by the Local Planning Authority in advance of occupation of the development. The approved travel plan measures will be implemented to the satisfaction of the Local Planning Authority.

A review of travel patterns for the site shall be undertaken within 3 months of occupation of the development and updated on a basis as agreed in writing with the Local Planning Authority thereafter.

REASON: To ensure that the development promotes all travel modes to reduce reliance on the private car, in accordance with paragraph 36 of the NPPF

7. 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 statement should include details of access arrangements and timings and management of arrivals and departures of vehicles. The approved Statement shall be adhered to throughout the construction period.

REASON: In the interests of highway safety and public amenity

Officer authorised to
sign on behalf of the County Council

Date: 1st June 2018