

PLACE DIRECTORATE
Highway Development Control



To: Development Management
F.A.O Stacey White

My Ref: HDC/2021/1089 & 1090

Your Ref: 2021/1089 & 2021/1090

Date: 28/10/2021

Enquiries to:

Ext:

Subject: Hybrid application for employment development comprising:- a) Full planning permission for: earthworks to create development platforms; strategic drainage ponds and associated drainage infrastructure; and location of strategic landscaping and ecological areas. b) Outline planning permission seeking approval over means of access and landscaping for employment use development (use classes E/B2/B8) and associated infrastructure works.

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Hybrid application for residential development for 1,760 dwellings comprising: a) Full planning permission for: earthworks to create development platforms; strategic drainage ponds and associated drainage infrastructure; construction of a new link road; location of strategic landscaping and ecological areas; demolition of existing buildings; works to Hermit Lane; and erection of Phase 1 residential development comprising 229 dwellings b) Outline planning permission for: Residential development comprising 1,531 dwellings; new primary school; small shops and community facilities; and associated infrastructure works.

Background:

With reference to the submitted transport assessment (TA), this response focusses on the fundamentals of assessment rather than the finer detailed elements of the application. Such detailed elements may be subject to change following initial advice and further comment can be provided in due course. It is noted that a single transport assessment is provided across both the above applications and whilst this is recognised as helpful in presenting an overall impact from the two applications, there are elements which require expansion to suitably explain the individual implications of each.

Comments to follow will include: Travel Plan; Active Travel; Layout; Engineering Details; Road Safety Audit. In terms of current missing information it is likely that a design compliance check will be required to accompany the engineering details.

Scope of Assessment – Network Extents

At present the scope of assessment within the TA, specifically the extent of junctions assessed, is not sufficient to enable a full review of the impacts of the application(s) from a highways viewpoint.

Current adopted supplementary planning guidance provides the underlying thresholds of assessment. This includes *Any development generating 30 or more two-way vehicles movements in any hour and/or Any development generating 100 or more two-way vehicle movements per day*. Where there are no firm threshold figures within current TAG guidance for practitioners and appraisers, current policy conforms to the now withdrawn Department for Transport document Guidance on Transport Assessment. This is not purely used to determine the need for a transport assessment but should also be considered as the appropriate metric for determining network impact and therefore the need for individual junction assessment with the TA submission.

Whilst it is understood that no formal pre-application advice was sought for these applications, the above requirement was communicated to TA authors in May 2021 in advance of submission and as part of EIA screening correspondence.

ES Section 8.1.4 states that *“the scope and methodology for the Transport Assessment has been discussed and agreed with Barnsley Metropolitan Borough Council (BMBC) as the highway authority, as well as Highways England who is responsible for the operation of the nearby M1 motorway.”*.

With ES 8.4.2 further stating *“The methodology for the Transport Assessment (TA) has been informed through a number of key stages. These are as follows:*

- *Identification of the scope of the assessment area. This was agreed with BMBC and HE during pre-application discussions and covers Barugh Green Road, Higham Common Road, the M1 J37 and associated roundabouts and Whinby Road, along with the proposed link road.”*

On first review of the submitted information, the TA assessment scope looks consistent with a 2018/19 scoping process between the TA authors, AECOM (acting on behalf of BMBC Highways/Planning services) and Highways England. This scoping exercise was undertaken to establish the basis of trip generations from the MU1 land allocation and the resulting assignment and distribution onto the highway network with the specific target of understanding any impact to M1 Junction 37 and the M1 Motorway during the masterplan framework development process.

In terms of recent history this approach was deemed fit for purpose to inform the basis of assessment for both the 2020/0027 and 2020/0028 MU1 site access junction applications as these were limited to the engineering details associated with direct access to the MU1 allocation. As zero development was being sought through either of the now approved applications, no wider network assessment was required to facilitate a review at that time.

No subsequent engagement (advice or scoping) with Highways Development Control has been made prior to submission of the current applications for development within the MU1 allocation.

Appended below is an extract from the TA appendices showing the network flow diagrams for all development generated vehicles trips in the AM and PM peak hours. Figures 41 & 42 are shown in Passenger Car Unit (PCU values), where all vehicle types are factored together under a standard approach to provide a single uniform total traffic generation figure. It is noted that the TA also presents a breakdown of trips by HGV, the principle of which is welcomed for understanding the breakdown of predicted impact.

The local highway network is represented in Figures below with the predicted development vehicle movements shown for each junction in green cells and for each entry point to the network in blue cells. It is noted that of the 11 entry points to the network a total of eight (72%) in the AM peak and nine (82%) in the PM peak show values of vehicle movements in excessive of a 30 two trip threshold, indeed some are substantially above. No rationale is provided in the TA to support the lack of wider network assessment and the assessment should be updated to include an impact assessment of all junction locations where a >30 two-way vehicle movement impact is predicted.

The above requirement does not include the need to assess the development impact of the current under construction works to Pogmoor crossroads (Junction K on the appended figures) but does include any locations east and south of the current extent of those works.

Trip Generation and Distribution

The TA describes the gravity model based approach to assignment of trips to the network being based on a single MSOA. Whilst this may need to be revisited/expanded in light of the above comments on the scope of assessment, HDC understand that past discussions involving Highways England (Masterplan/Access Rbt Apps) has led to the expansion of the approach to

include at least one additional MSOA in the context of the current assessment scope. A check and confirmation of the approach used to assign trips may be necessary.

Further explanation is required to clarify the approach to discounting of new trips to the network. Whilst some element of pass-by & linked trip generation may be accepted, school drop off movements for example should still be classed a new trips across a number of junction locations. A purely vehicle trip generation approach will focus on employment based car journeys.

No assessment of predicted non-motorised movements from the application site is made within the TA. The full land allocation has the propensity to introduce a significant number of walking and cycling trips to the adjacent network. A person trip rate, network assignment and suitability of infrastructure assessment should be undertaken and included with the application for review.

Assessment Scenarios

The proposed applications have the potential to generate a significant amount of traffic throughout periods other than the defined weekday peak hour (commuter) movements. The TA makes no references as to the investigation of existing Saturday peak period link and junction flows to enable a view to be taken on any impact to the local highway network from additional 'recreational' movements. The TA should provide information on what data the application has obtained to discount this.

Whilst a combined TA across both applications is useful in beginning to assess overall impact of MU1 development, further clarification is required over the number of references to phases of development. In one example, section 1 and section 4 details a breakdown of application 1 being 229 dwellings (ref: Phase 1a, full application) and 1531 dwellings (outline application). Section 4 also states that phase 1a will be located northwest of the site and be accessed from the roundabout at Barugh Green Road. However further referencing in section 5 of the report detailing development traffic demand and states 175 units located south-east of the site with a further 1531 taking the total to 1706.

Another example is the use of the phase 1 and phase 1a approach to referencing. Both are used to refer to the residential element but phase 1 is also given to the HGV figures appended to the report. Clarification is required to understand how the HGV proportions have been derived and to what elements of the application(s) these refer. Are phase 1 HGV movements associated with the residential and if so does this infer that the total HGV movements figure relates to additional employment land movements? If so, in the AM peak for example, phase 1 seems to account for 78% of the total flows.

Section 5 goes on to reference phase 1 as including 229 residential units and the total employment land use and this would indicate that a Phase 1 scenario is created from different elements of both applications. Further clarification of the assumptions and scenarios presented in the TA are required as this looks to further complicate the separate applications.

Committed Development

The inclusion of committed developments is listed within the TA but this may need to be re-evaluated following the above comments on scope of assessment. Attention should also be made to current TAG guidance where "It is important to give appropriate consideration to the cumulative impacts arising from other committed development (i.e. development that is consented or allocated where there is a reasonable degree of certainty will proceed within the next 3 years). At the decision-taking stage this may require the developer to carry out an assessment of the impact of those adopted Local Plan allocations which have the potential to impact on the same sections of transport network as well as other relevant local sites benefitting from as yet unimplemented planning approval".

Link Road Delivery

The TA refers to a partial delivery of the proposed link road (s4.4.1) although limited further information is included within the document to support this. Indeed, prior to the contributing elements of interim assessment scenarios being accepted, further information of phasing and overall delivery of the new link will be required as this may influence the scenarios to be assessed. At present assessments are limited to a 2026 without link road and a 2033 with link road scenario, which gives no indication of when the link road will be delivered.

Linked to assessment scenarios, previous approved applications and the requirements of complimentary disciplines that rely on the data within the TA, further discussion is required on the need to expand the scenarios included within the assessment to provide a worst case appraisal over any partial and full link road delivery and the interim implications to the surrounding highway network. From a highway perspective the TA recognises that certain network re-routing could be established as a result of the full link road deliver and this therefore could have further bearing on a number of wider locations as the turning proportions would change as a result.

Layout

Part of the application(s) seeks full planning approval for 229 residential units. The only layout provided within the TA is in Appendix A drawings as 'illustrative masterplan'. It is noted that drawing no. 20-CL4-SEGB-BWP1-02 labelled as a 'sketch layout' for drawing stage 1 – viability is provided with both application submissions. Prior to detailed comments on layout being provided it should be confirmed that this drawing is appropriate for the planning stage submission for which it is being used. The applicant should be mindful that any subsequent approvals based on the layout provided will serve to fix the development details to the reference of any plan any decision is based.

The appropriate layout should be appended to the TA. An additional section is required within the TA to support any layout submitted for review. Further advice can be provided if necessary but such additional information will likely include as a minimum: road and street types, junction visibility and forward visibility at bends, parking provision inclusive of visitor parking, swept path assessments (fire and refuse vehicles) and active travel connections/transitions. Technical compliance is referenced in the adopted Barnsley West Masterplan and South Yorkshire Residential Design Guide.

For and on behalf of
Highways Development Control

NB: Below Images sourced from:

Strata Sterling Barnsley West Ltd
Proposed MU1 Residential and Employment Site, Barnsley
Transport Assessment
7 July 2021
Version 1.0 Issue

Figures 41 & 42, PDF page no. 103 & 104, available from
<https://www.applications.barnsley.gov.uk/PlanningExplorerMVC/Home/ApplicationDetails?planningApplicationNumber=2021%2F1089#documents>



