South Worcestershire Development Plan Review

Statement of Common Ground Update on Transport Matters and Curlew Surveys

As agreed between:

The South Worcestershire Councils (Malvern Hills District Council, Wychavon District Council and Worcester City Council)

and

Barratt David Wilson South West

and

Mac Mic Group

concerning

SWDPR Policy 54: Mitton

Introduction

1. This Statement of Common Ground Update (SoCG Update) has been prepared jointly by Barratt David Wilson South West, Mac Mic Group and the South Worcestershire Councils (SWC) with regard to Policy SWDPR54: Mitton of the Council's Draft South Worcestershire Development Plan Review (SWDPR) to assist the Planning Inspectors at the Examination in Public (EiP). It is supplementary to the initial SoCG dated 31 January 2025, which was referenced Exam 55 (https://017f5bf8-ff4d-415b-be58-79dae2836c33.usrfiles.com/ugd/017f5b_bc1c5fa7447d44788eca3a86f005a5e6.pdf) on the SWDPR Examination Document List.

2. This SoCG Update has been prepared following the discussions at the SWDPR hearings on Matter 9: Mitton to inform the Inspectors on the latest position regarding transport, including impact on the Cotswold National Landscape, and curlews. The SWC, Barratt David Wilson, and Mac Mic Group are committed to further discussions on these points.

Context and Purpose

3. The site context and promotion history are set out in the initial SoCG and are therefore not repeated here.

4. The purpose of this statement is to provide an update on the latest position regarding the following five issues: Mitton Phase 2 planning application; curlews; Junction 9 of the M5; the impact of traffic on the Cotswold National Landscape; and potential mitigation measures for junctions within Tewkesbury.

Mitton Phase 2 Planning Application

5. The planning application for Mitton Phase 2 (W/25/00596/OUT) was submitted on the 20th March 2025 and is currently the subject of public consultation. The application is outline for phased residential development for up to 500 new homes, a neighbourhood centre (Use Classes C3, E, F2, and Sui Generis (hot food takeaways, and pubs/bars)). Means of access (from Hardwick Bank Road, and from the proposed Mitton Phase 1 development to the south) drainage, landscaping, open space, and associated infrastructure with all matters reserved except for access. An Environmental Statement was submitted as part of the application.

Curlews

6. The SWCs have commissioned Lepus Consulting Ltd to undertake surveys on curlews within and around the proposed allocation, including the Functionally Linked Land at Bredon's Hardwick Gravel Pit, Avon Meadows and Mitton.

7. The surveys have commenced and will be conducted twice a month from March to July, separated by at least seven days, providing a total of ten surveys. These will be split into three tiers according to aims/output:

- Tier 1: Surveys conducted between March and Mid-April, with the aim of providing a general picture of site occupancy;
- Tier 2: Surveys conducted between Mid-April and May, with the aim of establishing the number of territorial pairs; and
- Tier 3: Surveys conducted between June and July, with the aim of determining the breeding success and the number of successfully fledged broods

8. The survey work will identify how breeding curlews are using the allocation site and surrounding area and by extension what, if any, mitigation measures are required.

Junction 9 of the M5

9. AECOM have prepared a further technical note on the M5 Junction 9 northbound off slip (attached at Appendix 1). This is supplementary to the M5 Junction 9 Updated Committed Developments Technical Note dated 11th February 2025 which was attached to the SWC's MIQ responses. This note concluded that the SWDPR impact (excluding the Mitton development) on Junction 9 "is inconsequential". In terms of the inclusion of the Mitton development it was noted that "In terms of the northbound off-slip at Junction 9, it is unlikely that the inclusion of the Mitton development would have a noticeable impact at this location given the increase of 37 vehicles during the AM peak hour, however that is not to say that there are no concerns". As a result Worcestershire County Council commissioned AECOM to undertake a desktop study investigating the feasibility of extending the three lane flare to accommodate this additional queuing.

10. The note states that there are two potential solutions that would both be technically feasible and reduce the length of queuing. Option 1 is to widen the existing off slip to enable the formation of an extra lane further in advance of the stop line whilst maintaining the end of hard shoulder arrangement. The alternative option (Option 2) is to remove the hard shoulder in advance of the junction and replace it with a 1m wide hard strip. It is noted that Option 2 would however require the slip road to be downgraded from MG2C/DG2C to DG2A which may not be accepted by National Highways

11. The note concludes that "both of the above options are considered feasible ways of extending the three-lane flare on the northbound off slip".

Traffic Impacts upon the Cotswolds National Landscape

12. Worcestershire County Council (WCC) on behalf of SWC have requested AECOM and SWECO to review the uplift in traffic through the Cotswolds National Landscape area forecast from the proposed allocation at Mitton. This report will follow.

13. PJA on behalf of the developers have also looked at the traffic impact on the Cotswold National Landscape and have liaised with Gloucestershire County

Council (GCC) and their respective consultants on this issue (see Appendix 2 PJA Technical Note Impact on the Cotswold National Landscape). This information has been developed as part of the planning application to consider the matter in further detail and was not available at the time of the 11th March Examination Hearing on Mitton. It incorporates the following:

- Data collection undertaken in April 2025, in the form of Automatic Traffic Counts, to provide further background traffic flow data;
- Presentation of the assignment of development traffic through the Cotswold National Landscape using the outputs from the GC3M Strategic Traffic Model (owned and maintained by GCC and their consultants). This differs from the information presented in WS9/34 which was a manual assignment exercise due to the model information not being available at that time. Albeit, this did consider route choice and the findings are generally comparable to those from the GC3M now presented; and
- Consideration of the potential re-assignment of background traffic through the National Landscape as a result of the loading of development traffic on the wider highway network, using the outputs from the GC3M Strategic Traffic Model.

14. The PJA Technical Note concludes that based on the additional evidence presented within this note, it is considered that the proposed Mitton development would have a negligible impact with regards to traffic within the Cotswold National Landscape, as the established 10% threshold is not exceeded as indicated in the final column of the summary table copied below:

Table 3.1: Daily traffic flows (24hr AADT)

Link	Data Source for Background Traffic	Development Traffic (GC3M)	2027 Opening Year Reference Case (without development)	2027 Opening Year Do Something (with development)	% impact
1 – High Street	ATC (2025)	597	7,917	8,514	7.5%
2 – Kemerton Road (west)	ATC (2025)	248	5,865	6,113	4.2%
3 – Kemerton Road (east)	ATC (2025)	16	2,752	2,768	0.6%
4 – B4080 Moreton Lane	ATC (2025)	205/1017	4,073	4,277	5.0%
5 – Hollands Road	DfT (2023)	Link not coded	1,017	-	-
6 – Pershore Road	DfT (2018)	Link not coded	590	-	-
7 – Ashton Road	-	0	No data available	No data available	-
8 – The Groaten	-	0	No data available	No data available	-
9 – A46	DfT (2017)	215	18,991	19,207	1.1%
10 – B4079	-	0	No data available	No data available	-
11 – A435	DfT (2023)	274	14,624	14,899	1.9%
12 – B4077	-	81	No data available	No data available	-
13 – Beckford Road	-	0*	No data available	No data available	-

**Link not coded within model but inferred from adjacent links.*

15. Furthermore, the report concludes that there is limited evidence of the re-assignment of background traffic through the CNL, as a result of additional queueing and delay on the wider highway network associated with the addition of development traffic – refer Tables 4.1 and 4.2 in the report.

Proposed Tewkesbury Junction Mitigation

16. In terms of the Tewkesbury Junctions WCC confirmed that the focus was those identified as mitigation in the Aecom Junction 9 report. Namely:

- Signalisation of Sun Street / High Street junction.
- Signalisation of Oldbury Road / B4080 junction.
- Increase junction capacity to allow 2 lanes west bound at the A438 / A38 junction. Increase green time for west bound approach.
- Additional green time to south bound approach at Shannon Way / Northway Lane junction
- But may also include consideration of additional junctions following discussions with GCC.

17. PJA are undertaking further technical work on this issue which should be available in May. Details of the scope of work are provided below:

18. A Transport Assessment is being prepared to accompany the planning applications for Mitton Phase 1 and Mitton Phase 2 which will also assist with the SWDPR EiP. This includes testing of highway impacts, particularly in relation to the Tewkesbury Junctions, which is currently being undertaken in close discussion with WCC, GCC and National Highways (NH).

19. This is based on the following approach, agreed by WCC, GCC and NH:

- *Travel demand forecasts using local donor sites to forecast trip generation. Forecast distribution of trips through a multi-journey purpose gravity model.*
- *Assignment of trips to the highway network using the GCC strategic traffic model (GC3M) which assesses route choice accounting for congestion and background reassignment of traffic and has been deemed a suitable representation of the North Gloucestershire, South Worcestershire highway network.*
- *Testing of the detailed impacts within the A46/Tewkesbury Paramics model using information extracted from the GC3M.*

20. The Paramics model has been run by GCC's consultants (on behalf of the developers) for a range of agreed scenarios to consider the impacts of Mitton A alone and cumulatively with Mitton B, as well as sensitivity testing with pertinent emerging applications.

21. Initial outputs from the Paramics model were reviewed and have been refined following identification of an overstatement of trip generation associated with committed development at Healings Mill (in Tewkesbury), within the model.

22. *The extensive updated outputs of the Paramics model are currently being analysed to identify key areas on the network where there are impacts and schemes are now being considered for these key areas to suitably mitigate highway impacts. These schemes will then be provided to GCC's consultants for them to code into the Paramics model to demonstrate their suitability.*

23. *This will be presented within an Addendum Transport Assessment along with preliminary sketches of the proposed improvements. This is a detailed and iterative process taking some time to ensure impacts are mitigated suitably, in line with the requirements of the NPPF. This exercise is expected to be concluded by the end of May. As this work is iterative by nature it is not possible to provide a specific date that it will be available, but it will be provided to the Examination as soon as it is completed.*

24. *The locations being considered for mitigation align with those in the Aecom modelling report which further strengthens the conclusions of this existing part of the evidence base for the EiP, as follows:*

- *Hardwick Bank Road/Tewkesbury Road.*
- *Tewkesbury Town Centre (High Street/Oldbury Road corridors and key junctions on these corridors).*
- *A38/A438.*
- *A438/Shannon Way.*
- *M5 J9, specifically M5 Northbound off-slip (subject to further consideration by Aecom as part of the updated SWDPR modelling evidence base).*

25. *Due to the nature of the network operation and the ability of the model to reassign traffic, alleviating capacity issues in one part of the network could cause a reassignment of traffic which may in turn resolve issues elsewhere. As such, it may not be necessary to implement improvements at all identified locations which will be established through multiple iterations of model runs.*

26. *Initial consideration of the above locations, with consideration to indicative schemes and highway boundary mapping provided by GCC, demonstrates there are likely to be potential solutions which are deliverable within land controlled by the developers and/or within the adopted highway. The detail of which will be established and suitably secured via the planning applications.*

27. Other additional transport modelling, assessments and mitigation measures, including active travel opportunities, are likely to come forward from the developer, over the next couple of months, via the Development Management process for all pending outline planning applications on Mitton Phase 1 (W23/00682/OUT & W23/00683/OUT) and Mitton Phase 2 (W25/00596/OUT).

These will then need to be considered and commented on by the appropriate statutory consultees.

Agreement

28. Although further detailed technical work is needed, it is agreed that the traffic impacts from the development are capable of being mitigated should the schemes developed by AECOM and being further assessed by PJA be delivered

 **Signed:**
Name: Ian Macleod
Position: Director of Planning and Infrastructure
For: Malvern Hills and Wychavon District Councils
 **Signed:**
Name: Duncan Rudge
Position: Head of Planning
For: Worcester City Council
For and on behalf of the South Worcestershire Councils
Date: 22.04.2025
 **Signed:**
Name: Jacob Bonehill
Position: Director - Planning
For RPS Group on behalf Barratt David Wilson South West and Mac Mic Group
Date: 17/04/2024

AECOM

TECHNICAL NOTE

Project	M5 Junction 9 Northbound Off-slip	Project Number	60727755
Title	Desktop Feasibility Study		
DocID	60727755-ACM-GEN-XX-RP-HW-0000001		
Prepared By	[redacted]	Checked By	[redacted]

Revision	Revision date	Details	Authorized	Name	Position
P01	19/03/2025	FIRST ISSUE	MR	Matthew Rainsford	Principal Engineer
P02	11/04/2025	SUMMARY ADDED	MR	Matthew Rainsford	Principal Engineer

1. Introduction

AECOM has undertaken traffic modelling at M5 Junction 9 as part of the South Worcestershire Development Plan. The traffic modelling for 2041 shows queues on the northbound off-slip, therefore Worcestershire County Council have asked AECOM to undertake a brief desktop study investigating the feasibility of extending the three lane flare to accommodate the additional queuing.

2. Existing Arrangement

In the absence of a topographic survey, satellite imagery has been used to determine the approximate dimensions of the cross sections and long sections on the northbound off-slip. Design Manual for Roads and Bridges (DMRB) standard CD 127 Cross-sections and headrooms, Figure 2.1.1N1b and clause 2.18 have been used to determine the required cross-sections. Note the existing lane widths on the slip road are below those stated in Figure 2.1.1N1b.

The existing northbound off-slip (see Figure 1) consists of 2 lanes and a hard shoulder which develop into 3 lanes 40m south of the stop line. The widening for the 3 lanes is developed with a 70m long taper into the original hard shoulder. The hard shoulder's width is maintained at 2.75m by adjusting the kerbline at the back of hard shoulder over a length of approximately 60m. A hatched road marking is used to end the hard shoulder. Widening of the slip road earthworks have been undertaken by constructing a sheet pile retaining wall on the west of the embankment to provide the additional space required for the 3 lanes and hard shoulder.

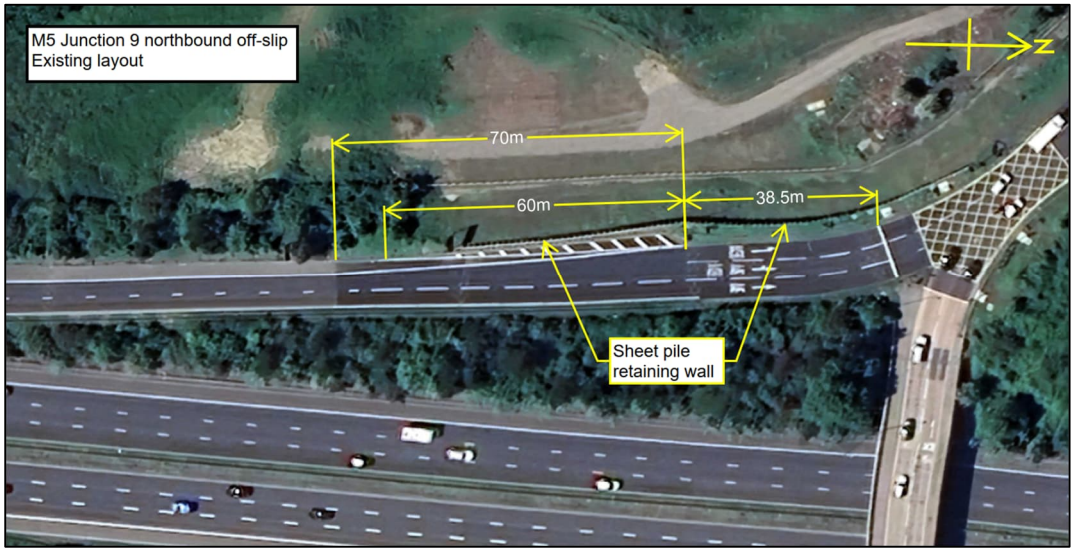

Figure 1 - Existing M5 Northbound off-slip

Key dimensions of the carriageway are as follows:

- On the slip road, before the widening to 3 lanes:
  - the hard shoulder is approximately 2.75m - 3.0m wide
  - the nearside lane is approximately 3.25 - 3.5m wide
  - the offside lane is approximately 3.0m - 3.25m wide
  - Total cross-section width of the carriageway is 9.25 - 9.75m.
  - There is a 1-1.5m wide strip of verge adjacent to the hard shoulder with an embankment behind it.
- Approaching the stop line, at the widening into 3 lanes and before the end of the hard shoulder:
  - Total cross-section width of 13.4m.
- Approaching the stop line, after the widening to 3 lanes and the end of the hard shoulder:
  - the lanes are each approximately 3.35m - 3.8m wide
  - Total cross-section width of 10.35m - 11.4m.

3. Proposed Arrangement

Based on the DMRB standard, the proposed cross-section at its maximum width would likely comprise of 1x 3.35m nearside lane, 2x 3.65m wide outside lanes and a 2.75m wide hard shoulder (matching the existing arrangement) which gives a total width of 13.4m. The available cross-sectional width varies between 12.6m 60m from the stop line to 9.25 - 9.75m 110m from the stop line. A widening of the existing earthworks would therefore be required (most likely by modifying and extending the recently constructed sheet pile retaining wall) to enable the formation of an extra lane further in advance of the stop line whilst maintaining the end of hard shoulder arrangement.

Alternatively, the hard shoulder could be removed in advance of the junction and replaced with a 1m wide hard strip. This would enable the 3 lanes to be extended by approximately 20m without needing to alter the nearside kerb (and therefore verge/embankment), however, this would require the slip road to be downgraded from MG2C/DG2C to DG2A (CD127, Figure 2.1.1N1d) which may not be accepted by National Highways. Any further extension of the 3 lanes beyond 20m would require modifying and extending the constructed sheet pile retaining wall.

Both of the above options are considered feasible ways of extending the three-lane flare on the northbound off-slip.

Technical Note

Project: Mitton (SWDPR 54)

Subject: Impact on the Cotswold National Landscape

Client:	Barratt David Wilson South West / MacMic Group		
Project No:	07438	**Version:**	A
Document Ref:	07438-T-04	**Author:**	JO/KN
Date:	April 2025	**Approved:**	ME

1 Introduction

1.1.1 In February 2025, PJA prepared inputs into the Hearing Statement (WS9/34) which responded to the Inspector's Questions, in particular, Question 162:

What is the evidence that the proposed development would be designed to avoid or minimise adverse impacts with particular regard to traffic, on the Cotswolds National Landscape (CNL)?

1.1.2 At the Examination Hearing on 11th March an acceptable threshold of a 10% impact on traffic flows (24 hour annual average daily traffic - AADT) associated with the proposed development of Mitton (1,000 dwellings) was discussed with the Cotswolds National Landscape Board Representative. It was agreed that changes in traffic flows, from the proposed development, below this threshold would not have an unacceptable impact on the CNL. This is consistent with the approach taken within the submitted Environmental Statement[1] for Mitton A and B planning applications.

1.1.3 In response to the queries raised at the Examination Hearing on 11th March, further information is presented in this regard. This information has been developed as part of the planning application to consider the matter in further detail and was not available at the time of the 11th March Examination Hearing:

- Data collection undertaken in April 2025, in the form of Automatic Traffic Counts, to provide further background traffic flow data;

[1] Institute of Environmental Management and Assessment (IEMA) Guidelines: Environmental Assessment of Traffic and Movement. Rule 2 – further assessment of highway links which are of a high sensitivity are required where traffic flows have increased by 10% or more.

LOCATION Park Point, 17 High Street, Longbridge, B31 2UQ, UK
TELEPHONE 0121 475 0234
EMAIL birmingham@pja.co.uk
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- Presentation of the assignment of development traffic through the CNL using the outputs from the GC3M Strategic Traffic Model (owned and maintained by Gloucestershire County Council (GCC) and their consultants). This differs from the information presented in WS9/34 which was a manual assignment exercise due to the model information not being available at that time. Albeit, this did consider route choice and the findings are generally comparable to those from the GC3M now presented; and
- Consideration of the potential re-assignment of background traffic through the CNL as a result of the loading of development traffic on the wider highway network, using the outputs from the GC3M Strategic Traffic Model.

2 GC3M Strategic Traffic Model

2.1.1 Modelling has been undertaken by AtkinsRéalis to support the planning applications for Mitton A and B using the GC3M strategic traffic model, which has AM peak and PM peak hour modelled scenarios. This is an area-wide traffic model covering the Gloucestershire County area and southern areas of Worcestershire.

2.1.2 Through detailed discussions on the scope of the Transport Assessment for the submitted planning applications, the use of this model has been agreed with GCC, Worcestershire County Council (WCC) and National Highways (NH). It is pertinent to note that WCC has agreed that this model provides suitable coverage of the area around Bredon and adjacent to the CNL in South Worcestershire, for the purpose of the detailed assessment of the planning applications.

2.1.3 The GC3M model exercise has used trip rates and trip distribution parameters agreed as part of the planning applications with GCC, WCC and NH.

2.1.4 The impact of the Mitton development within the CNL area can be determined using the outputs from the GC3M strategic traffic model:

- 2031 Reference Case;
- 2031 Reference Case + Mitton A & B (1,000 dwellings); and
- Development only (within the 2031 Reference Case + Mitton A & B).

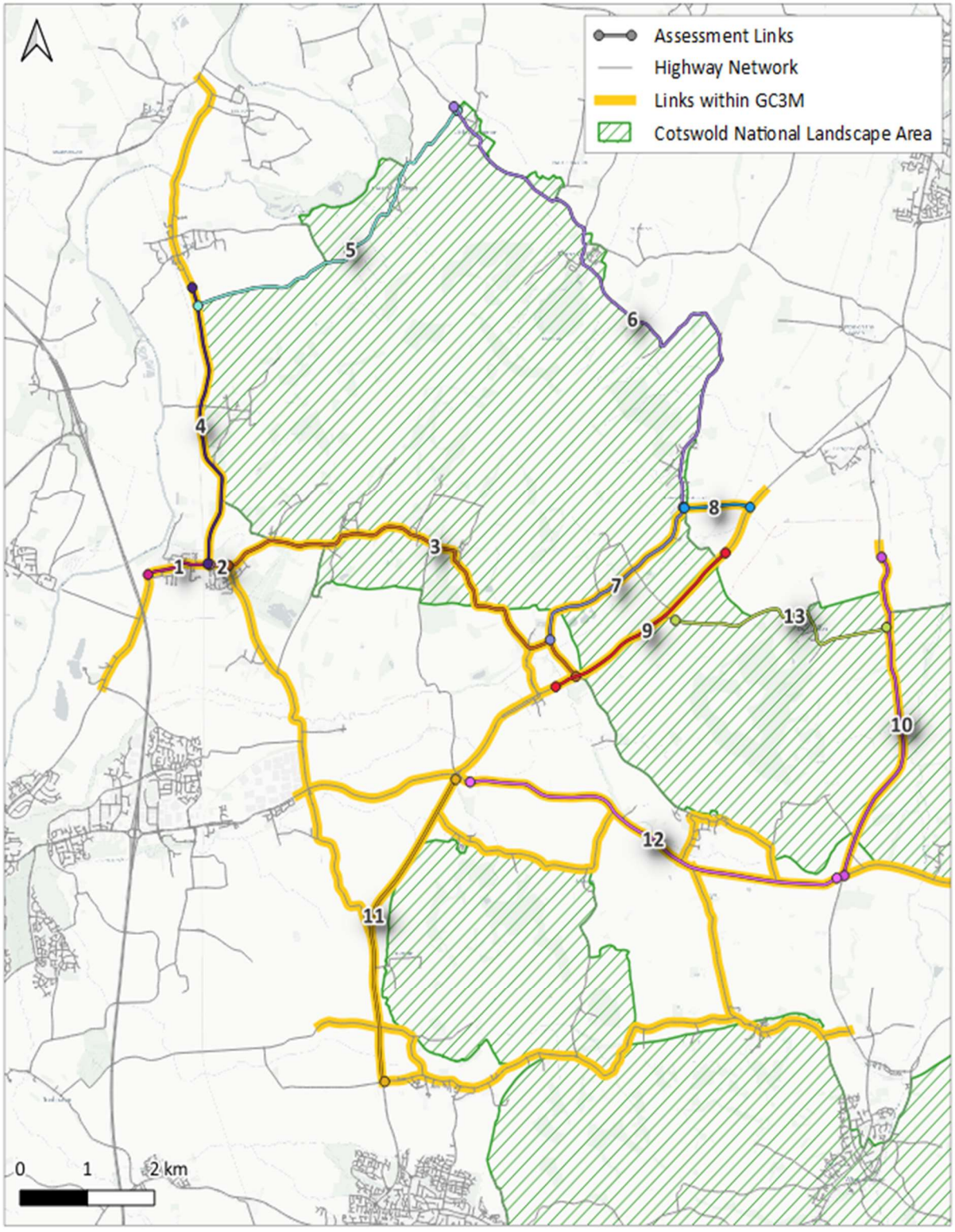
2.1.5 These scenarios are used to determine the following:

1) How development traffic routes on highway links through and adjacent to the CNL, taking account of future year congestion.

2) The effect development traffic has on the displacement of background traffic (i.e. potential for background reassignment to reflect a change in conditions on the highway network resulting from development traffic).

2.1.6 Figure 1 shows how the links within the study area align with the links coded within the GC3M. This majority of links within the study area are coded into the GC3M, with the exception of Links 5, 6 and 13. These links are relatively minor and considered likely to carry only limited vehicle trips associated with the proposed development.

Figure 1: Study Area



3 Impact of Development Traffic

3.1.1 The following methodology has been used to calculate the percentage impact of the proposed development at Mitton:

- Calculate background 24hr AADT on each link using traffic count data, and growth to 2027[2] Future Year using factors from TEMPro; and
- Extract assignment of development only traffic from GC3M (2031 Reference +Mitton A & B) for the AM and PM peak periods and growth to 24hr AADT.

3.1.2 The full calculations for this assessment are contained in **Appendix A.** A summary of the results of this assessment is provided in Table 3.1.

Table 3.1: Daily traffic flows (24hr AADT)

Link	Data Source for Background Traffic	Development Traffic (GC3M)	2027 Opening Year Reference Case (without development)	2027 Opening Year Do Something (with development)	% impact
1 – High Street	ATC (2025)	597	7,917	8,514	7.5%
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5 – Hollands Road	DfT (2023)	Link not coded	1,017	-	-
6 – Pershore Road	DfT (2018)	Link not coded	590	-	-
7 – Ashton Road	-	0	No data available	No data available	-
8 – The Groaten	-	0	No data available	No data available	-
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12 – B4077	-	81	No data available	No data available	-
13 – Beckford Road	-	0*	No data available	No data available	-

**Link not coded within model but inferred from adjacent links.*

3.1.3 Table 3.1 demonstrates:

- Links 1, 2, 3, 4, 9, 11 – the agreed assessment threshold is not triggered.

[2] A year of 2027 has been used for consistency with the submitted Environmental Assessment and represents estimated Opening Year. Beyond this, it can be reasonably expected that background traffic levels would increase and the percentage impact would reduce. Thus 2027 provides a robust view in the potential time horizon of the proposed development.

- Links 7, 8, 10 and 13 – are not forecast to accommodate any development trips and so there would be no impact.
- Links 5 and 6 – are unlikely to carry material amounts of development traffic. Link 6 in particular would likely only carry development traffic travelling to/from points on the link and there are very limited trip attractors. Link 5 could provide an alternative route, continuing from Link 4, to Pershore but the route north and along the A4104 is likely to provide a more attractive route than this. It can therefore be deduced that the percentage impact would be suitably low.
- Link 12 – the change in traffic flows is modest and whilst there is no background traffic data to calculate the percentage impact, the nature of the link forming part of the 'B' road network, is likely to carry a volume of traffic which would mean the impact is materially below 10%.

3.1.4 In summary, the 10% threshold for further assessment is not forecast to be met, when considering proposed development traffic, on any of the links through or adjacent to the CNL. Consideration is given in Section 4 to potential background reassignment of traffic.

4 Re-assignment of Background Traffic

4.1.1 To understand the potential impact of any reassignment of background traffic as result of the Mitton development, outputs from the 2031 Reference Case + Development and the 2031 Reference Case scenarios has been used. This approach allows both the traffic flows related to the development, and any associated reassignment of background traffic to be identified.

4.1.2 Comparing the difference to the development only flows helps to establish links where there could be reassignment of background traffic. This comparison is presented in Table 4.1 and Table 4.2 for those links coded into the GC3M model.

4.1.3 The GC3M considers the operation of the network within the AM and PM peak hours, when levels of queueing and delay are likely to be greatest on the wider network.

Table 4.1: Traffic flow outputs from GC3M Strategic Traffic Model (Vehicles) – AM Peak (08:00 – 09:00)

Link	Development Traffic	Overall Flow Change	Effect of re-assignment
1 – High Street	64	47	**-17**
2 – Kemerton Road (west)	27	25	**-2**
3 – Kemerton Road (east)	2	2	**0**
4 – B4080 Moreton Lane	21	27	**6**
7 – Ashton Road	0	0	**0**
8 – The Groaten	0	0	**0**
9 – A46	21	2	**-19**
10 – B4079	0	2	**2**
11 – A435	25	15	**-10**
12 – B4077	6	8	**2**

Table 4.2: Traffic flow outputs from GC3M Strategic Traffic Model (Vehicles) – PM Peak (17:00 – 18:00)

Link	Development Traffic	Overall Flow Change	Effect of re-assignment
1 – High Street	47	22	**-25**
2 – Kemerton Road (west)	19	22	**3**
3 – Kemerton Road (east)	1	-1	**-2**
4 – B4080 Moreton Lane	17	17	**0**
7 – Ashton Road	0	0	**0**
8 – The Groaten	0	0	**0**
9 – A46	19	8	**-11**
10 – B4079	0	3	**3**
11 – A435	26	6	**-20**
12 – B4077	9	9	**0**

4.1.4 The above tables indicate that there is limited evidence of the re-assignment of background traffic through the CNL, as a result of additional queueing and delay on the wider highway network associated with the addition of development traffic.

5 Summary & Conclusion

5.1.1 Based on the additional evidence presented within this note, it is considered that the proposed Mitton development would have a negligible impact with regards to traffic within the CNL, as the established 10% threshold is not exceeded.