

<b>ITEM NO:</b>	<u>Location:</u>	<b>Land Adjacent To Elm Tree Farm, Hambridge Way, Pirton</b>
	<u>Applicant:</u>	<b>CALA Homes</b>
	<u>Proposal:</u>	<b>Details reserved by Condition 6 (Construction Management Plan) of planning permission reference no. 15/01618/1 granted on 27 May 2016.</b>
	<u>Ref. No:</u>	<b>17/00335/ 1DOC</b>
	<u>Officer:</u>	<b>James Gran</b>

**Date of expiry of statutory period:** 06 April 2017

**Reason for Delay**

N/A

**Reason for Referral to Committee**

Due to the public interest of the proposed Construction Management Plan and the impact upon the local area, namely from the proposed route for construction vehicles.

**1.0 Relevant History**

- 1.1 15/01618/1 – Members resolved to grant outline planning permission (all matters reserved) for residential development of up to 82 dwellings with associated infrastructure, public open space and planting (amended description) at the meeting of the Planning Control Committee held on 17 December 2015. Following the resolution of flood risk issues with the Lead Local Flood Authority and completion of the requisite S106 Obligation, outline planning permission was granted on 27 May 2016.
- 1.2 16/02256/1 - Reserved matters application for approval of access, appearance, landscaping, layout and scale to serve a residential development of 78 dwellings (31 affordable and 47 private), pursuant to outline planning application 15/01618/1 granted 27.5.16 - Reported to March Planning Committee for determination.

**2.0 Policies**

- 2.1 None relevant

**3.0 Representations**

- 3.1 **Highway Authority** - No objection to vehicle construction route through Holwell and is stated to be the more preferable option of the two routes. However, due to further details and clarification required on various parts of the Management Plan, their overall recommendation is currently of refusal. Members will be updated to any change in this recommendation, following any further details received.
- 3.2 **Environmental Health** - Recommend approval of the "Construction Management Plan (and Traffic Management Plan)" Holwell Road, Pirton by Cala Homes (undated) in so far as it relates to noise control, hours of working, screening of site, dust suppression and wheel washing.

- 3.3 **Holwell Parish Council** - Object to proposed construction vehicles route through Holwell, stating: *“The route through Holwell contains numerous road safety hazards. There are approx. 90 residential properties in the village along the single narrow road through the village, plus, as the sketch map shows, 4 chicanes, 3 sleeping policemen, numerous parked cars in Holwell Road and road widths in Pirton Road and Waterloo Lane that vary mostly from 3.0 metres to 4.0 metres, with steep road side banks and a total of 5 blind bends. The 89 bus (roughly one per hour) uses this single road and it is a long and wide low-loader, not to mention large agricultural vehicles regularly using this route from the 3 village farms situated along this long (1.5 miles) section of road”*. Alternative routes suggested of through Pirton to link to Hitchin Road, or option of using Hambridge Way and a temporary track across the southern fields to link to Hitchin Road.
- 3.4 **Shillington Parish Council** - The Construction Management Plan does not take into account the narrow roads of Shillington or the impact of the residential development proposed for Shillington, in regard to other construction vehicles and general traffic. The application should be refused on highway grounds.
- 3.5 **Local Residents** - Objections received primarily on the reserved matters application, from many residents predominantly in Holwell but also from Pirton and Shillington, including the following comments:
- Waterman’s assessment to be biased in favour of directing construction traffic from the A600 Bedford Road via Holwell with absolutely no thought for the safety and convenience of Holwell residents. WIE have drawn the conclusion that routing construction traffic via Holwell would be safer than via Pirton when they state that their review concludes that both routes are equally viable.
  - Vehicles through Holwell is not safe or considerate - Holwell has approx. 90 houses directly facing on to the a single track class C road which has 4 blind right hand bends, chicanes with a very narrow road width, 3 speed humps and parked cars reducing traffic to single file, where it is impossible in places for two cars to pass far less two trucks.
  - Drivers frequently ignore the ‘give way to oncoming traffic’ signs at the chicanes resulting in vehicles squeezing past each other at inappropriate places, driving across verges and generally destroying the banks or having to reverse. In places the roads through the village are badly pot-holed, hedges are overgrown and hanging over the carriageway, give-way signs are obstructed due to the overgrown vegetation and bollards have been destroyed by vehicles forcing their way through.
  - Waterloo Lane is a particularly dangerous, narrow and winding section of the route where vehicles swing across the carriageway in order to manoeuvre around the tight bends. Verges, high banks and private drives have already been eroded by vehicles traversing this section and large tyre tracks are the evidence of these actions.
  - Public and school buses use the entire suggested route via Holwell compared to a small part of the Pirton route.
  - It is stated the surrounding initial area is agricultural in nature and likely to experience ‘some level of large vehicle movements at present’. This wording is disingenuous, the roads through Holwell experience large vehicle movements on a daily basis due to the nature of the rural and farming communities sited throughout the village. What we do not need are additional large vehicles endangering lives and causing congestion.
- Note** - Due to a revised document being submitted after consultation had commenced upon this application, a further notification and consultation period will be carried out and Members will be updated at the meeting of further comments received.

## **4.0 Planning Considerations**

### **4.1 Site & Surroundings**

4.1.1 The application site is located to the east of Royal Oak Lane, south of Holwell Road and north of Hambridge Way. It has a frontage onto Holwell Road of approximately 65 metres and approximately 140 metres along Hambridge Way. The depth of the site is approximately 400 metres. The area of the site totals approximately 4.4 hectares and consists of an open field area for the majority of the northern part of the site bounded by landscaping along its eastern boundary and an area of agricultural buildings to the south of the site with a paddock area to the rear of these buildings. Part of the western boundary of the site is located adjacent to the Pirton Conservation Area. Three new detached properties are now located adjacent the site, to the rear of 40 Royal Oak Lane.

### **4.2 Proposal**

4.2.1 Condition 6 of the outline planning permission states the following:

*"Prior to commencement of the development full details of a Construction Management Plan shall be submitted to the Local Planning Authority for approval in writing. The Construction Management Plan shall contain the program of works on site, area for construction vehicle parking, storage and delivery of materials within the development site, construction vehicles wheel washing facilities, and details of construction vehicle routing to and from the site".*

4.2.2 The submitted Construction Management Plan for the development of 78 dwellings, involves the following:

Construction Method Statement

- Construction and storage compounds
- Screening and hoarding details
- Control of dust and dirt emissions
- Wheel washing facilities
- Site lighting
- Hours of working and site delivery times. These are proposed as follows:

The site working hours are as follows:

- Site hours are 08:00 to 17:00 on Monday to Friday
- 08:00 to 13:00 on Saturday
- No Sunday or Bank Holiday working

Site delivery hours as follows:

- Site delivery hours are between 09:00 and 15:00 on Monday to Friday
- 08:00 to 13:00 on Saturday

- A Construction Code of Conduct is detailed into various categories.

The Appendices then detail the following:

- I – VEHICLE DETAILS
- II – DAILY AVERAGE NUMBER OF VEHICLES
- III – ACCESS OF SURROUNDING PROPERTIES
- IV – POSITIONS OF HOARDING
- V – VEHICLE LOADING/UNLOADING
- VI – VEHICLE ROUTES INTO SITE
- VII – BUILD PROGRAMME

#### 4.2.3 The conclusion of the Management Plan states the following:

*"The key area to ensure that this plan is adhered to and that minimal impact to local residents result are:*

- 1. Communicate with residents at all times so they are always aware of any operations that are taking place that has the potential to affect them.*
- 2. Ensure the permitted site hours are adhered to at all times.*
- 3. To ensure our measures are effective, capable of being monitored and reviewed throughout the construction period.*
- 4. Any complaints will be dealt with in a professional way and ensure complaints are closed out sufficiently.*
- 5. Actively engage with CCS (Considerate Contractor Scheme) and good working practices.*
- 6. Educate the workforce on the need to keep noise to a minimum and the importance of this plan to ensure residents are not disrupted by our activities. This will be carried out at our site inductions and regular site meetings".*

#### 4.2.4 Also submitted with the application is a Route Assessment, carried out by transport consultants Waterman Infrastructure and Environment (WIE), which examines two route options for construction vehicles for the development. These routes are described and summarised as follows:

##### **1. Route through Pirton (from the south)**

This route would bring traffic from the south (from the B655) along Hitchin Road to the junction with Walnut Tree Road (immediate southern boundary of Pirton).

From there, traffic would turn right into Walnut Tree Road, following the road to the north until reaching Holwell Road. Vehicles would then turn right and travel along Holwell Road before turning right into the site.

No one-way roads are part of the route, and therefore returning vehicles (departing the site) would follow the same route in reverse.

##### **For:**

- Uses wide and straight Hitchin Road
- Does not pass as many residential properties
- Roads wide enough for rigid vehicles

##### **Against:**

- Tight turn onto Holwell Road
- Parked cars outside cottages restrict existing road width
- Tight turn onto Walnut Tree Road
- Construction vehicles have to cross road to access the site
- Higher pedestrian activity

**Summary** – the route from the south is particularly good along Hitchin Road, although routing through Pirton does cause some issues in terms of road widths on the initial section of Walnut Tree Road and then the final section along Holwell Road.

#### 4.2.5 **2. Route through Holwell (from the east)**

The route from the east would require vehicles travelling along the A600 Bedford Road before turning into Holwell Road.

From there, traffic would follow Holwell Road through the village of Holwell before entering the site in a straight (slightly left turn). Again, no one-way roads are part of this route and therefore returning vehicles (departing the site) would follow the same route in reverse.

**For:**

- Long stretches of straight road
- Vehicles can drive straight into / out of the site without turning at the site access
- Roads are wide enough for proposed rigid vehicles
- Residential properties are set back from road
- Less pedestrian activity due to set back footways in a number of areas

**Against:**

- Narrow reduced visibility bends at Waterloo Lane
- At points buses and lorries may have to give-way to allow vehicles to pass

**Summary** – the route from the east is particularly good along Bedford Road and long straight sections of Holwell Road / Pirton Road. Waterloo Lane is the most challenging stretch for vehicles as turns are tight and vehicles may need to give-way to oncoming traffic.

- 4.2.6 These two routes are the only potentially viable options. The other suggested route from comments received, to be a temporary track across the adjacent fields, was confirmed by the Highway Authority to be unviable due to inadequate visibility, surfacing and new access points required.

### 4.3 Key Issues

- 4.3.1 The key issues in this application are the impact of the construction activities upon the amenity of the area and upon the highway network from the route for construction vehicles.

#### 4.3.2 Impact upon the amenity of the area

With regard to the details submitted pertaining to on-site works of construction and storage compounds, screening and hoarding details, control of dust and dirt emissions, wheel washing facilities, site lighting, hours of working and site delivery times, all as set out in the documents submitted, these are all acceptable to the Council's Environmental Health department.

- 4.3.3 Further details of various parts of the Construction Management Plan have been requested by the Highway Authority, see full comments below. Subject to these further details being acceptable to the Highway Authority, which will be updated to Members, the construction Method Statement and Management Plan are considered to be acceptable in regard to safeguarding the reasonable amenity conditions for nearby residents and of the area.

#### 4.3.4 Impact upon the highway network

In regard to the construction vehicle route to be adopted, it was proposed from the submission of the reserved matters application that the route through Holwell is the favoured route for the development. Mitigation measures are proposed as follows:

- "CALA Homes' CMP proposes to provide a variety of mitigation measures in order to ameliorate the impacts of the development during the construction phasing.
- The CMP suggests that the priority routing of construction vehicles will be from the Holwell direction in order to avoid areas of parked cars in the vicinity of the site at Pirton. The CMP has also acknowledged the difficulties that some vehicles may experience at various points along the route and therefore suggests a limited size of vehicle to access the site.
- A condition survey of the roads (paid for by CALA Homes) is to be undertaken prior to construction beginning and all defects caused by construction traffic are to be repaired at CALA's cost.
- CALA have indicated that management and scheduling of deliveries is possible

via radio communication.

- The CMP also states that deliveries will be restricted to only occur between 9am to 3pm Monday to Friday in order to avoid network and school peak hours.
- Liaison with local residents is also a commitment throughout the construction period.
- CALA Homes have identified a number of off-site highway laybys that vehicles can wait in until called to the site in order to minimise impacts on the route i.e. ensuring that the site is clear for arrivals".

#### 4.3.5 The Route Assessment document has the following summary:

"Based on the above it is clear that CALA Homes has considered in significant detail the potential routes to and from the site for construction vehicles.

The WIE review concludes that the routes from Holwell or Pirton are equally viable, however, pinchpoints are present on both networks that may require vehicles to cede their travel to allow on-coming vehicles to pass. Hertfordshire County Council have accepted and confirmed that the construction route through Holwell is an acceptable route for construction vehicles.

No weight, height or width restrictions are placed on either route, and some routes are partially used by the existing 89 bus service (in both directions) showing that the route is navigable by larger vehicles.

The measures set out by CALA Homes in the CMP seem reasonable, particularly in relation to the limitation of the size of vehicle to access the site and the restriction of delivery hours outside of the network and school peak hours".

#### 4.3.6 The Highway Authority comments received, request further details and clarification on various points of the Management Plan including delivery times, management of the Traffic Management Plan (TMP) and the route and size of construction vehicles. These comments are as follows:

*"HCC acknowledges that a Construction Management Plan and Traffic Management Plan (CMP & TMP) was submitted as part of application 16/02256/1, whilst this document did not technically form part of this application HCC requested further information was provided. An application has now been submitted ref 17/00335/1DOC to discharge condition 6 which states:*

*'Prior to commencement of the development full details of a Construction Management Plan shall be submitted to the Local Planning Authority for approval in writing. The Construction Management Plan shall contain the program of works on site, area for construction vehicle parking, storage and delivery of materials within the site, construction vehicles wheel-washing facilities, and details of construction vehicle routing to and from the site'.*

*As part of this application submission a revised CMP & TMP has been submitted as well as a Route Choice Assessment document. HCC has also received a further revised CMP & TMP on 27 February and broad brush programme, which sought to address our original comments made as part of application 16/02256/1. HCC has considered all documents received and our comments are set out below:*

*HCC acknowledges that information has been provided confirming that;*

- *A loading/unloading bay will be provided on site to avoid deliveries being taken on the highway;*
- *A turning area will be provided on site to ensure that vehicles can exit in forward gear;*
- *Wheel washing facilities will be provided;*
- *Management of the CTMP;*
- *Liaison with residents;*
- *Times of delivery;*
- *Route assessment;*
- *Sizes of vehicles; and*

- *Broad brush scheme programme*

*Whilst this information is helpful additional information/clarification is sought:*

#### *Delivery Times*

- *The times of delivery to the site have been set out as 09:00 – 15:00 to avoid school traffic, this is helpful but HCC would request that deliveries commence at 09:30am to ensure the network peaks are avoided;*
- *Within the document it notes that deliveries will be in accordance with set working hours, as mentioned above these should accord with the delivery hours not working hours, this needs to be amended;*
- *Within the document it mentions delivery hours will be 09:00-15:00. However, in some circumstance earlier deliveries to the site may be unavoidable – it is understood that a booking system is in place and on this basis clarification is sought as why this may be unavoidable;*

#### *Management of the TMP*

- *It is noted that a three strike system will be in operation - further information as to how this will be managed is requested and why one strike isn't considered;*
- *It is noted that the document states that if any work deviates from this management statement a new statement will be issued. Further information is required as to how this will be identified and will the new statement be agreed with the Local Planning Authority and Highway Authority?*
- *It is noted that a wheel washing facility has been provided, it is requested that a road sweeper should be "on call" in case of severe spreading of loose material binding to the road surface.*

#### *Route and size of vehicles*

*As mentioned in our previous comments HCC does not in principle raise an objection with the construction traffic route from Holwell. Whilst it is noted there are concerns regarding the use of this route for construction movements, the use of roads via Pirton are also considered problematic. HCC considers the Holwell route to be more preferable than Pirton, due to the Pirton route having to use a route with significantly higher pedestrian activity. Also along Walnut Tree Road and Royal Oak Lane on-street parking does occur which will constrain the width of the carriageway further, which will make construction access more difficult. However, further information, (set out as follows) is sought before HCC are satisfied that the proposals suggested are workable:*

- *The document acknowledges the routes around the site are narrow and not suitable for large articulated vehicles and therefore proposed to use rigid vehicles. It is noted within Appendix I that 26t and 18t rigid vehicles are proposed to be used, these are still of a reasonable length and width and on this basis HCC require a swept path assessment to be provided to demonstrate that the vehicles can safely manoeuvre;*
- *There is mention of a Crane accessing the site '2 weekly' in Appendix II but no mention as to how this will arrive and depart the site, this is required. Clarification is sought as to whether you mean a Crane will arrive twice in one week during the superstructure phasing or twice weekly;*
- *It is noted that if for any reason a large vehicle is required to make a delivery it will only be done so with prior consent from the Planning Authority. It is noted that in Appendix 1 an Articulated silo lorry and Articulated lorry is likely to be required. On this basis, further information is sought as to when these are anticipated to be required and an indication of frequency. It should also be noted that we would request that this is also agreed with HCC as the Highway Authority.*

## *Mitigation Measures*

- *It is noted that the limiting the size of vehicles is suggested as a mitigation measure – HCC has commented on this above;*
- *A condition survey – this is acceptable but timeframes and extent will need to be agreed with HCC as the Highway Authority;*
- *A number of off site highway laybys that vehicles can wait in until called in order to minimise impacts on the route – Further information is sought with regards to the distance of these laybys, what these laybys are currently used for as and why this is ultimately necessary with a booking system.*

*In summary, HCC requires further information/clarification to be provided before they can support the discharge of Condition 6".*

4.3.7 The proposed route through Holwell and other villages beyond this, is considered acceptable to the Highway Authority and is, in their opinion, the more preferable option of the two routes. I note the comments from Shillington Parish Council and I sympathise with those residents affected by the proposed route through Holwell and beyond. The route through Pirton would affect far fewer dwellings in terms of passing construction vehicles. However, I agree with the Highway Authority that the advantages of the Holwell route of long stretches of straight road, vehicles can drive straight in and out of the site without turning at the site access, roads are wide enough for proposed rigid vehicles, with residential properties set back from road, with less pedestrian activity due to set back footways in a number of areas. These benefits are considered to outweigh the advantages of the Pirton route which primarily is that this route passes far fewer residential properties. With the mitigation measures proposed, and the delivery times being outside of rush hours and school drop off and pick up times, the Holwell route is considered to be the more preferable option and is considered acceptable under the requirements of condition 6. This is however subject to further comments from the Highway Authority to any further details received.

## 4.4 **Conclusion**

4.4.1 The route for construction vehicles of the development is considered the more preferable of the two routes and is the opinion of the Highway Authority. The further details sought will be requested from the applicant and these will be updated to Members, together with a further response from the Highway Authority. Consequently, no overall recommendation can be given at the time of writing.

## **5.0 Legal Implications**

5.1 In making decisions on applications submitted under the Town and Country Planning legislation, the Council is required to have regard to the provisions of the development plan and to any other material considerations. The decision must be in accordance with the plan unless the material considerations indicate otherwise. Where the decision is to refuse or restrictive conditions are attached, the applicant has a right of appeal against the decision.

## **6.0 Recommendation**

6.1 That subject to the further information requested by the Highway Authority, considered acceptable by the Highway Authority, the details of this condition be approved.