

# Swindon Borough Council

## Planning Committee

**Tuesday, 27 November 2018**

Council Chamber, Civic Offices

At 6.00 p.m.

### **Conservative Councillors**

*Timothy Swinyard  
Toby Elliott  
Alan Bishop  
Malcolm Davies  
Fionuala Foley  
Nick Martin  
Vera Tomlinson*

### **Labour Councillors**

*John Ballman  
Steph Exell  
Jane Milner-Barry  
James Robbins  
Peter Watts*

### **Liberal Democrat Councillors**

*Stan Pajak*

**Committee Officer:** Shaun Banks (Telephone 01793 463606)  
email:sbanks@swindon.gov.uk

Swindon Borough Council can be contacted at the Civic Offices, Euclid Street,  
Swindon, SN1 2JH (Telephone 01793 445500)

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## **AGENDA**

### **1. Apologies for Absence**

### **2. Declarations of Interest**

Members are reminded that at the start of the meeting they should declare any known interests in any matter to be considered, and also during the meeting if it becomes apparent that they have an interest in the matters being discussed.

### **3. Public Question Time**

See explanatory note below. Please phone the Committee Officer whose name and number appears at the top of this agenda if you need further guidance.

### **4. Determination of Planning and Related Applications (Pages 1 - 3)**

### **5. S/RES/18/0202/TB Erection of indoor ski, cinema, bowling and trampoline facilities (Class D2), shops, restaurants & cafes (Class A1 - A3), parking, landscaping, access and associated works - Reserved Matters from previous outline application S/OUT/15/0943. Land at North Star (Phase 1), North Star, Swindon (Ward: Rodbourne Cheney) (Pages 4 - 39)**

**Date of Despatch:** 19 November 2018

**Key:**

**Officers:**

HPRS&H - Head of Planning, Regulatory Services and Heritage

**Public Question Time** - Swindon Borough Council remains committed to increasing its accountability to the public and to promoting active citizenship. 15 minutes will be allowed at the start of all Council meetings for questions to the Chair from the public about the work of the Committee (except for confidential matters, and matters relating to planning and licensing applications). We will give priority to those who submit questions in writing at least two days before the meeting. Questions must be relevant, clear, and concise. You may not use Public Question Time as an opportunity to make speeches or statements.

Questions in writing should be sent to the Committee Officer whose contact details appear on the agenda above or to the Director of Law and Democratic Services, we will publish it, along with the answer, alongside the Minutes. The process associated with asking a public question is set out in the "Public Question Time at Council Meetings Protocol and Guidance" available on the Council's Website.

(<http://ww5.swindon.gov.uk/moderngov/ecCatDisplay.aspx?sch=doc&cat=13338&path=0>) or from the Committee Officer named above.

**Access Arrangements** – *The Venue is wheelchair accessible and an infrared receiver hearing system is provided. If you would wish to attend the meeting but have any special requirement to enable you to do so please contact the Committee Officer above, as soon as possible prior to the date of the meeting.*

If you would like to receive any of the pages contained in this agenda in a larger print size please contact the Committee Officer whose name appears on the first page of this agenda.



## **WELCOME TO THE PLANNING COMMITTEE OF SWINDON BOROUGH COUNCIL**

### **NEW GUIDELINES - PLEASE READ**

**IF YOU HAVE COME TO SPEAK ABOUT AN APPLICATION THAT INTERESTS YOU PLEASE READ THE FOLLOWING GUIDELINES. THEY EXPLAIN HOW THE COMMITTEE DEALS WITH EACH ITEM. THESE GUIDELINES ONLY APPLY TO APPLICATIONS LISTED ON THE MAIN SCHEDULE IN THE AGENDA**

- 1. THE COMMITTEE CHAIR CALLS THE ITEM**
- 2. PLANNING OFFICER PRESENTS THE APPLICATION**
- 3. WARD COUNCILLORS MAY SPEAK**
- 4. APPLICANTS AND/OR AGENT (5 MINUTES MAXIMUM IN TOTAL) WHO HAVE NOTIFIED THEIR INTENTION TO SPEAK ON THE ITEM TO THE COMMITTEE CLERK BY 12 NOON THE DAY BEFORE THE MEETING.**
- 5. PUBLIC SPEAKERS (INCLUDING PARISH COUNCIL )- WHO HAVE NOTIFIED THEIR INTENTION TO SPEAK ON THE ITEM TO THE COMMITTEE CLERK BY 12 NOON THE DAY BEFORE THE MEETING.**  
  
**(MAXIMUM 5 MINUTES EACH UP TO 2 SPEAKERS, IF MORE THAN 2 THEN MAXIMUM 10 MINUTES TOTAL SPEAKING TIME FOR ALL SPEAKERS)**
- 6. COUNCILLORS WHO HAVE DECLARED PERSONAL OR PREJUDICIAL INTERESTS MAY SPEAK**
- 7. MEMBER ONLY DISCUSSION, INCLUDING ANY FURTHER QUESTIONS TO OFFICERS OR ANYONE ELSE WHO HAS SPOKEN**
- 8. A PLANNING OFFICER WILL CLOSE THE ITEM BY COMMENTING ON ISSUES RAISED BY MEMBERS**
- 9. VOTE**
- 10. CHAIR BRIEFLY EXPLAINS DECISION IF NECESSARY**
- 11. NEXT BUSINESS**

**THE 10 MINUTE MAXIMUM PUBLIC SPEAKING PERIOD WILL BE YOUR ONLY OPPORTUNITY TO SPEAK, UNLESS MEMBERS OF THE COMMITTEE WISH TO ASK YOU QUESTIONS UNDER GUIDELINE 7.**

**SPEAKERS WHO MERELY REPEAT POINTS ALREADY MADE BY OTHERS MAY BE ASKED TO STAND DOWN.**

**IF THERE IS MORE THAN ONE PERSON WISHING TO ADDRESS THE COMMITTEE EITHER AS AN OBJECTOR OR SUPPORTER, THEY ARE EXPECTED TO NOMINATE A REPRESENTATIVE FROM THE SPEAKERS LISTED TO REPRESENT THEIR COLLECTIVE VIEWS.**

**THE CHAIR AND THE COMMITTEE HAVE THE DISCRETION TO DEPART FROM THESE GUIDELINES, BUT WILL IN MOST CASES EXPECT ALL PARTIES TO ABIDE BY THEM.**

## **Determination of Planning and related Applications**

**Planning Committee**

**Date: 7<sup>th</sup> October 2014**

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Author:	Head of Planning, Regulatory Services and Heritage
Wards:	All Wards
Locality Affected:	All Locality Area
Parishes Affected:	All Parish Area

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### **1. Purpose and Reasons**

- 1.1 To determine the planning and related applications in the Committee reports that follow this report in the Committee Agenda, as may be amended by an additional information sheet circulated before the meeting

### **2. Recommendations**

The Committee is recommended to:

- 2.1.1 determine the applications set out in the Committee agenda in accordance with the recommendations set out in the reports, including, where relevant, the additional information.

### **3. Alternative Options**

- 3.1 The Committee could choose not to determine the Planning applications

### **4. Implications, Diversity Impact Assessment and Risk Management**

Financial and Procurement Implications

- 4.1 There would be financial implications if, following a refusal to grant planning permission or the grant of conditional permission, costs are awarded against the Council on appeal. However, this would only happen if the Council was adjudged to have acted unreasonably

Legal and Human Rights Implications

- 4.2 There are no staffing implications. No comments have been received from relevant trade unions, unless specified in the attached schedule.
- 4.3 Human Rights considerations have been taken into account in compiling the reports. It is considered that the recommendations of the reports are compatible with Convention rights and that in accordance with the principle of proportionality any interference with the Convention rights of individuals is justified by the overall benefit to the community.

### **5. Appendices**

- 5.1 Appendix 1 - Documents which may be relied on in the preparation of the application reports

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Further information on the subject of this report can be obtained from Iain Tucker, Direct Dial Telephone Number, (01793) 463605, [itucker@swindon.gov.uk](mailto:itucker@swindon.gov.uk).

# **Determination of Planning and related Applications**

**Planning Committee**

**Date: 7<sup>th</sup> October 2014**

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5.2 Planning and related applications reported to this Committee for the first time.

## **APPENDIX 1**

### **DOCUMENTS WHICH MAY BE RELIED ON IN THE PREPARATION OF THE APPLICATION REPORTS**

1. The approved Development Plan, consisting of
  - Swindon Borough Local Plan 2026, (2015), and the Swindon Borough Local Plan 2026 Policies Map (2015)
  - Wiltshire and Swindon Minerals Core Strategy, (2009)
  - Wiltshire and Swindon Minerals Development Control Policies DPD (2009)
  - Wiltshire and Swindon Aggregate Minerals Site Allocations Local Plan, (2013)
  - Wiltshire and Swindon Waste Core Strategy, (2009)
  - Wiltshire and Swindon Waste Development Control Policies DPD, (2009)
  - Wiltshire and Swindon Waste Site Allocations Local Plan, (2013)
  - Swindon Central Area Action Plan, (2009)
  - Wroughton Neighbourhood Plan (2016): for applications in Wroughton Parish
  - Highworth Neighbourhood Plan (2017): for applications in Highworth Parish
  - South Marston Neighbourhood Plan (2017) for applications in South Marston Parish
2. Adopted Supplementary Planning Guidance Notes, Supplementary Planning Documents and Development Control Guidance Notes
3. The National Planning Policy Framework, (2018); and policy statements, guidance and DCLG circulars that support the National Planning Policy Framework
4. Ministerial Statements and other guidance material to the consideration of applications
5. Relevant appeal decisions and case law
6. Relevant planning history, case files and related correspondence including the views of statutory consultees
7. Any emerging relevant Development Plan Documents



## COMMITTEE REPORT

**Item Number:**  
**Application Number:**  
S/RES/18/0202/TB

**Ward:** Rodbourne Cheney  
**Parish:**  
Central Swindon North

**Proposal:** Erection of indoor ski, cinema, bowling and trampoline facilities (Class D2), shops, restaurants & cafes (Class A1 - A3), parking, landscaping, access and associated works - Reserved Matters from previous outline application S/OUT/15/0943.

**Site Location:** Land At North Star (Phase 1), North Star Avenue, Swindon

**Case Officer:** Tom Buxton (01793 466240 tbuxton@swindon.gov.uk)

**Agent:**  
Ms Paula Carney  
WYG  
11th Floor  
1 Angel Court  
London  
EC2R 7HJ

**Applicant**  
Seven Capital (Swindon North) Ltd  
97 Park Lane  
Mayfair  
London  
W1K 7TG

### Officers Report

Background:

1 Members will recall that the planning committee considered the outline planning application for the development of this site in November last year (ref S/OUT/15/0943) and authorised the Head of Planning Regulatory Services and Heritage to Grant Planning Permission for leisure, recreation and associated development (of up to 160,000 sq.m.) to include the provision of an indoor ski centre, cinema, hotel, retail, restaurants and cafes and associated works (all matters reserved) subject to the satisfactory completion of a Planning obligation (s106 agreement).

The S106 agreement was completed in March and the planning permission was issued on 5<sup>th</sup> March this year.

2 It is helpful to remind members that it is not possible to revisit the principle or to review the quantum (amount) of development as that is permitted. The application before members for consideration is for the reserved matters for the first part of the development (phase 1) and as will be described later, the application is for much less floorspace than that permitted. The buildings/ works / parking and highway assessment /mitigation is only for the level of development the subject of the application and should any future phases come forward, this will have to be the subject of a new application and a new transport assessment.

3 It is also helpful to remind members that in addition to the need to obtain permission for the reserved matters (access, appearance, scale, layout and landscaping) i.e. the matters under consideration, condition 21 of the outline planning permission also requires the developer to assess the highway impact and provide for any necessary mitigation.

4 The applicant has applied separately to partially discharge that condition and the findings of the traffic surveys / assessment and the proposed mitigation measures that have been submitted (set out and described in this report) has only assessed and considered the impact of the present (phase 1) application.

5 The Outline planning permission to which these Reserved Matters relate was EIA development and was accompanied by the required Environmental Statement. This ES was updated when the new applicant 'took over' the application and reflected his amendments to the scheme. This revised ES was subject to further statutory publicity and consultation as required by the relevant Environmental Assessment Regulations.

6 Outline planning permission has been granted and only those matters forming the reserved matters (access, appearance, scale, layout and landscaping) or those that are subject to a condition, require further approval.

#### Summary of Recommendation:

7 That the reserved matters be GRANTED subject to the conditions set out in the report.

#### The Proposal:

8 This application seeks approval for the reserved matters of access, appearance, landscaping, layout and scale for phase 1 of the development at land at North Star, Hawksworth Way.

9 The details of phase 1 of the North Star which form this reserved matters application show a leisure based development comprising 25,645m<sup>2</sup> of mixed leisure (Class D2) supported by 10,937m<sup>2</sup> of retail, restaurant and café uses (Class A1 and A3). The plans demonstrate that the biggest leisure element to be in the form of an indoor ski facility consisting of 2 ski slopes, a main one and a smaller beginners slope, each running along the south - western and northern boundaries respectively and linked by a central rotunda building and atrium. The footprint of the buildings is thus of the main building (accommodating the 2 slopes) being a 'tick' shape with the rotunda building being tucked into the inner part of it and connected to the main ski building by an atrium. These buildings will be located to the western part of the site with the higher of the two ski slope buildings extending to 41 metres in height, the smaller ski slope being 20 metres high and the rotunda element being 25 metres in height.

10 The remaining leisure based uses will include a 12 screen cinema within the upper floor of the rotunda building, ten-pin bowling and trampolining within the upper floors underneath the main scheme slope. The ground floor space within the ski slope building and rotunda building will be made up of a mix of shops, restaurants and cafes with the remaining space given over to a 'snow play facility' and the changing facilities etc for the skiing use.

11 The remaining site is to be made up of car parking and soft landscaping with the highway access being taken from the south east corner from the existing Oasis roundabout. This access will provide for customer parking (900 spaces) and for delivery/servicing, the latter of which loop around the rear (northern and western) part of the main building, exiting to the south onto a new highway connection onto Hawksworth Way.

12 For clarity this current reserved matters application relates only to the former Clares factory part of the larger site the subject of the outline permission and does not relate to or include the land upon which the Oasis leisure centre and its car parks are located or a small parcel of land to the north east adjacent to North Star roundabout.

The Site and Surroundings:

13 The application site is approximately 6.6 hectares (16 acres) in size and is located to the north of Hawksworth Way and to the south of Great Western Way. The site is the former site of the Clares factory. The factory was demolished some years ago leaving the site vacant. It is partly used at present as temporary car parking with the remaining land being largely overgrown.

14 The site is located to the north of Swindon's main railway line and the town centre in an area mixed in character. Beyond Great Western Way (one of Swindon's main arterial roads) to the north is public open space and residential properties. Beyond North Star Avenue to the east is Swindon College, to the south, beyond the Oasis leisure centre is an office campus and to the south/southwest is Hawksworth Industrial Estate.

Representations:

15 Public:

1 representation of support detailing that this is a great opportunity for Swindon, raising its profile and will bring jobs and visitors.

1 impartial representation raising queries regarding siting/access.

2 representations of objection (one from a resident of Ferndale Road and one from Swindon College) raising the following as concerns: more traffic and pollution, concern about construction traffic using Ferndale Road, loss of trees, highway safety and potential use of college car park by customers of development.

16 Wiltshire, Swindon & Oxfordshire Canal Partnership & Wiltshire & Berkshire Canal Trust: Objection raised as there is no demonstration of compliance with Policy EN11 of the Local Plan and makes undeliverable/seriously prejudices the delivery of the canal. The scheme is not in compliance with the approved parameter plan in terms of building extent. Does not oppose development but insists 2 developments (leisure development and the canal) be coordinated and would like to engage with developer.

17 Highways:

Consider on balance that the proposal is acceptable and note that certain mitigation will be secured by a S278 agreement. More detailed comments are set out in the considerations below.

18 Drainage:

Local Lead Flood Authority: No objections.

19 Parish Council:

Original Submission:

Don't feel that we are able to offer any comment until traffic model and traffic impact assessment are completed and made available.

Updated Submission:

Object due to concerns over traffic and environmental impacts of the development. There are no details of any mitigation actions and it's felt that the proposals included in the traffic model would have little to no effect.

20 Cllr Milner-Barry (on behalf of Labour Group):

Suggest application should be deferred until: 1) the conditions / informatives suggested by Thames Water and the Environment Agency as part of the outline planning application are included as part of the permission 2) the submission of a revised and updated EIA 3) a condition is imposed requiring an assessment/evaluation of the detailed plans in relation to energy efficiency and sustainability (as the energy strategy submitted with the outline application didn't cover all of policy DE2).

21 Highways England:  
No objections.

## Planning Considerations:

22 The principle of a regional leisure destination including leisure, retail and food and drink uses has already been established as a consequence of the previous outline planning consent as has the scale/size of uses in that the maximum floor areas of these is compliant with the limits set down with the conditions of the outline consent. The relevant considerations as part of this application relate only to the reserved matters of access, appearance, landscaping, layout and scale and in these respects the acceptability of the proposals in terms of: design, impact upon the character of the area, heritage, residential amenity and highway safety and whether the proposals are in accordance with the provisions of the relevant policies of the adopted Swindon Borough Local Plan 2026 and the adopted Swindon Central Area Action Plan (2009), the National Planning Policy Framework 2018, Planning Practice Guidance 2016. Other issues raised within the representations received will also be covered.

## Planning Policy:

## Adopted Local Plan 2026

23 The Swindon Borough Local Plan (SBLP) 2026 was adopted on 26th March 2015. As outline planning permission has been granted, policies relating to the principle of the development and its scale at this location have already been satisfied the following adopted Swindon Local Plan 2026 policies are considered to be relevant to the reserved matters.

- DE1 (High Quality Design); deals specifically with design and amenity;
- IN1 (Infrastructure Provision); deals with infrastructure provision of developments;
- TR1 (Sustainable Transport Networks) and TR2 (Transport and Development); seek to reduce the need to travel, and support and encourage the sustainable, safe and efficient movement of people and goods;
- EN4 (Biodiversity and Geodiversity); aims to avoid direct and indirect impacts upon biodiversity and geodiversity;
- Policy EN6: (Flood Risk); seeks to minimise the risk and impact of flooding;



- EN11 (Heritage Transport); seeks to protect the route of the Wilts and Berks Canal and Swindon and Cricklade Railway.

- SC1 (Swindon's Central Area); seeks to improve and enhance Swindon's central area and specifically cites North Star.

Adopted Central Area Action Plan (2009)

24 The Swindon Central Area Action Plan (CAAP) was adopted in February 2009. The following adopted policies are considered to apply.

- CAAP1: High Quality and Innovative Design,

- CAAP6: Development and the Highway and Transport Network

25 Also of relevance is Supplementary Planning Guidance Note: Technical Guidance on Parking Standards (2007).

National Planning Policy Framework 2018 (NPPF)

26 The revised National Planning Policy Framework came into force in July 2018. It sets out the Government's planning policies for England and how these are expected to be applied.

27 Of particular relevance are sections: 6 'Building a strong, competitive economy', 7 'Ensuring the vitality of town centres', 9 'Promoting sustainable transport', 12 'Achieving well-designed places'.

Design & Layout:

28 The applicant presented the development proposals for the site to the South West Design Review Panel earlier this year. The feedback from the panel was generally supportive and the applicant has provided further justification and clarification and additional information in relation to the observations and comments of the review panel.

29 The design of the proposed building is both bold and modern. The ski slope buildings and connecting rotunda building would be clad to the upper level in metal profiled sheeting broken up by brick piers set at intervals giving the impression of a single coherent building. The brick piers will assist in breaking up the mass of the buildings, particularly the larger of the ski slopes which is undoubtedly a very large building. Below the metal cladding it is proposed that the ground floor glazed shop and restaurant frontages be framed by brick surrounds, arched to the ski slope elements and rectangular to the rotunda building.

30 The layout of the development will be such that the buildings will be set to the south - west and north - west boundaries with the justification for this being the desire to maximise site usage, to mitigate the impact of the tallest part of the development and to create a welcoming approach to visitors from the east. The result of the location and footprint of the building is such that the two linear forms of the ski slopes will frame the north western corner of the site which will form the backdrop to the central rotunda building. This arrangement and the curved form will lead visitors to the two main entrances in the 'atrium' (the space between the ski slope buildings and rotunda building which is to have a glazed roof).

31 The precise fascia requirements of each unit occupier are not known at this stage.

Notwithstanding that, the overall design is strong and rhythmical and the introduction of discordant features could appear disjointed and diminish the quality of the scheme. To avoid this it is recommended that a pallet of frontages and signage be agreed and codes established so that the occupiers can tailor these to suit their branding whilst ensuring that the unified appearance of the development is maintained. A condition is proposed to secure this and the result will in a similar principle to that used successfully with the Designer Outlet Village

32 The appearance of the building, including its height and location is within the parameters assessed agreed at the outline stage. In conclusion it is felt that the design and layout of the proposed development is compliant with Policy DE1 of the adopted SBLP, which requires high standards of design for all types of development as well as the NPPF which places great importance on the creation of high quality buildings and places.

#### Landscaping:

33 Although, due to the required size of the car park, the eastern part of the site will contain a large amount of hard surfacing this will be broken up by a 'green spine' to the centre as well as peripheral tree and shrub planting. It is intended that the former will form a boulevard of trees and planting across the centre of the car park leading the way towards the buildings. The peripheral planting will be formed along the external boundaries of the car park as well as to the north - west corner of the site, the latter of which will aid in screening the external plant area to this side. The loss of existing trees along the boundary with Great Western Way was acknowledged as part of the outline approval and it was considered that these were not deemed individually to be specimens of any great merit plus that this is an opportunity to develop an improved and uniform planting offer to this prominent boundary.

34 The development also proposes a plaza area immediately to the south of the rotunda building which will incorporate soft planting in the form of trees and raised planters. It is intended that this will aid in providing a welcoming entrance and also a place for visitors to sit out. The submitted soft landscape plan sets out examples of the specimens of trees and shrubs to be utilised across the site. Some revisions to this area since the original submission have been made to offer improved protection to the building following counter terrorism advice.

#### Impact Upon Character of Area:

35 The principle of the development on the site has already been established under the outline approval as has the general height of the buildings (through the parameter plans). As a consequence of this and the reasons given in the design/layout and landscaping sections above it is deemed that the development, despite its large scale will not cause harm to the character of the area. This view is taken with the acknowledgement that the site is located in a central urban location, in a generous setting, that formerly accommodated large industrial buildings that is located adjacent to existing large industrial buildings and a busy dual-carriageway.

#### Heritage:

36 There are no designated or non-designated heritage assets within the application site. Despite this, the previous outline application was accompanied by a historic environment assessment which identified the impact of building of this scale on the setting of heritage assets within the wider vicinity of the site. The development is compliant with the

maximum heights agreed by the grant of permission As detailed in the section above the design and scale of the development is deemed to be appropriate in relation to its surroundings and whilst undoubtedly large the LPA remain of the opinion that the development will preserve the significance and setting of heritage assets in compliance with Policy EN10 of the SBLP and the NPPF.

#### Residential Amenity:

37 It was concluded at the outline application stage, on the basis of the parameter plans that the development could be accommodated on the site without any unacceptable impact being created upon residential amenity. The nearest residential properties to the site are those within Ferndale Road to the north, beyond Great Western Way and an area of open space with the nearest dwelling being 80 metres from the site boundary. The specific siting of the buildings is now known with it being evident that there would be a separation distance of approximately 120 metres between the main building and the nearest house. Considering this and that the height of the development is compliant with the maximum height parameters set out in the outline permission provides the necessary satisfaction that no unacceptable impact will be caused to residential amenity in terms of overshadowing, visual dominance or loss of privacy. The development is therefore in compliance with Policy DE1 of the adopted SBLP in this regard. The above combined with the controls imposed by a condition of the outline consent in relation to the type and location of external plant and ventilation systems there are no amenity impact concerns regarding noise/fume disturbance either.

38 With regard to concerns raised regarding air pollution/air quality (in connection with additional traffic generated by the development) it must be acknowledged that the quantum of development proposed under this reserved matters application is significantly less than that permitted by the previous outline permission as well as according with the types of uses permitted. As such there is no evidence to suggest that there is any greater risk of air pollution than was previously expected at the time of the approval of the outline application. It must also be considered that the development proposes genuine alternatives to arriving by car in the form of the provision of on-site cycle parking as well contributions being made to pedestrian and cycleway improvements.

#### Highways:

39 The scheme proposes a total of 900 car parking spaces (with 50 of these being designated for disabled user use). Of these total number of spaces 10 will be electric vehicle (EV) charging points from the outset of the development with provision allowed for a further 95 to be converted to EV charging spaces when required in the future. It is also proposed that there be provision of cycle and motor cycle parking spaces, both of which will be located in close proximity to the pedestrian entrances to the building. The scheme also proposes dedicated taxi and coach drop-off points as well as coach parking.

40 A shortfall in total car parking spaces was originally identified when applying the adopted Technical Guidance on Parking Standards with regard to the minimum number of spaces per square metre of each use proposed (e.g. Class A1 retail requiring 1 space per 35m<sup>2</sup> etc). However as there will likely to be a high level of linked trips with visitors taking advantage of more than one of the proposed uses during one visit it is deemed that the total number of spaces proposed is acceptable. In reaching this conclusion consideration has also been given to the accessibility discount allowance, as set out in the adopted Parking Standards, which takes into consideration factors such as the ability of visitors to utilise

sustainable transport modes The very central location of the development site in very close proximity to the town centre, train station and bus station allows for the development to score highly in this respect.

41 . A report prepared by Pell Frischmann on behalf of the applicant has been submitted in support of the RM application which address each of the items identified in Condition 21 of the granted outline planning permission, namely:

- a) *The traffic modelling, in accordance with the agreed scope (Rev B version issued on 15/01/18);*
- b) *Output results of the highway model;*
- c) *A full description together with layout plans for each of the highway infrastructure measures as informed by the results of the modelling;*
- d) *Stage 1 Road Safety Audit for the proposed highway improvements - as applicable;*
- e) *Pedestrian Environmental Review System and Cycling Environment Review System, a Walking and Cycling Assessment in accordance with HD 42/17, and details of the associated pedestrian and cycling improvements;*
- f) *Assessment of the residual capacity of and impact on the public transport services and the quality of routes to the site and waiting areas;*
- g) *The trigger points and timetable for the provision of each of the highway infrastructure measures;*
- h) *Highway infrastructure measures; and*
- i) *A detailed road traffic collision analysis;*

The Pell Frischmann report has been reviewed and the findings are reported below.

## 42 The Scope of the Reserved Matter Application

The proposals for the RM application are somewhat smaller than for the outline planning application and are set out as follows:

*“Details of access, appearance, landscaping, layout and scale for Phase 1 of the North Star development, the scheme for which comprises two buildings linked by a central atrium, surrounded by landscaping, providing;*

- *25,503 sqm (GEA) of D2 use (Leisure and Assembly) **(50,000 sqm permitted)**, including indoor ski, cinema, bowling and trampoline facilities;*
- *10,937 sqm (GEA) of A1 – A4 (Retail) use **(24,000 sqm permitted)**;*
- *along with internal circulation areas, ancillary spaces and associated plant, infrastructure, car, motorcycle and cycle parking, servicing, landscaping, access routes and on site works to existing highways junctions.”*

The hotel, which comprised up to 900 sqm GEA in the outline planning application scheme, does not form part of the Phase 1 RM application.

The report is silent on the composition of any further phases of the permitted development. As the RM application refers to Phase 1 it is assumed there will be further phases and therefore further RM applications will be necessary.

43

#### **a) Traffic Modelling**

The Reserved Matters Scope (Revision B) dated 15th January 2018 was prepared by Pell Frischmann and issued and agreed with SBC. The scoping note sets out the parameters to be used to assess the highways impact of the North Star development proposals in a Reserved Matters Planning Application. The RM application has included traffic modelled which has followed the agreed scope.

The RM application has undertaken traffic modelling using the S-Paramics microsimulation modelling package, with the modelling work carried out by Systra. The S-Paramics model has been developed to assess the following junctions:

- Blagrove Roundabout;
- Mannington Roundabout;
- The Meads Roundabout;
- Barnfield Roundabout;
- Bruce Street Bridges;
- B4289 Great Western Way/Newcombe Drive;
- North Star Roundabout;
- Oasis Roundabout;
- Cockleberry Junction;
- Transfer Bridges;
- Greenbridge Roundabout;
- Drakes Roundabout; and,
- Coates Roundabout.

A 2017 base S-Paramics model was developed with 2017 traffic survey data for the western Great Western Way corridor and 2014, 2015 and 2018 queuing data for the eastern corridor model. The model has been developed to cover a weekday evening peak period and a Saturday lunchtime peak period. The 2017 base model was thoroughly audited on behalf of SBC by Atkins and after several iterations was found to be a suitable tool for assessing the Highway impact of the North Star development. However, it was noted during the audit process that the Saturday survey data was not thought to represent average conditions due to the following events occurring on the day of the survey:

- Seasonal increase in shoppers at the Designer Outlet event;
- Swindon Town Football Club home fixture;
- Roadworks at M4 J16; and
- An event at the Steam Museum.

44 The base model was developed with measures in place to account for the recorded levels of congestion outside of the modelled area.

Forecast models were developed based upon the methodology in the scoping, with the exception that the Swindon SATURN model was not used, due to the readiness of the model. Forecasts have been developed for 2019 and 2026 based upon traffic growth assumptions from the National Transport Model. Due to the congestion issues recorded in the 2017 Saturday traffic surveys a sensitivity forecast for the 2026 Saturday assessment has been developed. This sensitivity is based on traffic data collection in September 2018 when no known event was occurring. A summary of the adherence of the RM application traffic model to the Scoping note (Rev B) is presented below.

Scoping Note Requirement	Undertaken?	Comments
Network checks and update model coding/signals to 2017	Yes	Network updated to 2017
Cordon of network to new extents	Yes	New extents for eastern and western corridor
Extraction of starting point matrix from Swindon SATURN model (weekday PM only)	N/A	SATURN model not ready for use. Matrices develop based on traffic surveys.
Matrix estimation in S-Paramics to obtain weekday PM and Saturday	Yes	Spreadsheet estimation was undertaken, then demands were ran through S-Paramics, and the flow outputs were compared against survey data
Calibration of the S-Paramics model to weekday PM and Saturday turning counts	Yes	The S-Paramics model was calibrated to weekday PM and Saturday turning surveys
Validation of S-Paramics models to Strat-e-gis/Traffic Master journey times	Yes	Journey times were validated to surveyed journey time data
Preparation of Local Model Validation Report	Yes	Report was prepared detailing model development, and calibration/validation results
Creation of forecast Reference Case network (inclusion of Bruce Street and Newcombe schemes)	Yes	From the base model a reference case/Do minimum network was built
Creation of forecast Development Case matrices (PM and Saturday) using the information supplied.	Yes	Matrices were created for forecast development case scenarios
Model runs extraction of assessment results	Yes	Assessment results were extracted from the future year models
Upon completion of the future year impact model run, the results will be provided to Pell Frischmann to	Yes	Areas where mitigation was required was identified, to allow mitigation schemes to be

consider if any mitigation is required and/or if any further 'sensitivity' runs are required



created

45 The development trip generation has been revised from that included in the outline planning application to account for the lower quantum of development in the RM application. The revised trip generation has been applied to the model using the same trip rates and distributions as required in the scope.

A set of with development traffic models have been prepared with proposed highway mitigation measures. The mitigation measures were implemented into the model, and are listed as follows:

- Blagrove Roundabout- two lanes formally marked to turn right from Whitehall Way southbound to Great Western Way westbound;
- Great Western Way westbound approach to Bruce Street Bridges- lane marking altered to indicate lane 1 left only, lane 2 straight ahead only and lane 3 straight ahead and right;
- North Star Roundabout- three lane entries on Great Western Way eastbound and westbound approaches coupled with other minor geometric refinements;
- Cockleberry Junction- Whitehouse Road approach widened to three lanes. Traffic signals included on Great Western Way westbound approach (incorporating the existing pedestrian crossing) and southbound circulating carriageway along with other minor geometric refinements;
- Transfer Bridges North Roundabout- Great Western Way eastbound approach widened to three lanes. Traffic signals included on all four approaches and circulating carriageway accordingly along with other minor geometric refinements;
- Transfer Bridges South Roundabout- Two lanes permitted to travel southbound from Transfer Bridges North to County Road, involving remarking of lanes on the approach and relevant elements of the circulating carriageway.

In total the modelling has been completed for the following seventeen scenarios:

- 2017 Evening Friday Peak;
- 2017 Saturday Peak;
- 2019 Evening Friday Peak;
- 2019 Saturday Peak;
- 2026 Evening Friday Peak;
- 2026 Saturday Peak;
- 2026 Saturday Peak Sensitivity;
- 2019 Evening Friday Peak with development;
- 2019 Saturday Peak with development;
- 2026 Evening Friday Peak with development;
- 2026 Saturday Peak with development;
- 2026 Saturday Peak Sensitivity with development;

- 2019 Evening Friday Peak with development and Highway Mitigation;
- 2019 Saturday Peak with development and Highway Mitigation;
- 2026 Evening Friday Peak with development and Highway Mitigation;
- 2026 Saturday Peak with development and Highway Mitigation; and
- 2026 Saturday Peak Sensitivity with development and Highway Mitigation.

46

### **b) Traffic Modelling Output**

Modelled outputs from the forecast scenarios have been provided at both network wide and junction specific level. The network wide statistics provided are the average journey times for all vehicles, the queuing time for all vehicles and for journey times between Transfer Bridges and Blagrove roundabout. The junction statistics are modelled flow throughput at each modelled turn and queues per junction approach. Both the network and junction statistics need to be reviewed together to form a view of the model performance.

The average network journey time results show that in all future years, the addition of the development traffic to the network (with no mitigation) results in a significant increase in both total and average journey time, compared against the without development scenario. This would be expected as there is an increased demand through the network, but no improvements to the network to accommodate the increased demand. With the implementation of mitigation, there is a decrease in the average journey time, with all average journey times being less than the Do Minimum, with the exception of the 2019 Saturday scenario. This outlier is due to the congestion associated with the event day.

The average queuing results demonstrate a similar picture as the average network journey time results. That being a lower number of queuing vehicles in the with development and mitigation scenarios than the do minimum scenarios, except the 2019 Saturday scenario.

Queuing results for each of the modelled junction have been presented, analysis of the reported predicted queues highlights the following locations where queues are predicted to increase with the development with mitigation in place:

- Blagrove Roundabout – the Great Western Way westbound approach is predicted to have an increase in queuing in the Saturday peak period. This increase in queuing is related to mitigation improvements allowing more vehicles to get through the network westbound on Great Western Way, which then are required to give way to opposing right turning traffic from Whitehall Way.
- The Meads Roundabout – the Great Western Way northbound approach is predicted to have an increase in queueing in the Saturday peak period. This is partly as a result of the increased additional traffic as a result of the development. The Saturday peak on Mead Way demonstrated an increase in queueing, however, with slightly higher demands in the sensitivity scenario some signal optimisation was applied to give a reduction in queueing compared to the Do Minimum.
- Barnfield Roundabout – the Barnfield Road approach is predicted to have an increase in queueing in the Saturday peak period. This is as a result of increased opposing demand in the development models, in addition to the town centre blocking back effect from Rodbourne Road/Kemble Drive. The queueing levels are similar in the Saturday peak sensitivity test.



- Bruce Street Bridges – In the Saturday peak there are longer queues evident in the development scenarios than the Do Minimum scenarios. This is associated with the blocking back effect of Rodbourne Road/Kemble Drive. The demand travelling through the junction is higher with the development traffic, exacerbating queuing levels.
- County Road at Transfer Bridges – The proposed mitigation improves all approaches to the junction apart from County Way which is predicted to suffer from increased levels of queuing. The queueing improvements resulting from the proposed mitigation has resulted in a change of balance of queueing at the junctions, in this case with an increase on County Road.

47 The operation mitigation schemes at North Star Roundabout, Cockleberry Junction and the Transfer Bridges junctions have been assessed using the modelling results, with the results from the with development and mitigation scenarios compared against the Do Minimum. The predicted operation of the mitigation schemes is summarised below:

- North Star – The model results suggest that there are significant benefits with the implementation of the scheme, in particular on the Great Western Way eastbound approach. This is due to the road widening to three lanes, allowing for a dedicated left turn lane to North Star Avenue (north). The westbound approach has also been widened to three lanes, allowing for a dedicated left turn lane to North Star Avenue (south).
- Cockleberry – The Cockleberry scheme also demonstrates significant benefits, in particular on the Great Western Way westbound approach in the evening peak, and the Whitehouse Road approach in the Saturday sensitivity scenario. The traffic on the Great Western Way westbound approach benefits significantly from the introduction of traffic signals. In existing conditions, vehicles give way to the high circulatory traffic turning towards the Town Centre, causing queueing on Great Western Way. With the introduction of signals, traffic is controlled, and queuing can be reduced. The benefit on Whitehouse Road is as a result of widening the approach to three lanes, which increases the capacity at the stopline.
- Transfer Bridges – The Transfer Bridges scheme demonstrates significant benefits in both the evening and Saturday peaks, except for queue increases County Road. However, the local queuing increase on County Road is more than counter-balanced by the significant reduction on queueing on all other arms of the junction. The improvements are as a result of a number of factors including the use of signals to control traffic, the widening of the eastbound approach to Transfer Bridges (north) and introducing the capability to use two lanes to travel southbound to County Way.

48

### **c) Highway Infrastructure Plans**

A full description of the proposed highway mitigation measures along with layout plans have been proved at the three locations proposed, namely:

- North Star Roundabout – B4289 Great Western Way / North Star Avenue;
- Cockleberry – B4289 Great Western Way / B4289 Cockleberry / Corporation Street / Whitehouse Road (pair of roundabouts), and

- Transfer Bridges – B4289 Great Western Way / A4311 Cirencester Way / A4313 Ocotal Way / A4289 County Road / Station Road (pair of roundabouts).

In the previous section of this report the operational performance of the proposed highway mitigation measures has been assessed and as is shown operational benefits are noted at the three locations.

As is noted in the following section of this report the mitigation measures proposed have been the subject of a Stage 1 RSA which identified some issues which needed further consideration. The conclusion of the Stage 1 RSA, agreed with Swindon Borough Council, is that the issues raised should and will be addressed at detail design and considered further as part of a Stage 2 RSA.

49

#### **d) Stage 1 Road Safety Audit (RSA) and Designer's Response**

In order to discharge Part d) of Planning Condition 21, a Stage 1 Road Safety Audit (RSA) report prepared by JB Road Safety Consultancy Ltd in August 2018 on behalf of Pell Frischmann.

The Stage 1 RSA considered the proposed highways arrangements in relation to the proposed extension to the Oasis Leisure Centre in Swindon, in particular modifications to a number of existing junctions, namely:

- North Star Roundabout – B4289 Great Western Way / North Star Avenue;
- Cockleberry – B4289 Great Western Way / B4289 Cockleberry / Corporation Street / Whitehouse Road (pair of roundabouts), and
- Transfer Bridges – B4289 Great Western Way / A4311 Cirencester Way / A4313 Ocotal Way / A4289 County Road / Station Road (pair of roundabouts).

The Stage 1 RSA identified a number of problems which were common to all the locations where improvements were proposed, the problems being that the scheme improvements drawings did not provide any detail on:

- Lighting – the relocation or removal of existing lighting columns;
- Drainage and utility chambers – the re-location of existing and / or provision of new gullies, especially in the vicinity of the pedestrian desire lines;
- Staging and phasing details – existing or proposed and location of poles;
- Dropped kerbs – existing or proposed;
- Tactile paving – the re-location of existing and / or provision of new crossing points;
- Construction – no details of island reconstructions;
- Swept path analysis – no details of roundabout circulatory swept path analysis for essential users ie bus, fire tender, refuse vehicle and large saloon car;
- Vegetation – no details have been provided as to the cutting back of existing vegetation that encroaches over the footways or within driver / vehicle visibility splays;
- Signage – No details have been provided of upgraded signs relating to the proposals;

- Tie-in details – no details of tie-ins with the existing network where widening is proposed, and
- Lane widths - no dimensions have been provided for any of the carriageway lanes within the scheme.

The Stage 1 RSA audit team recommendation was that all information should be provided for assessment following the detailed design and be the subject of a Stage 2 Road Safety Audit. This recommendation was accepted in the RSA – Designer's Response Report.

In addition to these general observations a number of detailed comments were made and recommendations proposed, these are summarised below by location.

## 50 North Star Roundabout

*North Star Avenue South* – There is a series of existing 'Yellow bar' road markings on the southbound carriageway, adjacent to the splitter island, that are not shown on the proposed scheme drawings. The Audit Team are therefore not in a position to comment on these markings.

*Great Western Way west of the roundabout* – The drawing provided makes no reference to an existing controlled crossing facility on this arm of the network. It is not clear if it is to remain or be removed.

*North Star Avenue North* – The drawing provided makes no mention as to whether or not this approach is to remain as a two lane approach. The Audit Team are therefore not in a position to comment.

*North Star Avenue - South of the roundabout* - The drawing shows the existing hatching on the western side of the splitter island for northbound road users as being reduced to provide a wider entry path for road users entering the roundabout. The Audit Team are concerned that unless careful consideration is given to the placing of the lane markings road users in lane 3 are being directed into the roundabout with the potential for colliding with the kerbing. Alternatively they may move to the nearside and lane 2 increasing the risk of vehicle to vehicle conflict and side swipe type collisions.

The Stage 1 RSA audit team recommendation was that all of the issues identified above clarification should be provided and that all the information should be provided for assessment following the detailed design and be the subject of a Stage 2 Road Safety Audit. This recommendation was accepted in the RSA – Designer's Response Report.

## 51 Cockleberry Roundabouts

*Corporation Street* – The existing carriageway shows road markings for all three lanes, but none are shown on the proposed scheme drawings. The Audit Team are therefore not in a position to comment on these markings.

*Great Western Way west of the roundabout* – The drawing provided makes no reference to an existing controlled crossing facility on this arm of the network. It is not clear if it is to remain or be removed

*North Star Avenue North* – The drawing provided makes no mention as to whether or not this approach is to remain as a two-lane approach. The Audit Team are therefore not in a position to comment.

The Stage 1 RSA audit team recommendation was that all of the issues identified above clarification should be provided and that all the information should be provided for assessment following the detailed design and be the subject of a Stage 2 Road Safety Audit. This recommendation was accepted in the RSA – Designer's Response Report.

*Whitehouse Road – North of the roundabout* - The drawing shows the existing central splitter island on the northern side of the roundabout as being relocated to create a three-lane entry for southbound road users entering the roundabout. The Audit Team are concerned that unless careful consideration is given to the placing of the lane markings road users in lane 3 are being directed into the roundabout with the potential for colliding with the kerbing. Alternatively, they may move to the nearside and lane 2, increasing the risk of vehicle to vehicle conflict and side swipe type collisions. The Stage 1 RSA audit team recommended that the alignment of the entry path should be reviewed and all information should be provided following the detailed design and be subject to a Stage 2 Road Safety Audit. This recommendation was accepted in the RSA – Designer's Response Report.

*TK Maxx – Access Road – Non Motorised User Provision* - The drawing provided makes no reference to the existing dropped kerbs that are at the junction of the TK Maxx access road, the splitter island or the footway on the western side. The existing facilities comprise of, at each crossing point, a left and right dropper kerb and a central single 900mm wide dropped kerb. There is no tactile paving at any of the crossing points. The width is below that recommended in the DfT's document 'Guidance on the Use of Tactile Paving'. Whilst this is an existing facility, the provision of dropped kerbs and contrasting coloured tactile paving facilities enable pedestrians and those in mobility scooters to readily identify accessible crossing points. The Stage 1 RSA audit team recommended that the uncontrolled pedestrian crossing facilities should be upgraded with wider crossing points and buff tactile paving and that all information should be provided following the detailed design and should be subject to a Stage 2 Road Safety Audit. In the RSA – Designer's Response Report, Pell Frischmann state that the scheme proposals do not impact on the existing TK Maxx access road and uncontrolled crossing facility, however, as suggested this issue will be considered further and additional information included within the detailed design, which will then be subject to a Stage 2 Road Safety Audit.

*Great Western Way – Central Island westbound approach to roundabout - Non Motorised User Provision* - The drawing provided makes reference to the existing island with the signal controlled crossing point as being extended towards the roundabout. Currently the crossing point has pedestrian guard rail on the island. No details have been provided as to whether pedestrian guardrail is to be replaced upon completion of the extension. The lack of guardrail increases the risk to pedestrians especially those with impaired vision of guiding them to the crossing points and preventing them from entering the live carriageway. The Stage 1 RSA audit team recommended that the pedestrian guardrail should be replaced and that all information should be provided following the detailed design and should be subject to a Stage 2 Road Safety Audit. The recommendation was accepted in the RSA – Designer's Response Report.

*Great Western Way – roundabout circulatory aspect - Signs, Road Markings and Street Lighting* - The drawing provided makes no reference to the existing 'Keep Clear' road markings that are on the circulatory aspect of the roundabout between the junction of Great Western Way and Corporation Street. The provision of these road markings are to ensure the smooth passage of road users using the roundabout without causing congestion. The lack of such road markings increases the risk of congestion resulting in the potential for vehicle to vehicle conflict as road users attempt to make progress possibly by late lane

changes. The Stage 1 RSA audit team recommended that the 'Keep Clear' road markings should be replaced, and that all information should be provided following the detailed design and should be subject to a Stage 2 Road Safety Audit. The recommendation was accepted in the RSA – Designer's Response Report.

*Great Western Way – Central splitter island junction with roundabout- Signs, Road Markings and Street Lighting* - The drawing provided makes reference to signals and a 'Stop' line on the circulatory aspect of the roundabout between the junction of TK Maxx access road and Great Western Way. No other details have been provided for audit. The Stage 1 RSA audit team recommended that this should be clarified, and all information provided for assessment following the detailed design and should be subject to a Stage 2 Road Safety Audit. The recommendation was accepted in the RSA – Designer's Response Report.

*Great Western Way – circulatory aspect between Whitehouse Road and Polaris Way - Signs, Road Markings and Street Lighting* - The drawing provided makes reference to the existing hatching at the nosing of the central island between Whitehouse Road and Polaris Way as being removed to provide two circulatory lanes on the roundabout. No details have been provided as to the widths of the proposed circulatory lanes, how they are to be delineated or the amount of hatching to be removed to accommodate these measures. Insufficient circulatory lane widths increase the risk of side swipe type collisions. The Stage 1 RSA audit team recommended that all details should be provided for assessment following the detailed design and should be subject to a Stage 2 Road Safety Audit. The recommendation was accepted in the RSA – Designer's Response Report.

## 52 Transfer Bridges Roundabouts

*Great Western Way roundabout - County Road - Northbound approach* - The existing carriageway shows directional road markings on all three lanes but none are shown on the proposed scheme drawings. Additionally there is a thermoplastic island road marking between the left turn in lane one and the straight ahead and right turn in lane two and a 'Keep Clear' road marking on the circulatory aspect of the roundabout at the junction. It is not clear if these road markings are to be retained or removed. The Audit Team are therefore not in a position to comment on these markings. The Stage 1 RSA audit team recommended that all details should be provided for assessment following the detailed design and should be subject to a Stage 2 Road Safety Audit. The recommendation was accepted in the RSA – Designer's Response Report.

*Great Western Way – Provision of Signals at the roundabout* - The drawing provided makes reference to signals and 'Stop' lines on both approaches of Great Western Way to the roundabout, at the junction. On both approaches there are existing signal-controlled crossing facilities. The drawing would appear to retain these facilities in addition to the new junction-controlled signals. No other details have been provided for audit. The Audit Team are concerned with the close proximity of the two separate sets of signal heads, where there is the potential for 'see through' by road users increasing the risk of overshooting the junction control or driving through a pedestrian 'green' light at the crossing facilities with the possibility of conflict with pedestrians crossing the road. In addition, unless the two sets of signals, are individually linked together there is the potential for tail backs over the crossing facilities increasing the risk of conflict between pedestrian and vehicles. The Stage 1 RSA audit team recommended that both sets of signals should be so positioned and programmed to avoid the potential of see through, and tail backs and all information provided for assessment following the detailed design and be subject to a Stage 2 Road Safety Audit. The recommendation was accepted in the RSA - Designers Response Report.

Overall it is concluded from the Stage 1 RSA and the Designer's Response report that the matters raised can be addressed and will be as part of the detailed design process, which will be subject to a Stage 2 RSA.

## 53 Pedestrian Environmental Review System (PERS) and Cycling Environment Review System (CERS) 'Style' Audits

The scope of the Pedestrian Environment Review System (PERS) and Cycling Environment Review System (CERS) Style Audit was set out in a Technical Note by Pell Frischmann dated 7th March 2018. In the full audit report which followed and in the Planning Condition 21 report it is noted that Swindon Borough Council approved the scoping methodology proposed.

- Route 1 – To the Beatrice Street bus stops on Whitehouse Road – Links A to D;
- Route 2 – To Swindon Station via North Star Avenue – Links E to G;
- Route 3 – To Ferndale Road via the Western Way – Links H to J;
- Route 4 – To Swindon Town Centre (Bridge Street) – Links K to M;
- Route 5 – To Swindon Bus Station – Links K to N; Transport Interchange A – Swindon Train Station; and
- Transport Interchanges B – Swindon Bus Station

The location of the links is shown in the figure below.



The CERS style assessment covered the 5 routes and two transport interchanges listed below:

- Route 1 – To the Beatrice Street bus stops on Whitehouse Road – Links A to C;
- Route 2 – To Swindon Station via North Star Avenue – Links D to F;
- Route 3 – To Ferndale Road via the Western Way – Links G to I;
- Route 4 – To Swindon Town Centre (Bridge Street) – Links G, J and K;
- Route 5 – To Swindon Bus Station – Links G, J, L and M;
- Transport Interchange A – Swindon Train Station; and
- Transport Interchanges B – Swindon Bus Station

The location of the links is shown in the figure below.





The PERS and CERS audits undertaken identified the following improvements.

### **Route 2 – To Swindon Station via North Star Avenue**

#### *CERS Link D*

The report identified that “designated cycling infrastructure” should be provided. As a result, the Applicant proposes a financial contribution to SBC towards limited refreshed or new signage for cyclists.

### **Route 4 / 5 – To Swindon Town Centre (Bridge Street)**

#### *PERS Link K*

The report identified the need to provide improvements to signage / wayfinding for all users and rest points for pedestrians. As a result, the Applicant proposes a financial contribution to SBC towards:

- Limited new street lighting columns and refreshed or new signage for pedestrians; and
- New benches to act as pedestrian rest points.

#### *PERS Link L*



The report identified for PERS Link L, the need to provide additional rest points for pedestrians and for PERS Link L and CERS Link J, the need to improve lighting in the underpass.

As a result, the Applicant proposes a financial contribution to SBC towards:

- New benches to act as pedestrian rest points; and
- Improved lighting in the underpass.

#### *CERS Link L*

The report identified the need to improve provision for cyclists, for example dedicated cycle lanes or signage / markings. As a result, the Applicant proposes a financial contribution to SBC towards improved signage and surface markings for cyclists.

The applicant has proposed that the delivery of the above stated walking and cycling infrastructure improvements are linked to the first opening and occupation of the proposed development. This is in line with the implementation of highway mitigation measures proposed by the applicant. It is proposed that the applicant will enter into a s278 agreement with the Council to deliver these improvements.

54

#### **e) Assessment of Residual Public Transport Capacity**

To assess the residual public transport capacity a Technical Note was prepared by Pell Frischmann dated the 15th August 201. In the note an estimate of the public transport demand has been calculated on the agreed trip generation, considering peak trip generation as 19.00 to 20.0 on a weekday and 13.00 to 14.00 on a Saturday. Peak demand forecast is shown for weekday and week end in the figures below.

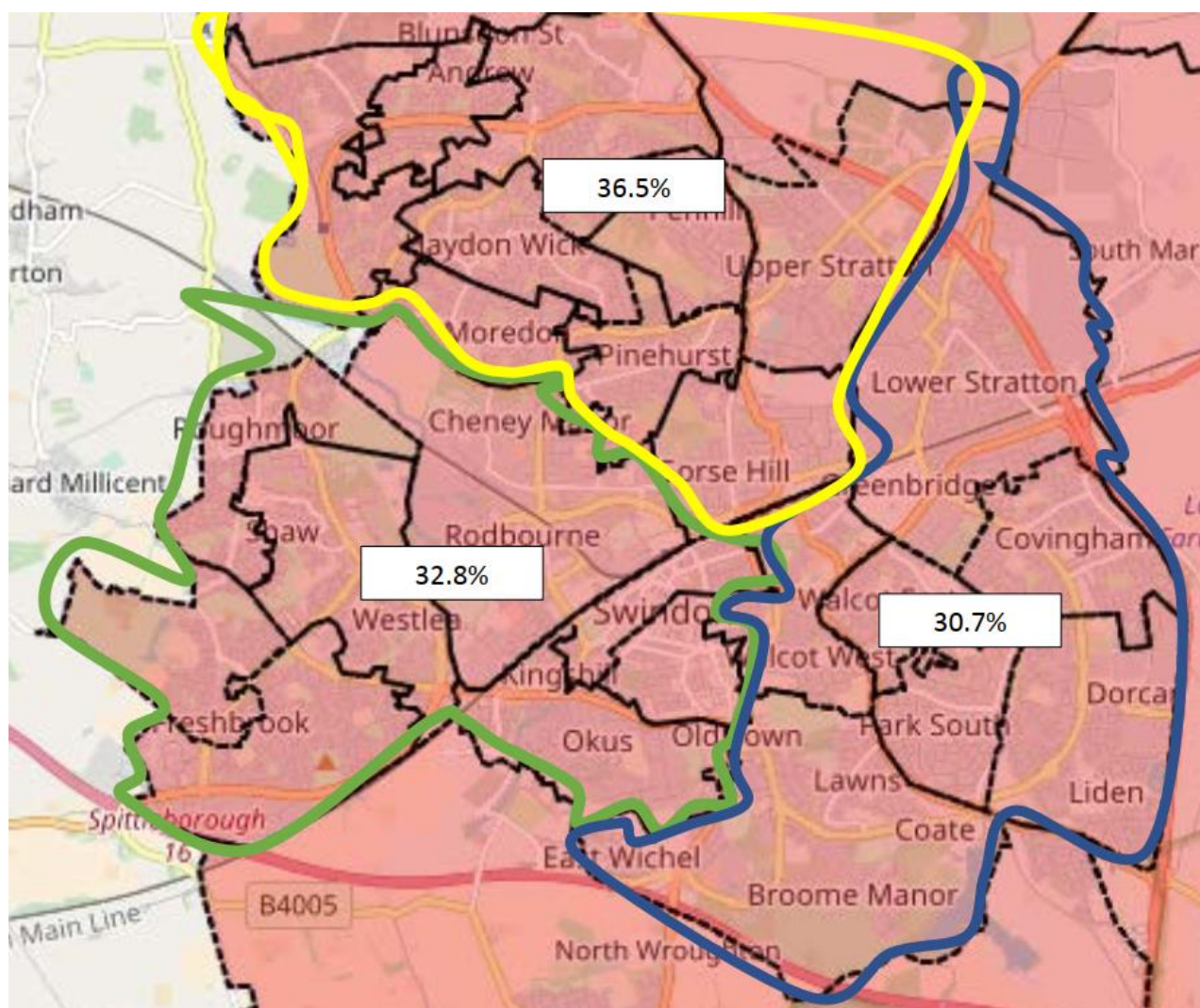
#### **Bus Trip Generation - Weekday**

Hour Beginning	Arrivals	Departures	Total
16:00	30	23	53
17:00	40	25	65
18:00	45	36	81
19:00	68	46	113
20:00	49	47	95
21:00	38	50	89
22:00	10	43	52

**Bus Trip Generation - Saturday**

Hour Beginning	Arrivals	Departures	Total
11:00	70.2	58.32	128.52
12:00	90	73.2	163.32
13:00	92.04	81.12	173.16
14:00	78.36	82.2	160.56
15:00	76.44	79.32	155.88
16:00	72.72	79.2	152.04

The distribution of the resulting bus passenger demand was split into three sectors covering Swindon based on population data taken from the 2011 census the distribution is shown in the figure below.



The forecast demand and distribution was provided to the local bus operators, Stagecoach Bus; and Swindon Bus (part of Go South Coast Ltd).

On 31 August 2018, Go South Coast responded to the Public Transport Capacity Assessment Technical Note, confirming, “that significant spare capacity exists”. The response goes on to say that the routes surrounding the development which they manage, “are relatively weak in comparison to other parts of the Swindon network so trip-generating developments would be particularly welcome”. No response is presented from Stagecoach Bus. On the basis of the response received Pell Frischmann conclude that there is spare capacity on local bus services and that trip generating developments would be welcomed by that operator.

55

#### **f) Highways Infrastructure Measures Trigger Points**

A requirement of Condition 21 is that the applicant identifies the trigger points for the implementation of the proposed highway infrastructure measures. In the report prepared by Pell Frischmann on support of the reserved matters application it is proposed that all mitigation measure will be completed prior to first opening and occupation of the development. This also applies to the walking and cycling measures identified in the PERS and CERS audits.

56

#### **g) Highways Infrastructure Measures**

Plans showing the highway infrastructure measures have been provided for the following locations:

- North Star Roundabout – B4289 Great Western Way / North Star Avenue;
- Cockleberry – B4289 Great Western Way / B4289 Cockleberry / Corporation Street / Whitehouse Road (pair of roundabouts), and
- Transfer Bridges – B4289 Great Western Way / A4311 Cirencester Way / A4313 Ocotal Way / A4289 County Road / Station Road (pair of roundabouts).

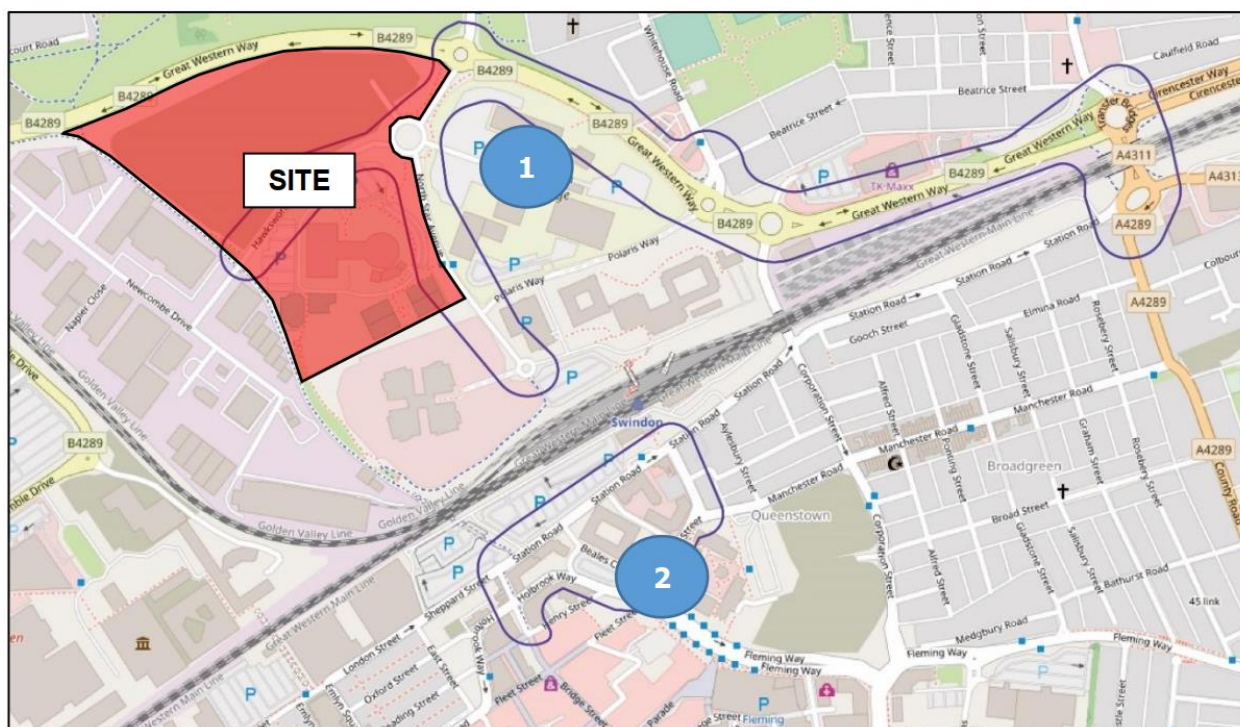
The operational performance of the measures is discussed in Section b) above and the Stage 1 RSA of the measures is discussed in Section d) above.

57

#### **h) Road Traffic Collision Analysis**

The road traffic collision analysis undertaken by Pell Frischmann considers two areas agreed with SBC Highways officers. The areas, identified as Site 1 and Site 2 are shown in the figure below.





Source: OpenStreetMap (<http://www.openstreetmap.org>), © OpenStreetMap contributors (<http://www.openstreetmap.org/copyright>), October 2018, with Pell Frischmann annotations.

The analysis considered collision data from the period 1<sup>st</sup> May 2015 to 30<sup>th</sup> April 2018.

### Site 1 Collision Data Analysis

In all over the period there were 59 collisions recorded, 8 classified as serious and 51 classified as slight. The table below shows the accident data by year.

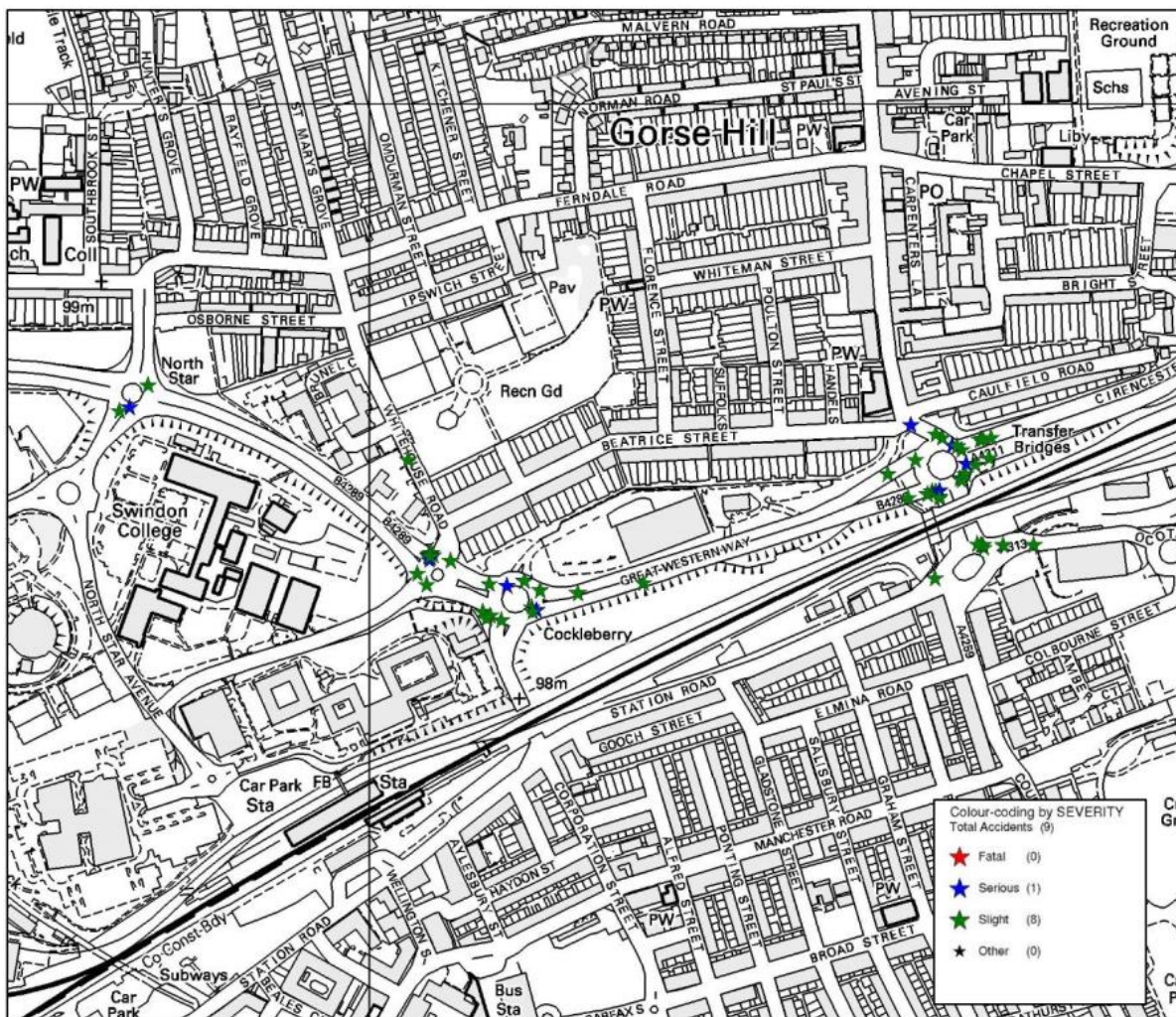
#### Site 1 Collision Data

Severity	2015	2016	2017	2018	TOTAL
Slight	9	24	13	5	51
Serious	2	5	1	0	8
Fatal	0	0	0	0	0
TOTAL	11	29	14	5	59

The data shows that over half of the collisions recorded in the three year period occurred in 2016. In the Condition 21 report Pell Frischmann go on to conclude that “*since 2016 improvements to highway and/or pedestrian and cycling provisions has reduced the likelihood of collision*”. This is not a safe conclusion as the data for 2015 and 2018 covers only part of the year and that if the data for these part years is pro-rata increased then the collision data for 2015, 2017 and 2018 would be 16, 14 and 15 collisions respectively. What it would be safe to concluded is that the number of collisions recorded in 2016 is unusually high.

The location of the collisions is shown in the figure below.

### Site 1 Collision Location



Source: Derived from Swindon Borough Council, Traffic Management, 8 August 2018.

Note:- The figure above is taken from the Pell Frischmann Condition 21 report and the key in the figure is incorrect as 8 serious collisions are recorded not 1 as in the key and 51 slight collisions not 8 as in the key.

The figure does show that 57 of the 59 collisions recorded occur at the North Star, Cockleberry and Transfer Bridges junctions. What is more all the serious collisions occurred close to or at these junctions. All three junctions are to have mitigation measures as part the development.

The collision analysis undertaken by Pell Frischmann focuses on serous collisions and those involving vulnerable road users. Of the serious collisions 4 involved cyclists, 2 at or close to the Transfer Bridges junction and 2 at the Cockleberry junction. The remaining 4 serious incidents are not explored as they do not involve vulnerable users, or are not judged to as a result of highway defects.

It is noted in the Condition 21 report that of the 59 collisions 22 involve vulnerable users, 19 cyclists and 3 pedestrians. Other than suggesting that street lighting is reviewed as



part of a Stage 2 RSA there is no suggestion as to any other measures which might be put in place to reduce collisions. The report does note that collisions on the approach to roundabouts is the most common collision reported for cyclists and reference to the CERS audit undertaken. The CERS audit however did not consider collision data and so will not have identified any measures to address existing problems. These should be addressed here.

While it is acknowledged in the report that the majority of the accidents occur at the three junctions to be improved as part of the development, no attempt is made to analyse the nature of all the accidents in order that collision reduction measures can be incorporated into the mitigation measures. A detailed analysis of all collision should be undertaken to identify and existing problems that might be addressed as part of the proposed mitigation measures.

## Site 2 Collision Data

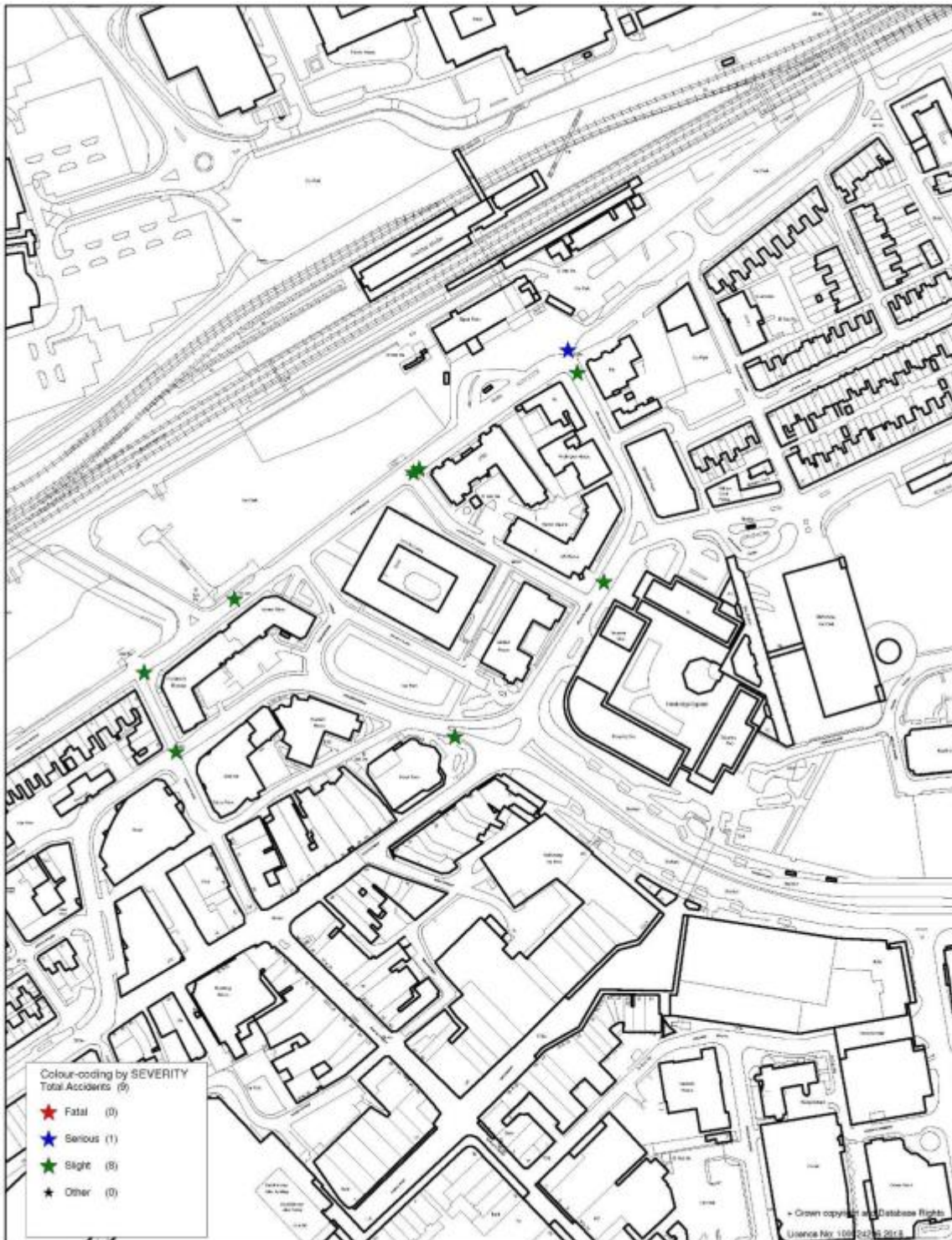
SeVerity	2015	2016	2017	2018	TOTAL
Slight	3	5	0	0	8
Serious	0	0	0	1	1
Fatal	0	0	0	0	0
TOTAL	3	5	0	1	9

Source: Derived from Swindon Borough Council, Traffic Management, 8 August 2018.

As with Site 1 over half of the recorded collisions occurred in 2016,

The location of the collisions is shown in the figure below.

## Site 2 Collision Location



Source: Derived from Swindon Borough Council, Traffic Management, 8 August 2018.

Unlike in Site 1 there are no clusters of collision locations. Four out of the nine collisions involved vulnerable users, two pedestrians and two cyclists. The one 'serious' collision took place at the junction of Wellington Road and Station Road and involved a pedestrian. The collision involved a pedestrian speaking with the driver of a parked car, being struck by a passing bus. It is not recommended that any further analysis of collision data should be undertaken for Site 2.

58 In light of the above considerations and paragraph 109 of the NPPF 2018 that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe, it is considered that on-balance the proposals do not merit refusal on highways ground.

#### Drainage:

59 Following clarification of some matters, the Local Lead Flood Authority (LLFA) are now satisfied with the drainage proposals and have provided advice with regard to the discharge of the drainage related condition of the outline consent. The development is deemed to accord with Policy EN6 of the adopted SBLP.

#### Safeguarded Canal Alignment:

60 The relationship to the building and service road, is relatively close to the south west boundary – where it joins the Western Flyer cycle / pedestrian route. However, it does not encroach upon the safeguarded canal alignment. Following receipt of concerns from the Canal Trust officers facilitated a meeting between the applicant and a representatives of Wiltshire & Berkshire Canal Trust, to enable the issues to be aired. The applicant explained that whilst the scheme does not make provision for a re-alignment of the canal into the development site (because that does not form part of the planning permission and no construction drawings of the reinstated canal in this area are available) he did not rule out consideration of amendments to the scheme to facilitate the canal be further advanced in the future.

61 With regard to the comments made within the representations section that have not already been addressed above, the following is noted:

- On the basis that the level of on-site car parking is deemed to be adequate plus that a condition of the outline consent requires the submission of a parking management strategy there is no reason to suggest that customers will park in the college car park.
- An informative was included as part of the outline permission recommending that the applicant contact Thames Water in relation to the potential for public sewers crossing the site and in relation to general water infrastructure. A condition was also imposed regarding water supply capacity.
- The precise wording of the conditions suggested by the Environment Agency regarding land contamination was not used on the outline planning permission as this duplicated the same matters controlled in the conditions recommended by the Council's Contaminated Land Officer.
- There is no requirement for the applicant to update or otherwise amend the Environmental Statement submitted in support of the outline application. The reserved matters application before Members is not an application for planning permission and relates to matters already deemed acceptable.
- An energy strategy was considered as part of the outline application. There is no requirement or lawful ability to impose condition at this stage regarding energy efficiency as part of this reserved matters application. The National Planning Practice Guidance (NPPG)



details that conditions relating to anything other than the matters to be reserved can only be imposed when outline planning permission is granted. The only conditions which can be imposed when the reserved matters are approved are conditions which directly relate to those reserved matters, defined as access, appearance, scale, layout and landscaping.

#### Concluding Comments:

62 In conclusion the proposed phase 1 development is acceptable in terms of the matters of access, layout, appearance, landscaping and scale in that no harm would be caused to the character of the area, to residential amenity, to highway safety or drainage. The development accords with Policies DE1, TR2, EN5 and EN6 of the adopted Swindon Borough Local Plan (SBLP) and the NPPF.

#### Recommendation

63 That the reserved matters be GRANTED subject to conditions.

64. That Condition 21 of the outline permission be discharged in so far it relates to phase 1 of the development only.

### Conditions

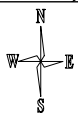
1. This approval shall be in respect of drawing numbers: FBA-00-ZZ-DR-A-05-00-10, OAS-HLM-00-00DR-L-00001, FBA-00-00DR-A-00\_10-000, FBA-00-00DR-A-00\_10-100, FBA-00-00DR-A-00\_10-200, FBA-00-00DR-A-00\_10-300, FBA-00-00DR-A-00\_10-500, FBA-00-XX-DR-A-00\_00-01, FBA-00-XX-DR-A-00\_10-60, FBA-00-XX-DR-A-00\_00-02, FBA-00-XX-DR-A-00\_1--51, FBA-00-XX-DR-A-00\_10-52, FBA-00-XX-DR-A-00\_10-53 and OAS-HLM-00-00-DR-L-0005 P04 received by the Local Planning Authority on 5th March 2018 and drawing numbers OAS-HLM-00-00-DR-L-0001 P12, OAS-HLM-00-00-DR-L-0003 P12 and OAS-HLM-00-00-DR-L-0004 P12 received on 6th August 2018.

Reason: To define the scope of the development hereby permitted, in accordance with section 72 of the Town and Country Planning Act 1990.

2. No shop, cafe or restaurant units shall be open to trade until a tenant's shop front and signage protocol has been submitted to and approved in writing by the Local Planning Authority. Thereafter, any alterations to the approved shop fronts and signage shall be carried out in accordance with the provisions of the approved signage protocol, unless the Local Planning Authority agrees to the variation of any detail in advance and in writing.

Reason: To ensure that the appearance of the individual shop fronts is acceptable.

End of Report

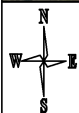


This Plan is for illustrative purposes only and is not intended to provide accurate representation of the development.  
In all cases references should be made to the submitted plans.



S/RES/18/0202  
Erection of indoor ski, cinema, bowling and trampoline facilities (Class D2), A1 - A4 (retail), parking, landscaping, access and associated works - Reserved Matters from previous outline application S/OUT/15/0943.

Land At North Star (Phase 1) North Star Avenue Swindon

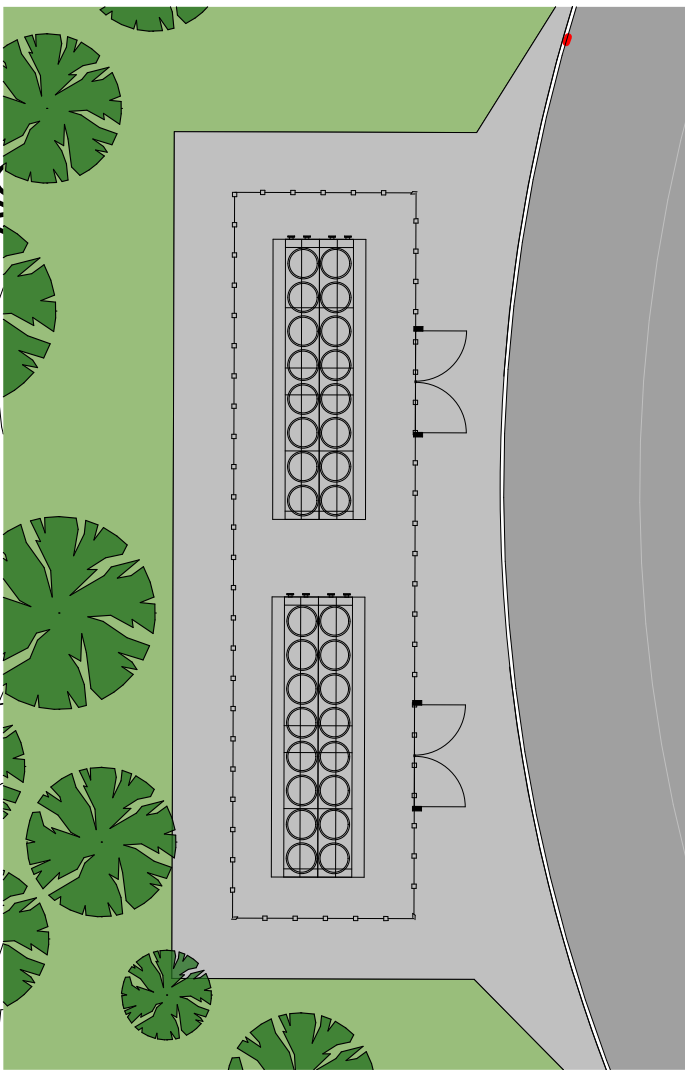


This Plan is for illustrative purposes only and is not intended to provide accurate representation of the development.  
In all cases references should be made to the submitted plans.





- Site Layout Key:**
- Extent of Phase 1 Reserved Matters Application
  - Main Entrance
  - Road - Asphalt/Concrete Surface
  - Car Parking - Permeable Block Paving
  - Soft Landscape
  - Contrast Paving
  - Small Block Paving
  - Bench Seating
  - Block Seating
  - Cycle Parking
  - Payment Point
  - Proposed Tree Planting
  - Existing Tree Planting (to be retained)
  - Proposed Raised Planter
  - Proposed Bollards
  - Proposed Vehicle Barrier
  - GRW Gabion retaining wall
  - BC Box Culvert
  - HR Bowling External Heat Rejection Area
  - EVC1 Electric Vehicle Charging Point - Initial 10no.
  - EVC2 Electric Vehicle Charging Point - Future 95no.



Notes

Check all dimensions on site. Do not scale from this drawing other than using scale bar. Report any discrepancies and omissions to HLM Architects. This Drawing is Copyright ©

P12	REVISED ISSUE FOR PLANNING	03/01/14	ML	HLM
P11	REVISED ISSUE FOR PLANNING	24/01/14	ML	HLM
P10	REVISED ISSUE FOR PLANNING	10/01/14	MC	HLM
T1	FOR TENDER	05/01/14	MC	HLM
P09	REVISED ISSUE FOR COMMENT	20/01/14	MC	HLM
P08	REVISED ISSUE FOR PLANNING	03/01/14	MC	HLM
P07	REVISED ISSUE FOR PLANNING	03/01/14	MC	HLM
P06	REVISED ISSUE FOR PLANNING	31/01/14	MC	HLM
P05	REVISED ISSUE FOR PLANNING	03/01/14	MC	HLM
P04	ISSUE FOR PLANNING	26/01/14	MC	HLM
P03	DRAFT ISSUE FOR COMMENT	26/01/14	MC	HLM
P02	DRAFT ISSUE FOR COMMENT	11/01/14	MC	HLM
P01	PRELIMINARY ISSUE FOR COMMENT	05/01/14	MC	HLM
Rev	Description	Date	By	CHK

Revisions	Subsidiary
Project	

## OASIS SWINDON

Client

SEVENCAPITAL

Title

## PROPOSED LANDSCAPE PLAN

Drawing No.	Revision
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Scale @ A0	Drawn
1:500	MT
Date	Checked
12/12/2017	HLM

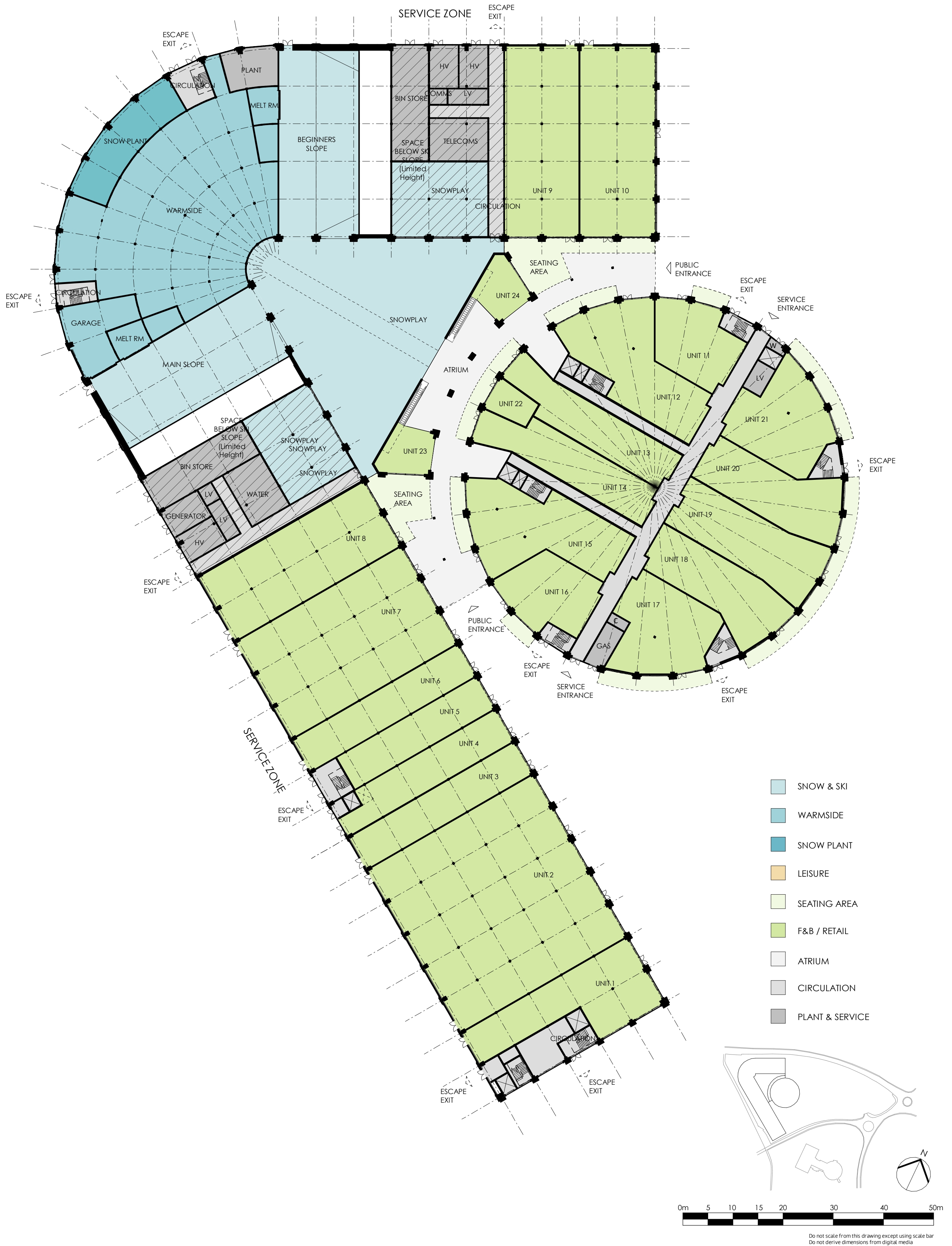
**HLM**

SUITE 104  
THE CREATIVE QUARTER  
MORGAN ARCADE  
THE HAYES  
CARDIFF  
CF10 1AF

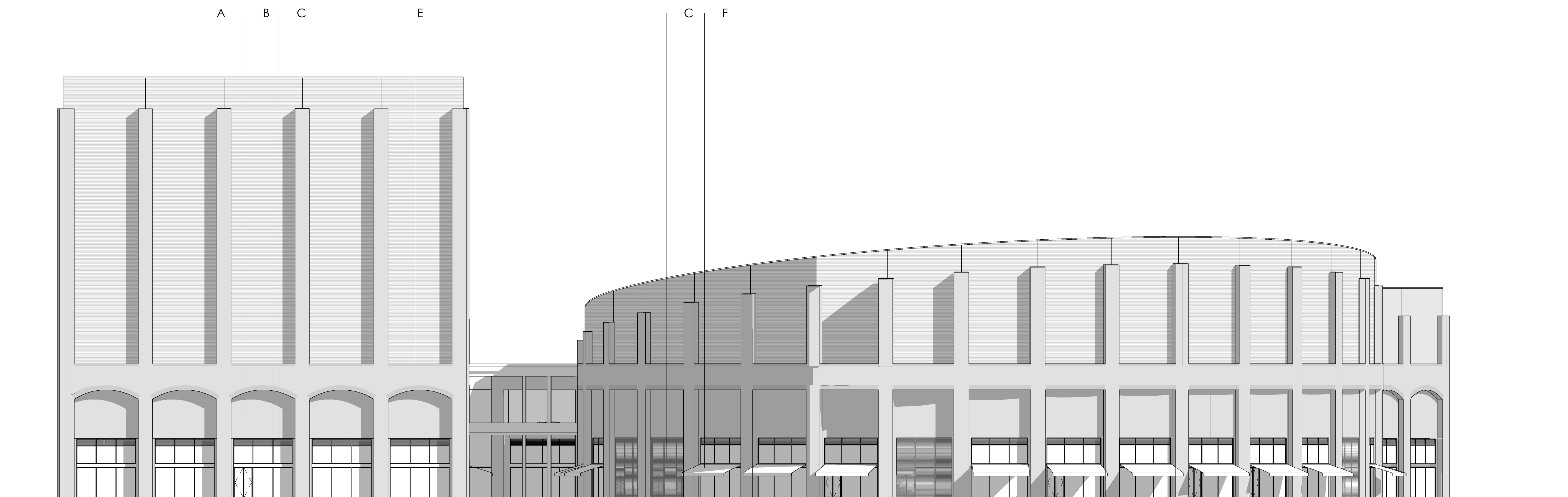
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LONDON SHREFFOLD GLASGOW BELFAST CARDIFF MANCHESTER DUBLIN SWANSEA NEWCASTLE





Rev	Date	Revision Notes	Drawn By	Checked By	Drawing Status: <b>PLANNING</b>	Suitability:	Drawing No: <b>FBA-00-00-DR-A-00_10-000</b>	Rev:
					Job Title: <b>NORTH STAR SWINDON</b>	Job No: <b>3462</b>	© Drawing & Design Copyright of:	
					Drawing Title: <b>LEVEL 00 FLOOR PLAN</b>		<b>FAULKNERBROWNS ARCHITECTS</b>	FaulknerBrowns LLP Dobson House Northumbrian Way Killingworth Newcastle upon Tyne NE12 6QW T+44(0)191 2683007 F+44(0)191 2478132
					Page 36 30/01/2018	Scale: 1:500	Drawn By: RB	Checked By: AW



- A PROFILED METAL CLADDING
- B BRICKWORK
- C LOUVRES
- D METAL PANELS
- E DOUBLE GLAZED CURTAIN WALL
- F RETRACTABLE AWNING

SOUTH EAST ELEVATION  
1:200

Page 37



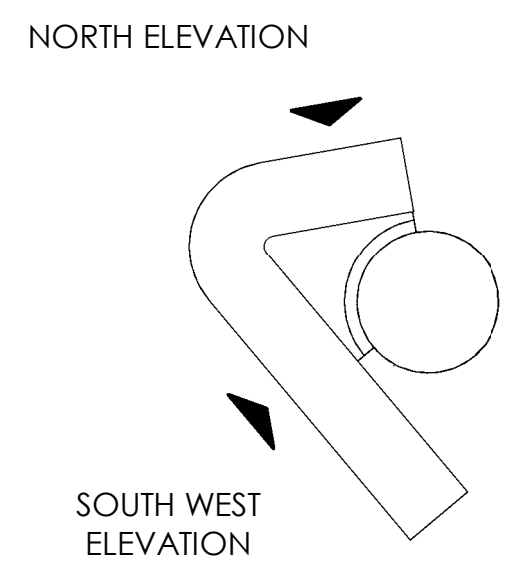
EAST ELEVATION

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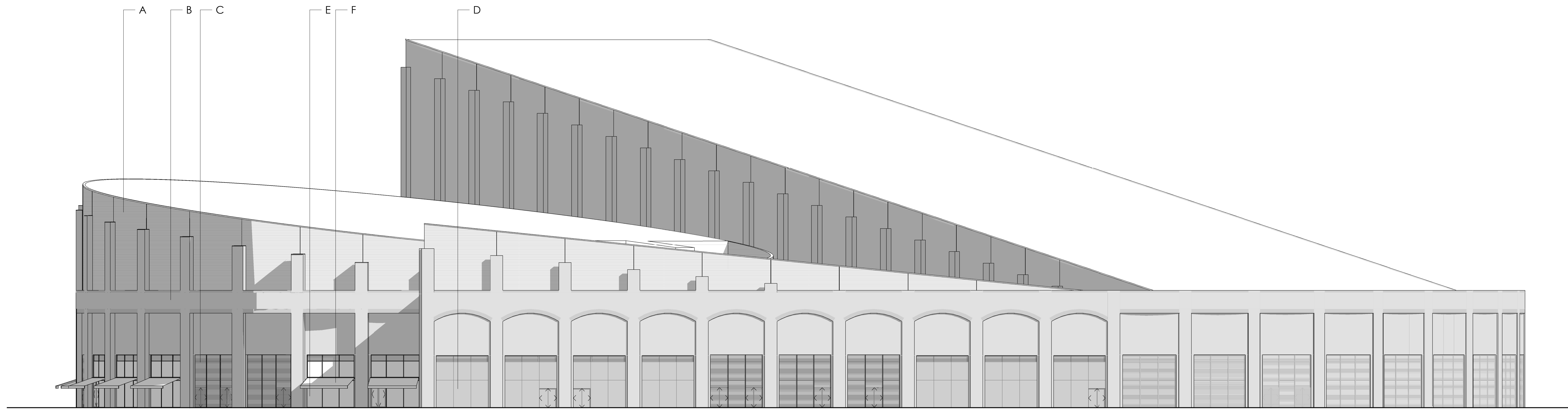


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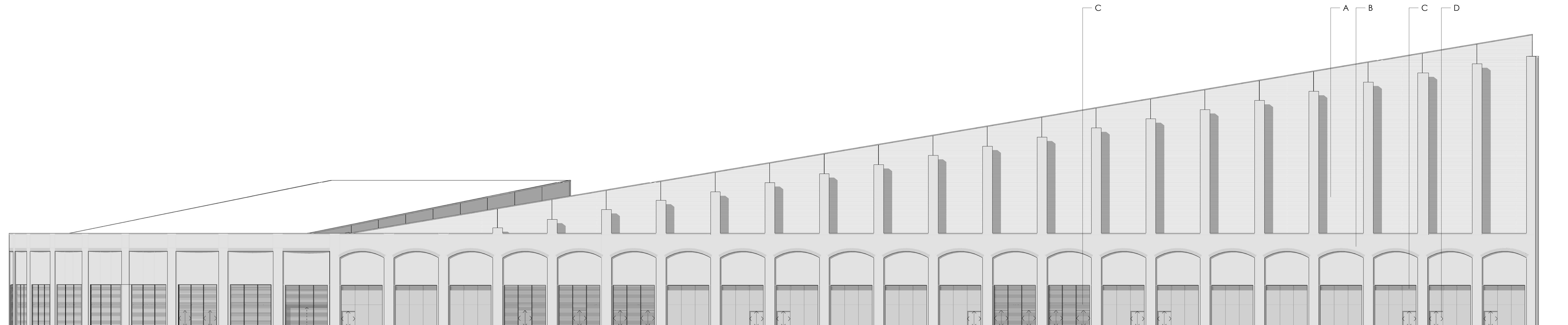
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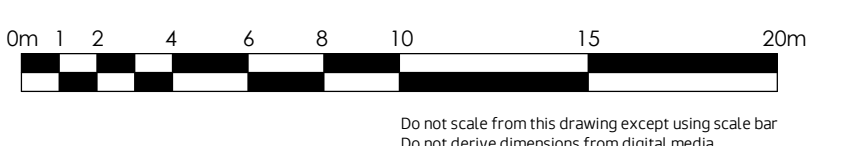
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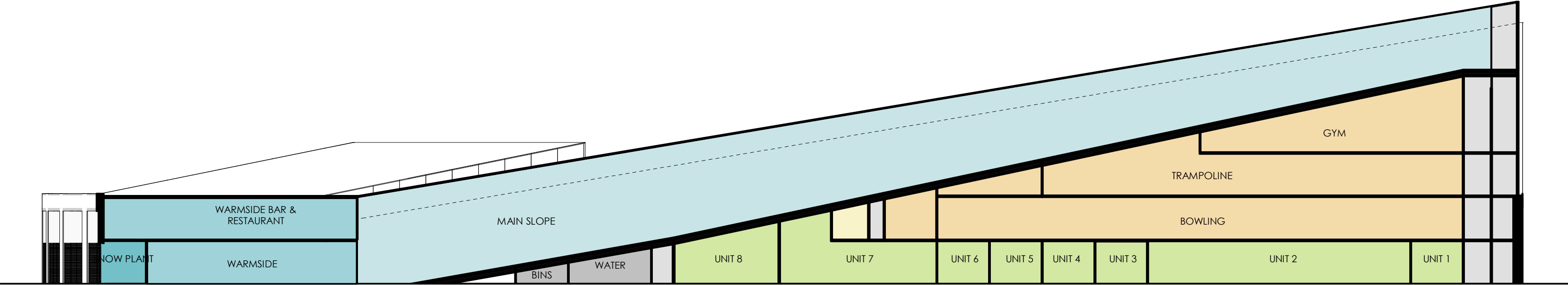
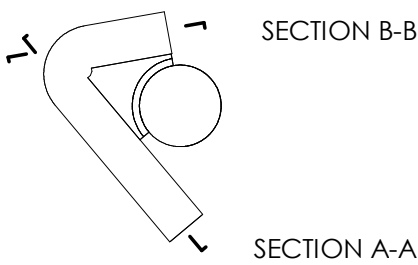


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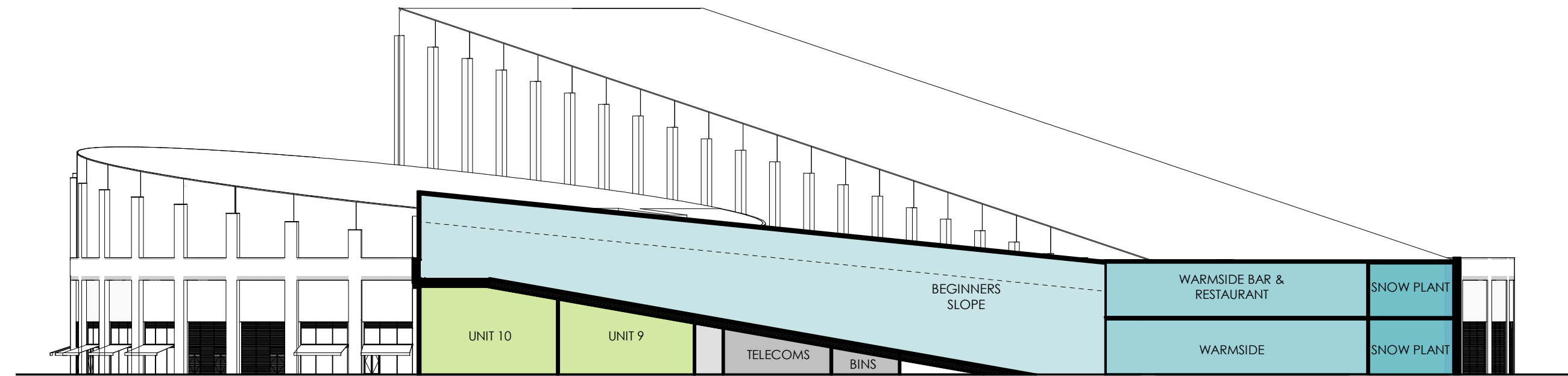


SOUTH WEST ELEVATION  
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Section A-A  
1 : 500




Section B-B  
1 : 500

- SNOW & SKI
- WARMSIDE
- SNOW PLANT
- LEISURE
- SEATING AREA
- F&B / RETAIL
- ATRIUM
- CIRCULATION
- PLANT & SERVICE



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Do not derive dimensions from digital media

Rev	Date	Revision Notes	Drawn By	Checked By	Rev	Date	Revision Notes	Drawn By	Checked By	Drawing Status:	Suitability:	Drawing No:	Rev:												
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										Drawing Title:						BUILDING SECTIONS A AND B									
										Date:		30/01/2018		Scale:		1:500						Drawn By:		RB	