
Site Address:	Land at Asda, Larchwood Avenue, Havant, PO9 3QW		
Proposal:	Construction of new coffee shop drive thru within existing car park.		
Application No:	APP/20/00269	Expiry Date:	03/09/2020
Applicant:	Miss Shah		
	Euro Garages Ltd		
Agent:		Case Officer:	Lesley Wells
Ward:	Bedhampton		

Recommendation: **REFUSE PERMISSION**

1 Site Description

Asda Havant Supercentre is an established supermarket located towards the north-west edge of Havant. The site falls within the car parking area of Asda, on land to the east of the internal access and roundabout.

An Asda Petrol Station is located to the north of the Asda store on the approach into the store, along with KFC and McDonalds outlets. A number of industrial/employment units are located to the north of Asda.

Chestnut Avenue and Willowdean Close are to the east, within a residential estate. There is a mature tree belt to the east and north of the application site, with mature trees to the south of Asda's car park.

2 Relevant Planning History

00/50282/039 - Retention of air handling plant and roof walkway., PERM,11/01/2001
00/50282/036 - Variation of condition 7 attached to planning permission 00/50282/033 to allow 45% of net trading floor space for the sale of durable goods., PERM,31/07/2000
00/50282/033 - Demolition of existing store and erection of new store with associated car parking with revised access and siting (amendments to Planning Permissions 97/50282/ 22, /28 & /32), PERM,12/05/2000
00/50282/034 - Variation of condition 8 of planning permission 99/50282/32 to allow for an increase from 35% to 45% for the amount of net trading floorspace of the store that can be used for the sale of durable goods, PERM,20/04/2000
99/50282/031 - Development of 3 industrial units (class B2, B8), PERM,19/07/1999
99/50282/032 - Amendments to store granted permission on 19th July 1999 ref. 98/50282/28 to provide two customer entrances and subsequent revisions to store footprint, elevations and car parking, PERM,25/11/1999
98/50282/028 - Demolition of existing store and industrial buildings and erection of new store with associated parking, landscaping, revised access, children's play area and picnic area (revised application) Readvertisement, PERM,19/07/1999
98/50282/030 - Erection of 30m high tower with 12 sector antennas, 8 dish antennas and ancillary radio equipment housing at ground level within fenced compound, WD,07/04/1999
97/54870/007 - Two 5.7m high internally illuminated gantry signs, internally illuminated ASDA letters on kiosk and canopy fascias and various non-illuminated signs (retrospective), PERM,17/04/1997

97/50282/019 - Two gull wing trolley shelters to south of store entrance/exit and alteration of existing car parking layout to increase number of disabled and mother and toddler parking spaces, PERM,11/03/1997

97/50282/020 - Outline application for erection of non-food retail unit and service yard (adjacent to the proposed redeveloped ASDA Hypermarket), WD,16/02/1998

97/50282/021 - Demolition of existing Store and Industrial buildings and erection of new Store with associated car parking, WD,16/02/1998

97/50282/022 - Demolition of existing Store and erection of new Store with associated car parking, PERM,30/03/1998

97/50282/023 - Non-illuminated balloon with signage 31 metres above the ground, WD,30/08/1997

96/50282/017 - Three wall mounted temporary panel signs to be illuminated by existing fitments on south, east and north elevations, PERM,17/12/1996

95/50282/014 - Extension to the existing restaurant and kitchen facilities., PERM,

95/50282/016 - Change of Use of vacant shop unit (Class A1) to taxi office, PERM,

90/54870/001 - Erection of car wash, plant room and associated landscaping and access facilities., REF,03/01/1991

91/54870/002 - Erection of automatic car wash associated plant room, PERM,

92/50282/011 - Details in pursuance of O/A permission 88/50282/4 (dated 9.2.89)for erection of retail warehouse for the sale of furniture(incl.floor covering electrical goods, DIY & etc., PERM,12/03/1992

04/50282/046 - Application for retention of new road island west of the existing highway roundabout and new vehicular entrance and egress adjacent to Superstore., PERM,25/05/2004

04/54870/008 - Retention of 2No. non illuminated totem signs., PERM,05/05/2004

05/50282/051 - Application to reduce the height of 3x Ash trees 20% reduction, 3 x Hazel 30% reduction within Woodland 2 of TPO 908., PERM,05/12/2005

08/50282/054 - Demolition of existing ten pump drive and pay petrol filling station, to be replaced with new semi automated eight pump petrol filling station. Forecourt to be split 50/50 with four pumps fully automated and four pumps drive and pay., UNK,

08/54870/009 - Demolition of existing 10No. pump drive and pay petrol filling station, to be replaced with new semi automated 8No. pump petrol filling station. Forecourt to be split 50/50 with 4No. pumps fully automated and 4No. pumps drive and pay., PERM,18/02/2009

APP/10/00139 - Renewal of temporary Planning Permission 07/70403/001 for change of use of car park to Motorcycle Compulsory Basic Training School and stationing of container. , PERM,17/12/2010

GEN/10/00498 - Provision of footpath, ,17/08/2010 14:04:29

09/54870/010 - Discharge of Condition No's 2, 3 and 4 of Planning Permission 08/54870/009., PERM,27/01/2010

09/54870/011 - Discharge of Condition No. 5 of Planning Permission 08/54870/009., PERM,26/01/2010

09/54870/012 - Discharge of Condition No. 7 of Planning Permission 08/54870/009., PERM,27/01/2010

09/54870/014 - Discharge of Condition No's 6 and 8 (Part 1) of Planning Permission 08/54870/009., PERM,01/02/2010

APP/11/00993 - Construction of freestanding restaurant with drive-through, car parking and associated landscaping., PERM,15/10/2012

APP/12/00227 - Demolition of existing single storey pre-fabricated building and construction of new single storey extension and open-sided metal canopy to house Home Shopping hub., WD,03/05/2012

APP/12/00286 - Display of 4No banner signs, (non-illuminated), PERM,22/05/2012

APP/12/00468 - Demolition of existing single storey pre-fabricated building and construction of new single storey extension and open-sided metal canopy to house Home Shopping hub. (Revised application.), PERM,29/06/2012

APP/12/00784 - Display of 9No. illuminated signs, comprising 1No. Gateway height restrictor, 5No. Totem boards, 1No. Poster board and 2No. directional signs, and 9No. non-illuminated traffic and parking signs., PERM,16/10/2012

APP/13/00399 - Erection of canopy within the car park to support the customer collection service., PERM,20/06/2013

APP/13/00560 - Installation of a pedestrian crossing with dropped kerbs, tactile paving, beacons and associated engineering works., PERM,21/08/2013

APP/13/00858 - THE DEVELOPMENT HEREBY PERMITTED SHALL BE CARRIED OUT IN ACCORDANCE WITH THE FOLLOWING APPROVED PLANS: DESIGN AND ACCESS STATEMENT RECEIVED 6 JUNE 2013 LOCATION PLAN 4026-01 RECEIVED 26 JUNE 2013 PROPOSED ZEBRA CROSSING BLOCK PLAN 2256-16 REV B RECEIVED 6 JUNE 2013 PROPOSED ZEBRA CROSSING PLANNING DRAWING 2256-17 RECEIVED 6 JUNE 2013 REASON:- TO ENSURE PROVISION OF A SATISFACTORY DEVELOPMENT., UNK,

APP/14/00255 - Removal of existing 'Home Shopping' facility and creation of larger 'Home Shopping Facility with a canopy covered 5No. bay loading area and additional van parking area., PERM,30/05/2014

APP/14/00735 - Discharge of Condition No3 of Planning Permission APP/14/00255. PERM,16/10/2014

APP/16/00875 - The erection of a drive-thru restaurant (Use Class A3/A5), car parking, access, servicing, landscaping, engineering works and ancillary works (approved 17/02/2017). Request to Discharge Conditions 2, 4, 5, 6, 10, 14, 15 and 20 (10.04.2017). Request to Discharge Condition 7 (10.11.2017). Request to Discharge Condition 9 (07.12.17), PERM,17/02/2017

APP/17/01161 - Display of 1 No. internally illuminated pole sign, 1 No internally illuminated menu sign and 1 No. vinyl non-illuminated banner sign., PERM,21/12/2017

APP/18/00516 - Display of signage for Timpsons - 3No. internally illuminated fascia signs, 2No. non-illuminated panel signs (white and maroon) and 2No. non-illuminated panel signs (white and blue)., PERM,25/07/2018

APP/18/00742 - Removal of existing car wash and installation of new Hand car wash with cabin and canopy., PERM,08/10/2018

APP/18/00776 - Proposed installation of a new single lane drive through with canopy., PERM,20/09/2018

3 Proposal

The proposal is for the construction of a new coffee shop drive thru within the existing car park area for Asda. This is an A1 use (now use E), as it is a drive thru establishment with most of the sale consumed off the premises, with none of the food prepared on the premises. Whilst food and drink may be consumed on the premises it is not the primary function, with approximately 73% being taken off the premises.

The proposal would be single storey building, with roof mounted plant, of a modern design that the agent has advised has been rolled out nationally incorporating use of glazing, grey panels and cladding.

To facilitate the proposal there would be a reduction of 68 car parking space (ie 5.8% in total on site) on the Asda site.

The proposal would have a gross internal area of 200sqm, with a net sales area within the building of less than 150 sqm.

4 Policy Considerations

National Planning Policy Framework
Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS16	(High Quality Design)
CS19	(Effective Provision of Infrastructure)
CS2	(Employment)
CS20	(Transport and Access Strategy)

Havant Borough Local Plan (Allocations) July 2014

DM19	(Small Shops outside Town, District and Local Centres)
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Havant Borough Pre Submission Local Plan 2036

E23	(Air Quality)
E22	(Amenity and pollution)
E20	(Drainage infrastructure in new development)
E1*	(High quality design)
IN2	(Improving transport infrastructure)
C6*	(Local centres, local shops and services)
E12	(Low carbon design)
E14	(The Local Ecological Network)
E18	(Trees, hedgerows and woodland)

Emsworth Neighbourhood Plan Post Examination Version 2020

Listed Building Grade: Not applicable.
Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Arboriculturalist - 2nd comment - Objection

If no info has been received to cover the requirement for arboricultural information then yes a lack of information reason could be added.

Arboriculturalist - 1st comment

The trees around the proposed development are protected by a woodland Tree Preservation Order therefore an AIA, AMS and TPP should be submitted and I am unable to comment until this is received.

Building Control

No comment received.

**Community Infrastructure
CIL**

The CIL rate is set out in our Charging Schedule, in this case it will be the rate applying to Out of centre < 280 sqm:

<http://www.havant.gov.uk/sites/default/files/documents/HBC%20CIL%20Charging%20Schedule%20Full%20Document%20Feb%202013.pdf>

The amounts in the Charging Schedule are indexed according to the year in which permission is issued. If the permission is issued in 2020 the amount of indexation will be 49.107%. It is expected to increase if permission is issued in 2021.

We note that on CIL Form 1 the applicant has indicated differing figures of 215 sqm GIA and 200 sqm, the Case Officer will need to check the correct figure to issue the draft CIL Liability Notice.

Officer comment: Floor area checked. Gross internal area of 200 sqm, with a net sales area of less than 150 sqm.

Councillor Gary Robinson

No comment received.

Councillor Kenneth Smith

No comment received.

Councillor Mark Inkster

No comment received.

**County Ecologist 2nd Comment - Further Information not forthcoming -
Objection**

The resubmitted lighting strategy shows reductions in spillage to the north of the proposed drive-through. These are acceptable in reducing spillage to avoid excess illumination of adjacent woodland/scrub vegetation. However, the same area of woodland is within the 5lux spillage zone to the east, where no reduction in spillage seems to have occurred. The reasons for requesting spillage control are to avoid impacts to legally-protected species such as hazel dormice and bats. I would therefore request that further adjustments to lighting are made to avoid excess spillage onto all adjacent vegetation. Lighting should be in accordance with the [guidelines](#) set out by the Institute of Lighting Professionals and the Bat Conservation Trust.

If light spillage cannot be satisfactorily avoided then I would maintain my objection.

County Ecologist 1st Comment - Additional Information Required.

The application is not accompanied by any ecological information and I have therefore carried out my own non-exhaustive desk-based assessment using the application documents, online sources and GIS mapping.

Overall I would not raise any concerns in relation to the construction of the new facility: the habitats present within the footprint are of negligible ecological value. I would however highlight that the proposed lighting is not acceptable in terms of its potential impact on adjacent scrub/woodland habitat. The submitted lighting contours show spillage of up to 5 lux into scrub habitat to the north.

The local area is known to support hazel dormice and is highly likely to support foraging/commuting bat species. Spillage of artificial light on to currently unlit vegetation is likely to affect these species. I would request that the lighting scheme is amended to either avoid entirely any new spillage onto adjacent vegetation or utilises luminaires/lamps that would be less harmful to nocturnal species.

Crime Prevention -Minor Apps

No comment received.

Developer Services, Southern Water

Please find attached a plan of the sewer records showing the approximate position of a public foul and surface water sewers access in the site. The exact position of the public sewers must be determined on site by the applicant before the layout of the proposed development is finalised.

Please note:

- The 225mm and 650mm diameter gravity foul and surface water sewers requires a clearance of 3 and 3.5 metres on either side of the gravity sewers to protect it from construction works and to allow for future access for maintenance.
- No development or tree planting should be carried out within 3 and 3.5 metres of the external edge of the public gravity sewer without consent from Southern Water.
- No soakaways, swales, ponds, watercourses or any other surface water retaining or conveying features should be located within 5 metres of a public sewers.
- All existing infrastructure should be protected during the course of construction works.

Furthermore, it is possible that a sewer now deemed to be public could be crossing the development site. Therefore, should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its ownership before any further works commence on site.

Southern Water requires a formal application for a connection to the foul and surface water sewer to be made by the applicant or developer. We request that should this application receive planning approval, the following informative is attached to the consent:

A formal application for connection to the public sewerage system is required in order to service this development. Please read our New Connections Services Charging Arrangements documents which has now been published and is available to read on our website via the following link:

southernwater.co.uk/developing-building/connection-charging-arrangements

The disposal of surface water from this development shall follow the hierarchy within Part H3 of

Building Regulations:

- a) An adequate soakaway or some other adequate infiltration system.
- b) A water course.
- c) Where neither of the above is practicable: a sewer.

The applicant should be advised that a wastewater grease trap should be provided on the kitchen waste pipe or drain installed and maintained by the owner or operator of the premises.

Economic Development

No comment received.

Environment Agency

No comment received.

Environmental Health Manager, Community Group - Pollution - Final Comment - No Objection

I have reviewed the noise report but I am unclear what are the proposed operating hours of the coffee shop will be ? Will they match the store opening hours or operate shorter hours within the framework of the store's hours ?

I am satisfied that the acoustic assessment demonstrates that the noise from the premises will not give rise to disturbance to nearby residential properties during its operation if it is only operating at the same time.

However to ensure certainty, it would be good to condition this site to operate no more than the hours discussed within this report ie 07:00 – 23:00 Monday to Saturday , and I would suggest that on a Sunday and Public holidays the opening hours might be no more than 10:00 – 16:00.

Officer comment. If permission was forthcoming the hours of operation would match those set out above.

Environmental Health Manager, Community Group - Pollution - Initial Comment- Further Information Required

The proposed 'drive thru' coffee shop is to be located in a less used section of the Asda carpark close to existing residential properties (gardens approx. 40 m away, property facades 50m away). No information has been provided to demonstrate that noise or external lighting associated with the proposed coffee shop will not adversely impact residential amenity, particularly at quieter times of the day when ambient noise levels are low (i.e early morning, evenings, Sundays and Public Holidays).

I recommend that permission is not granted until such time that further information is provided to demonstrate that the proposed drive through will not adversely impact residential amenity

Environmental Health Manager, Community Group - Contamination

I have reviewed the supporting documents and would like to make brief comments in respect of drainage / pollution, the contaminated land assessment, and the transport Technical Note & Planning Statement (Air Quality - direct & indirect).
EPS Ltd. Phase I Geo-Environmental Desk Study UK19.4632b Iss.1

The report does not identify any significant potential sources associated with the red-line area, or within the immediate vicinity.

The report recognises the low contaminant sensitivity of the site, and the negligible risk to the aquifer which carries an SPZ1c protected status.

The conclusions of the report are agreed, and I would concur that the precautionary measures proposed need not be subject to planning controls for the purpose of verification.

No restrictive conditions or informatives are proposed.

EG Group Ltd. Technical Note (Transport) 3703319-12

The report concludes that the development will likely attract negligible 'primary trips'. In the strict sense, I would agree - the development is not an origin point, so it is reasonable to expect that the customer vehicles are already present somewhere on the local network, however these vehicles are not necessarily present on the immediate local road network and could be diverted from further afield (and so may still lead to traffic increase at the site access and signalised roundabout).

The planning statement does make a coherent and credible argument which suggests that the 'roadside service' customers may be largely coming anyway for fuel & some form of food/drink servicing (from ASDA or one of the existing hot-food Drive Thru Restaurant), arguing that the proposal simply adds choice for those customers & will bring only a moderate number of 'brand new' customers to the wider ASDA site.

From an Air Quality perspective (private motor car transport demand & associated emissions); it is unlikely that the net contribution of the proposed development could be considered to be material in planning terms, despite the estimated Gross Saturday peak transport demand exceeding 1300 vehicles (AADT likely <600 given estimated weekday flows).

In terms of aspects of the development indirectly relevant to Air Quality; I would agree that the site is sustainably located and capable of being accessed by a range of sustainable modes of travel (train, bus, walk, cycle). I note that the cycle parking provision exceeds the SPD minimum for short-stay spaces (providing 6), however no obvious 'long stay' spaces are provided (e.g. for staff, who may require a greater degree of security for cycle parking). 1 is required per 6 members of staff. I am unclear on whether the 3 no Sheffield stands may be considered sufficient to meet this requirement – staff may be better encouraged to travel to work by cycle if secure long-stay parking is provided.

As regards the proposed level of customer parking, it is noted that peak weekday parking accumulation would exceed the unrestricted spaces at the site by 2, and weekend peak parking accumulation is more than double the proposed number of spaces. It is unclear whether the applicable SPD would be non-food A1 or 'general' retail, or 'food retail'; but I note that the proposals do not meet the requirements of the latter.

Given the location within a wider private retail estate, parking conflict is not likely to interfere with vehicle circulation, however it does seem that the applicant has shown that the proposed levels of parking are inadequate for estimated peak demand.

The statement in the planning statement referring to Euro Garages being 'partnered' with ASDA is noted – however there is no reference to this partnership extending to the ASDA food store's parking spaces being available to the development on the same basis as to the food store. I would suggest that the applicant should either demonstrate that the ASDA spaces will be available to the development, or if this cannot be confirmed, that the parking quantum be increased to better reflect the peak demand (and so to avoid customers attracting private parking enforcement fines as a result of overspill to ASDA's spaces).

FDRS Drainage Impact Assessment Ref: 2020 – EG10

The assessment confirms the intention to discharge surface water into the existing private system upstream of Bypass Interceptor, and onward to the Public Surface Water network. This is agreed to be appropriate.

The site does not materially alter risk of pollutant release, and suitable attenuation are proposed. I have no downstream pollution concerns and propose no specific restrictive conditions. I expect the LLFA to propose a condition requiring a detailed drainage design prior to commencement.

Conclusion

No conditions or informatives are proposed. There is some air quality justification for seeking clarification on parking customer vehicle parking, and a long-stay cycle parking enhancement. The concern is insufficient to justify an objection in & of itself and is flagged principally as a policy issue for consideration by the Planning service. I do not require re-consultation on any design amendments.

Hampshire Highways -Objection

Thank you for reconsultation on the above planning application. Further to the Highway Authority's response dated 28th July, the Highway Authority met with the applicant and HBC to discuss outstanding highway matters. Following this discussion, it is understood that the applicant wishes to determine the application based on the information provided to date.

Following the recent meeting, information been submitted in the form of a parking drone survey and email containing information on the following matters:

- ☐ Accident Data;
- ☐ Trip Generation; and
- ☐ Vehicle Impact.

The Highway Authority wish to make the following comments based on the updated information.

Accident Data

Accident data has been gathered for a 3-year period from Crashmap, a source of data which the Highway Authority does not accept.

However, the latest injury accident data for the Hulbert Road/Purbrook Way roundabout has been checked internally for the most recent information available back to 2016 (when the roundabout was upgraded) to cross reference against the applicant's data. Between June 2016 and April 2020, 12 collisions were identified across the roundabout. The junction has been identified by the Highway Authority as requiring safety improvement works to reduce the number of observed accidents.

With the trip rate for the site not yet agreed it is not possible to forecast whether the level of additional trips from the site would exacerbate the existing safety concerns at the roundabout; however, this matter would need to be considered further if outstanding points, such as the trip rates, were agreed.

Trip Generation

Within the Highway Authority's previous response, questions were raised regarding the trip rates presented for the drive through coffee shop and food superstore. The latest information provides further information around the drive through trip rate, but not the superstore.

The Highway Authority agrees with the applicant that there are not many comparable sites within TRICS with which to compare the proposed drive through, owing to the wider retail background and presence of the petrol station. In an attempt to ascertain the level of new/linked/pass-by/diverted trips generated by the development, the applicant has provided a summary table of assessments used for drive through developments across the UK. This data has been presented in lieu of a detailed TRICS assessment/ bespoke trip assessment for this site. The raw data and survey information has not been provided for review by the Highway Authority.

The assessment determines that, on average, 14% of trips are considered to be new on the network. Furthermore, the applicant considers that the linked trips will be significantly higher than comparator sites given the retail backdrop. Applying the 14% new trip percentage to the trip rate places the AM weekday peak trip rate at 4 and PM weekday peak rate at 5 and the Saturday peak rate at 17 (both two-way). However, this does not consider the impact of pass-by or diverted trips to the site as new trips on the Hulbert Road/Purbrook Way roundabout. In the data provided by the applicant, this would potentially add an additional 78% of trips onto the junction undertaking new and additional movements. This then equates to a more meaningful 108 additional trips in the Saturday peak period and 29 in the weekday AM peak and 33 in the evening weekday peak. At an already traffic sensitive junction where the signal timing operations and available inter-green times for the Larchwood Approach have been maximised, these increases would need to be modelled in detail to demonstrate whether they can be accommodated at the junction, without having a detriment to the operation of the highway.

Regardless of the above, the Highway Authority does not agree with the assessment put forward by the applicant to determine the new trip element on the local highway network.

TRICS paper 14/1 sets out the methodology which should be used to determine the proportion of trips which are pass-by and diverted on a site-by-site basis. Factors such as location, facilities, GFA of the development and proximity to infrastructure and the strategic road network should all be factored into a site-specific assessment which looks at the influence of these defining features. The generic approach of looking at stores across the UK at petrol filling station sites with no supporting assessment of their relevance to the location of the proposed drive through does not provide a comparative and agreeable approach.

Finally, the evidence base provided is only considered to be appropriate to determine the level of new trips and not any other trip types by the applicant. If the dataset cannot be considered robust for all trip types, then it is not appropriate to utilise rates for only particular elements.

For the reasons noted above, the Highway Authority are unable to agree the approach towards the trip rates. The 14% new trip rate assumption is considered low for the site considering that there are no dedicated coffee shop facilities in the vicinity of the site and a large residential catchment who could reasonably make trips specifically to the new drive through. It also fails to take into consideration the impact on the immediate highway network of the pass by and diverted trips.

Parking Provision and Internal Layout

To justify the reduction in car parking at the ASDA car park, the results of a drone survey have been provided for Friday – Sunday in May 2018. The snapshot survey demonstrates a maximum 50.4% utilisation during this time. It is acknowledged that, based on the results of the drone survey, the proposed reduction of 63 spaces (5.8% of the overall provision) would not materially impact on the operation of the car park. However, no analysis has been provided during the seasonal peak times to understand the impact at the store's busiest operating hours. Havant Borough Council therefore need to determine in their capacity as local parking authority whether suitable information has been submitted to confirm that the reduction in parking spaces is acceptable inline with adopted parking standards. The Highway Authority regularly receive complaints regarding the internal operation of the site due to the level of demand and constraints within the site locking up the internal roads, which are constrained by the exit from the site onto the Hulbert Road/Purbrook Way roundabout. The Highway Authority have therefore implemented measures to mitigate this issue at peak periods, which allows the inter-green times to be extended to allow vehicles to exit the unsignalized site access arm for a longer period of time. Improvements within the ASDA owned land have previously been suggested; however, to date, no suggested improvement measures have been brought forward.

The internal layout of the site has been reviewed and the Highway Authority have concerns that the internal queuing created by the inability of vehicles to egress onto Purbrook Way roundabout and the layout of the car park will be exacerbated by the trips associated with the drive through.

During peak trading hours, traffic queues back from the Purbrook Way roundabout across the two mini roundabouts and into the main access road into the car park. The queue prevents cars attempting to leave the store from positioning onto the approaches to this roundabout which creates a further internal stacking capacity problem.

This problem could be worsened further when vehicles accessing the drive through attempt to leave the store, but are unable to do so because of the internal queue. Depending on the extent of the queuing, this could eventually block back to cars waiting to turn into the new drive through which, in turn, blocks the primary entrance to the car park. As set out below, the impact of internal queuing has not been assessed by the applicant.

Traffic Impact Assessment

Given the conclusions reached regarding the level of new trips on the network being the only trips that need to be considered, the applicant has determined that there is a limited impact on the highway network and junction modelling is not required. As outlined above, this approach is not agreed.

The Highway Authority have met with the applicant's consultant and explained in detail the concerns regarding the internal site operation and impacts at the Hulbert Road/Purbrook Way roundabout. As previously outlined, these concerns relate to internal queuing within the ASDA internal network up to the Hulbert Road/Purbrook Way roundabout. With no junction modelling or queue survey data undertaken, it is not possible to exactly quantify the operation of the internal roundabouts and how additional trips from the drive through could further exacerbate this issue. During the peak shopping periods, HCC already provide the maximum amount of green time at the roundabout to allow shoppers to egress the store.

Any further delays as a result of demand from the site would need to be accommodated within the internal layout and could not be permitted to have a detrimental harm to the local highway network. If the application is permitted, the Highway Authority may need to apply restrictions on the amount of times the extended inter-green time period is called from the Larchwood Avenue approach to ensure safe and efficient operation of the highway.

In the absence of agreed trip rates, queue surveys and junction modelling to determine the extent of queuing within ASDA's land ownership during peaking shopping hours, the applicant has not been able to quantify the delay on the highway network created by the new drive through and identify whether any mitigation is required to facilitate the additional vehicular trips and safe operation of both the site and the highway.

Recommendation

The applicant has submitted insufficient information to overcome the concerns raised within the Highway Authority's original response dated 28th July and subsequent concerns within this response.

The Highway Authority therefore object to the application, with the following reasons for refusal:

INSUFFICIENT INFORMATION

From the information available it cannot be shown that the development can be accommodated in a manner that would not cause increased danger and inconvenience to highway users.

HIGHWAY IMPACT

The proposed development would have an unacceptable impact on the junction of Hulbert Road / Purbrook Way, resulting in a severe impact on the road safety and operation of the local transport network.

Highway Authority - Initial Comment - Further information required.

Existing Conditions

The existing ASDA store is served by the Purbrook Way/Hulbert Road roundabout. Alongside the petrol station and a number of ancillary uses, planning permission has recently been granted for a new 81 bed hotel (APP/18/01226) and a KFC drive thru (APP/16/00875) further increasing the cumulative development accessing from the ASDA arm of the roundabout.

The Highway Authority understands that during the peak hours and busy trading times throughout the year, the internal road network from the Purbrook Way/Hulbert Road roundabout up to the ASDA store becomes congested as shoppers try to leave the store. To alleviate the congested internal system, ASDA can make a request to HCC that additional green time is given to their arm of the roundabout, providing more time for motorists to travel onto the roundabout, helping to relieve the internal traffic. Given the frequency of these requests any further development which potentially exacerbates this existing issue will need to be robustly assessed to understand the impact of the additional traffic flows at the roundabout and on the internal road. The available green time for the ASDA arm at this roundabout has already been optimised and therefore there is no additional capacity to increase this provision.

Personal Injury Accident Data

Personal Injury Accident (PIA) data has been gathered for past three years. It is unclear as to the exact dates the accident data has been gathered between. The data should be extended to cover the most recent five year period to understand whether there are any accident trends in the area which could be exacerbated by this development. The Highway Authority therefore requires an analysis of accident data for the most recent five year period, obtained from Hampshire Constabulary.

Proposed Development

The development proposals consist of a new coffee drive thru facility with a GFA of 200m². The drive thru will be located in the north eastern corner of the car park and will result in the removal of 74 car parking spaces currently serving the foodstore. 11 new parking bays will be provided to serve the new drive thru.

Access to the drive thru will be provided directly from the access road into the store. To understand the different routes that vehicles can potentially egress the drive thru, the Highway Authority require an extended plan which shows the southern extent of the car park. Given the aforementioned internal queuing issue, careful consideration may need to be given to the access to ensure that no cars can queue back from the drive thru, further blocking the access road. The applicant should engage with the Highway Authority to discuss this matter.

Traffic Generation

To forecast the traffic generated by the new drive thru, the industry standard TRICS database has been utilised. It is noted that the sub-category 'Fast Food Drive-Through' has been chosen instead of 'Drive Through Coffee Shop'. Whilst no justification has been provided for this selection in the TS, it is acknowledged that there is a lack of comparable sites available under the drive through coffee shop category. In lieu of this data, the approach to use fast food drive-through sites is accepted.

The TS notes that London and Ireland sites have been excluded from the assessment; however, the TRICS outputs provided in Appendix 3 utilises a number of sites from these locations. The Highway Authority have re-run the trip rates without these sites which indicates that the traffic generation from the new drive thru is greater than what is currently being forecast. The applicant is therefore required to re-run the trip rates with the appropriate site selection to ensure a representative assessment is carried out.

Similarly, the Highway Authority has assessed the trip rates proposed for the category 'Food Superstore' which is higher than the rates proposed in the TS. The applicant should also reassess the foodstore trip rates to ensure a robust assessment is undertaken for both land uses.

Parking Provision/Accumulation

The parking accumulation assessment undertaken in the TS has been based on the trip rates which need to be updated, as noted above. As such, the Highway Authority is unable to agree to the assessment undertaken at this stage. The trip rates should be re-run and the accumulation reassessed to understand how the drive thru will impact on the existing parking provision. The Highway Authority understands that permanent traffic counters may be available to provide a more accurate parking accumulation figure for this store.

As the parking authority, Havant Borough Council should confirm whether the reduction in car parking spaces is acceptable in line with their adopted parking standards.

Traffic Impact

The TS states that trips to the drive thru will be 'linked' with the existing uses present on site. The Highway Authority requires clarification as to whether the new drive thru will be replacing any existing on-site coffee shop facilities or whether this is a new, standalone development. The view that the significant majority of trips will be linked is not agreed given that this is a potentially new facility in the area, attracting new trips to the store.

Given the concerns around the internal queuing up to the Purbrook Way/Hulbert Road roundabout, the applicant is required to provide junction modelling for the roundabout, factoring in the new drive thru trip rates once agreed. This will need to feature modelling outside of the non-conventional peak hours given the issues with traffic queuing at certain times of the year. The applicant should engage with the Highway Authority to discuss the scope of the modelling required.

An assessment is also required to understand the extent of the internal queuing during these busy periods. Depending on the extent of the queuing, changes to the internal layout may be sought to alleviate this issue.

Recommendation

The Highway Authority requires further information to address a number of concerns with the proposed drive-thru. It is recommended that the applicant meets with the Highway Authority to discuss the following outstanding matters:

- ☐ Updated PIA data;
- ☐ Extended plan for the car park;
- ☐ Updated TRICS assessment for the drive thru and existing foodstore;
- ☐ Updated parking accumulation assessment;
- ☐ Junction modelling for the Purbrook Way/Hulbert Road roundabout; and
- ☐ An assessment of the internal queue lengths during peak trading times.

Southern Gas Network

No comment received.

Southern Gas Network

No comment received.

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 14

Number of site notices: 1

Statutory advertisement: Not applicable.

Number of representations received: 1

Comment	Officer Comment
Existing noise pollution from the commercial premises and from people congregating on the site and vehicles driven around the site. The proposal would be even closer - problems will be exacerbated.	See Section 7 below.
Further light pollution.	
2 fast food outlets in the immediate locality - no need for the development.	Not material to the determination of the application.

7 **Planning Considerations**

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon residential amenity
- (iv) Highways, including parking
- (v) Ecology
- (vi) Drainage
- (vii) CIL

(i) Principle of development

The application site is situated within an urban area where further development is considered acceptable subject to the usual development control criteria.

The proposal would be within the grounds of the Asda Supercentre and the agent is of the view that the proposal would complement those uses presently occupying the site and those on neighbouring sites and coupled with the Asda Petrol filling station would be "...ideally situated to serve motorists using the nearby highway network,..." The agent has also confirmed that the use of the premises would fall within a retail A1 (E) use.

The agent goes on to advise: "Euro Garages operate in excess of 400 petrol stations/roadside services across the UK of which not a single one is located within a town centre. The majority of these are located outside of any type of centre with a handful being within retail parks."

Policy DM19 of the Havant Borough Local Plan (Allocations) (HBLPA), provided for small shops outside of Town, District and Local Centres. This is subject to the net sales area being less than 150 sqm and there are no other suitable or available sites within or on the edge of the nearest town, district or local centre. The net sale area is less than 150 sqm, with a gross internal area of 200 sqm. The applicant has advised that there are no other suitable or available sites within or on the edge of the nearest town, district or local centre.

The LPA would concur with the view that there are no alternative sites within the aforementioned locations for this type of drive thru coffee shop.

A sequential test has not been provided by the applicant, as this was deemed unnecessary, as the net floor space would be less than 150 sqm.

The proposal would generate jobs in an area where unemployment is relatively high. Policy CS2 of the Havant Borough Local Plan (Core Strategy) (HBLPCS) states that planning permission will be granted for development which prioritises the use of previously developed land for the provision of new employment floor space. While the proposal is not specifically for employment purposes, it will help contribute to the wider objectives set out in policy CS2.

It is considered that the proposed development can be supported in principle in this location.

(ii) Impact upon the character and appearance of the area

The development site would be relatively self-contained, within the existing curtilage of Asda Supercentre. It would be more prominent from the McDonald's and the KFC sites to the north west from which it would be elevated.

The proposed building would be single storey and modern in design incorporating a flat-pitched roof and a mix of materials including glazing, cladding, stone and boarding. This design in the context of the surrounding development which is of mixed style and form is considered acceptable.

The building would be set against a backdrop of mature trees along the eastern and the southern boundaries and the built development within the site. The proposal would not appear out keeping with the character and appearance of the site, having regard to Policy CS16 of the HBLPCS.

(iii) Impact upon residential amenity

The nearest residential properties are to the east in Chestnut Avenue and Pinewood Avenue. As stated in the previous section there is a mature tree belt along the eastern boundary, with a separation distance of approximately 50m from the proposal to the nearest residential property in Chestnut Avenue.

In support of the application an Acoustic Report has been submitted. Following amendments, the Council's Environmental Health Officer (EHO) is "... satisfied that the acoustic assessment demonstrates that the noise from the premises will not give rise to disturbance to nearby residential properties during its operation if it is only operating at the same time." as the Supercentre. The ECHO recommends a condition that limits the hours to that of the Supercentre. If permission is forthcoming, such a condition would be recommended.

(iv) Highways & Parking

Policy CS20 of the HBLPCS seeks, amongst other matters, that development does not increase congestion and provides for transport measures to ensure the safe and efficient operation of the strategic and local road network.

The Highway Authority(HA) has been consulted over the proposal. The HA has provided detailed responses and raised fundamental concerns about the proposal. Additional information was sought from the Applicant by the HA on the impact on highway safety and the operation of the local transport network. Concerns in particular were raised with regard to the roundabout at the junction with Hulbert Road/ Purbrook Way, which currently experiences traffic congestion. The HA's conclusion is that:

"In the absence of agreed trip rates, queue surveys and junction modelling to determine the extent of queuing within ASDA's land ownership during peaking shopping hours, the applicant has not been able to quantify the delay on the highway network created by the new drive through and identify whether any mitigation is required to facilitate the additional vehicular trips and safe operation of both the site and the highway."

In view of this the HA has advised that "...the applicant has submitted insufficient information to overcome the concerns raised within the Highway Authority's original response dated 28th July and subsequent concerns within this response" The HA therefore objects to the proposal on the grounds of insufficient information and that the development cannot be accommodated in a manner that would not cause increased danger and inconvenience to highway users; and that the proposed development would have an unacceptable impact on the junction of Hulbert Road / Purbrook Way, resulting in a severe impact on the road safety and operation of the local transport network."

Based on the information before the LPA, the proposal is considered to be unacceptable in highway safety terms and is contrary to Policies DM12, CS16, CS19 and CS20 of the HBLPCS and the guidance in the National Planning Policy Framework.

The following is a breakdown of car parking at Asda.

Car parking @ Asda		
Existing based on 14,400m2	1,147	
Loss of CPS, including shortfall in proposal 74 +3	77	
	1,070	
Proposed CPS in proposal	11	
Total, CPS following proposal	1,081	
Asda's CPS requirements	1,029	
Asda's surplus CPS	52	

If the proposal went forward there would not be a shortfall in car parking for Asda, based on the figures provided by the applicant. Therefore, in car parking terms the proposal accords with Havant's Car Parking SPD and Policy DM13 of the HBLPCS.

(v) Ecology

The Ecologist was consulted on this application and sought changes to the proposed lighting. Revised details were submitted which did not address all of the light spillage issues to avoid the potential of impacts on legally protected species such as hazel dormice and bats. The additional information whilst requested has not been forthcoming. Therefore as the light spillage cannot be satisfactorily resolved the Ecologist objects to the development and the development is contrary to Policy CS11 of the HBLPCS.

(vi) Trees

The trees along the boundaries to the site are protected by a Tree Preservation Order. The Arboricultural Officer has been consulted and in view of the protected trees required a AIA, AMS and a TPP. Whilst requested, this has not been forthcoming and therefore insufficient information has been provided to assess the proposal, having regard to Policy CS11 of the HBLPCS and the guidance in the National Planning Policy Framework.

(vi) Drainage

Southern Water was consulted over the application who raised no objection to the proposal, but requested that if permission was forthcoming an informative attached to the decision notice regarding the need for a formal application for connection to the public sewerage system.

(vii) CIL

The floor area of the proposal is 200 sqm. Therefore, the CIL liability is £8,357.14, if permission is forthcoming.

8 Conclusion

The proposal would not materially impact on residential amenity or the character or appearance of the area and in environmental health terms is acceptable. However, insufficient informative has been provided in highway, light spillage and arboricultural terms for the proposal to be fully assessed by the LPA. The proposal is therefore contrary to policies CS11, CS16, CS19, CS20 and DM12 of the HBLPCS and the National Planning Policy Framework

9 RECOMMENDATION:

That the Head of Planning be authorised to **REFUSE PERMISSION** for application APP/20/00269 subject to the following conditions

- 1 From the information available it cannot be shown that the development can be accommodated in a manner that would not cause increased danger and inconvenience to highway users.
The proposal is therefore contrary to policies CS16, CS19, CS20, and DM12 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.
- 2 The proposed development would have an unacceptable impact on the junction of Hulbert Road / Purbrook Way, resulting in a severe impact on the road safety and operation of the local transport network. The proposal is therefore contrary to policies CS16, CS19 and CS20 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.
- 3 On the basis of the limited information available to the Local Planning Authority it is not considered that the proposed development, in respect of trees the subject of the Tree Preservation Order, could be undertaken in a satisfactory manner. The proposal is therefore contrary to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.
- 4 On the basis of the limited information available to the Local Planning Authority in respect of lighting spillage and protected species it is not considered that the proposed development could be undertaken in a satisfactory manner. The proposal is therefore contrary to policies C11 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.