

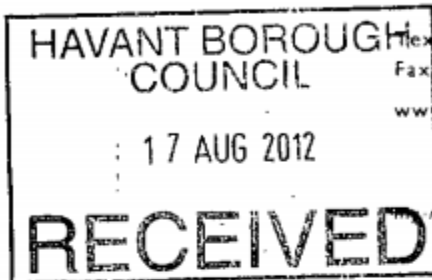


Hampshire County Council

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Date	14 August 2012	Email	graham.wright@hants.gov.uk

Dear Mr Wright

BAE Site Elettra Avenue, Hambledon Road Waterlooville

Thank you for the opportunity to comment on the outline planning application reference APP/12/00652 in respect of the above site. I have considered the Transport Assessment Report (TAR) dated June 2012 and associated appendices and figures, along with Travel Plan and relevant sections of the Design & Access Statement (DAS) also dated June 2012.

The County Council met the applicant's transport consultants on 19th April 2012 to discuss the site and provided comments on their preliminary scoping note on 28 May 2012.

I note that both layout and access are matters reserved for determination in separate applications at a later date. I have, however, made comments on these subjects where I consider it will assist the applicant and their consultants to achieve a satisfactory design.

The comments made in this letter reflect the DfT's *Guidance on Transport Assessment* (March 2007) and the DCLG's publication, *National Planning Policy Framework*, dated March 2012.

Existing Conditions

The application identifies that Waterlooville town centre is within 20 minutes' walk of the proposed site and many of Waterlooville's residential areas are within 30 minutes' walk. Purbrook, Denmead and much of Horndean fall within a 20-minute cycle route and an off-road cycle route connects Waterlooville to [REDACTED] via a subway beneath Maurepas Way and a toucan crossing [REDACTED] al carriageway. This makes the location relatively accessible.

Director of Economy, Transport and Environment
Stuart Jarvis BSc DipTP FCIHT MRTPI

In terms of public transport only one service per hour (45a) passes along Elettra Avenue, the west and north site boundary, but several others run along Hambledon Road / Milton Road to the north of the site (services 39, 40 and 45), where a more frequent combined service is provided. **Table A** below outlines distances to bus stops served by these services, as measured from proposed access points into the application site along existing footways and crossing points to existing bus stops. The table illustrates that no part of the site is closer than 300m to high frequency bus services and consequently much of the site is beyond the 400m commonly used as an acceptable maximum distance from frequent services.

Sets of bus stops	Distance to site access (m)	
	Towards Wecock Farm / Denmead	Towards Waterlooville
Milton Road Roundabout	300	370
Parkwood Centre#	430	500
Parkwood Centre*	270	350

#assumes access via southernmost emergency access point on Silverthorne Way

*assumes pedestrian access is provided at the emergency access point on Silverthorne Way nearest Hambledon Road

Whilst this location is near to a large residential population safe pedestrian and cycle routes to the site itself from the north or east are convoluted and involve crossing major roads in several stages. A successful development on this site would include measures to reduce these distances, including pedestrian access at the emergency access point on Silverthorne Way closest to the hotel.

The West of Waterlooville MDA (Newlands) could result in new and diverted bus services coming closer to the application site, for this to be of benefit a footway/cycleway link must be provided between Elettra Avenue and Newlands. This is not currently proposed as part of the planning application and this is a major failing of the proposal as it stands.

Proposed development

I note that the proposed development will see all of the existing 20,471sqm of research and development (Use Class B1 (b) gross internal floorspace being replaced with a combination of the following:

- 650sqm A3 restaurant /café floorspace;
- 240sqm A5 hot food takeaways floorspace;
- 929sqm B1(c) light industrial floorspace ;
- 3993sqm B2 general industrial floorspace;
- 3665sqm B8 storage or distribution floorspace;
- 929sqm of car showroom floorspace (sui generis); and
- 2264sqm of C1 hotel floorspace (60 bedrooms).

The application form also estimates that the site will have 285 full-time employees.

Travel Demand

Whilst the application site is largely unused at the present time, it could be fully reoccupied for its permitted uses as research and development facility and light industry without requiring planning permission, which would lead to significantly more traffic than currently uses the site. According to the TAR estimations, vehicular trips to the site are 13-15% of what could be expected if the site was fully occupied.

The transport consultants have sought to find comparable sites similar to BAE Waterlooville in the TRICS database to identify the trips that were likely to have been generated when the site was fully operational. A technical note has been appended to the TAR on the subject. In essence the transport consultants have relied upon two TRICS sites - one for the B1 (b) research and development element of the BAE site and one for the B1(c) element. These were chosen with reference to the similarity in terms of floorspace, accessibility to motorways and rail stations and proximity to residential areas. I am concerned that this methodology is over-reliant on a single comparator site for each use class element of the existing site. I would like the applicant to provide information on additional B1(b) and B1(c) sites from TRICS so that the robustness of their methodology can be reviewed.

The planning application seeks a degree of flexibility due to uncertainty on the mix of B-class use to be delivered. Two scenarios have been proposed (including the retained land use) and their trip generation and net trip increase calculated for both the AM and PM peak hours. The table below summarises the trip impact as shown in the current transport assessment. The current assessment forecasts a broadly neutral impact, this is subject to my concerns on the trip generation methodology being addressed.

	Trip Gen		Net Increase	
	AM Peak	PM Peak	AM Peak	PM Peak
Baseline	374	286		
Dev scenario 1	293	305	-81	20
Dev scenario 2	358	342	-16	56

Transport Strategy

The applicant suggest a series of measures to assist pedestrians and cyclists, as follows:

- A informal crossing point with tactile paving on Silverthorne Way, presumably close to the 'potential pedestrian link' and
- Improvement to pedestrian crossing facilities across the B2150 Hambledon Road to facilitate access to local bus stops, potentially to include tactile paving and localised surface treatments; and

- New directional cycle signing between the application site and Waterloo town centre, including on Elettra Avenue, at the crossing of the B2150 and Aston Road and to the Maurepas Way subway

These are welcome in principle but have not been discussed in detail with the County Council. The TAR states that the need for the off-site measures would be subject to review and agreement with HCC and therefore we look forward to agreeing appropriate measures with the applicant and their consultants. It will be essential for the mitigation measures to be expanded to include the delivery of the Elettra Avenue southern link in the Waterloo MDA (Newlands), this will be covered in more detail below.

Parking Strategy & Standards

The TAR states that vehicle and cycle parking will be provided at levels which are in accordance with the County Council's 2002 *Hampshire Parking Strategy & Standards* document and fall between the 'maximum parking limit' and 'reduced parking in areas of high accessibility'.

The application form identifies that the existing car parking is being proposed to be significantly reduced in numbers from 863 spaces at present to 324 in the proposed scheme, a reduction of 539 spaces. The existing 144 cycle parking spaces are similarly being reduced to 74 spaces. Modest reductions are proposed in the number of motorcycle and disabled persons' spaces provided on-site.

However, no disaggregation has been provided of how the numbers of spaces are to be provided for each occupier / building. This should be undertaken and provided to the County Council for consideration and corroboration.

Framework Travel Plan

The provided Travel Plan has been assessed using Hampshire County Council's TRACES evaluation tool and, whilst it did score fairly well there are some key elements that need improving before the plan can be approved.

The plan does not include any commitment to consult with local authorities or public transport operators concerning the development of the Travel Plan or its measures (including negotiating any possible discounts with local bus companies). There should also be a commitment to liaise with local transport groups and cycle shops that may be able to provide assistance and/or incentives to use sustainable modes of transport.

The Travel Plan states that the baseline travel survey will be undertaken within the first year of occupation. This timeframe should be reduced in order that the travel behaviour of those commuting and visiting the site can be ascertained as soon as is practically possible (allowing the appropriate measures and incentives to be properly targeted). It is suggested that a survey within 3 months of occupation is an achievable timeframe.

The interim targets set within the travel plan with regards to the reduction in single occupancy car travel are below the level usually requested by the County Council however the plan does commit to reviewing the targets following the results of the baseline survey in agreement with Hampshire County Council.

Traffic Impact

The County Council is content with the study area (the two roundabout junctions of Elettra Avenue with the site access and with Hambledon Road/Milton Road) and is generally satisfied with the methodology used. In summary, the TA has:

- Used full turning movement traffic counts and queue length surveys from April 2012;
- Made adjustments to take account of the current under-occupation of the application site by adding the likely number of trips which could be generated from a fully-occupied site, having used TRICS to identify a comparable site (however see comments above relating to the concerns over choice of TRICS sites)
- Added in local committed developments (Sainsburys, Hambledon Road and the two parts of the West of Waterloo MDA site, less the number of houses occupied at the time of the surveys);
- Assessment years of 2012 and 2020 have been used (chosen to align with the modelling work done for neighbouring Newlands) but, due to the considerable committed development (and associated traffic) in the local areas already being taken account of, no background traffic growth is included; and
- Trip distribution was undertaken in line with the two local Census output areas.

Two development scenarios are outlined, the first where the site is developed with a mix of B1(c), B2 and B8 use class development, Scenario 2 assumes all the B use class development is B1(C(c) (light industry).

Assessment of the two roundabout junctions has been undertaken using Arcady 8, but I am concerned that the input geometry has been incorrectly measured. On several of the approaches flare lengths in excess of 30m are used, which prompts warning from Arcady that capacities should be treated with caution. As the Elettra Avenue and Hambledon Road (N) approaches to the Milton Road roundabout and the BAE access to the Waterberry Drive roundabout are two lane approaches in excess of 50m. I consider that they should be modelled as such. In addition, the imbalance between turning flows should be considered as unequal lane use is likely to occur, which can give rise to inaccurate results from the analysis.

Masterplan – Access Points

Main Access

The proposed major site access remains unchanged from the pre-application layout and would be as now, from one of the four arms of the Elettra Avenue / Waterberry Drive roundabout. A new internal junction giving access to Buildings D and B is proposed onto this fourth arm much closer to the roundabout than is currently the case. Consideration should be given to the safety issues which could arise from this. A safety audit of this arrangement will be important.

West of Wateriooville MDA / Brambles south link

The Wateriooville MDA masterplan includes a main pedestrian and cycle link into the southern end of Elettra Avenue. Consequently pedestrian and cycle journeys should be planned and catered for from the south into the proposed development. The County Council will require the applicant to confirm they will be providing this link and suitable drawing should be prepared by the applicant so the provision can be secured as a Section 106 obligation or Grampian style planning condition.

Silverthorne Way

The Design and Access (DAS) statement states that a safe crossing of Silverthorne Way would need to be introduced. Considering the volume of traffic on this estate road it is likely that an uncontrolled crossing with dropped kerbs will be sufficient. The applicant should demonstrate there are suitable sight lines for crossing pedestrians.

Annotation states that the existing access point from Silverthorne Way, south of the proposed restaurant, will be for retained for emergency use and the exit of refuse vehicles only. It is not clear how this will be enforced to prevent general traffic entering or leaving at this location, and this should be explained more fully. In my pre-application comments to the transport consultants I highlighted that traffic exiting at this point would, at present, have poor visibility to the right, as vision is obscured by trees on land outside the application boundary and on land which is not thought to be owned by the highway authority. As per my comments above, it would be beneficial to see a footway into the site at this point, as well.

Other Access Points – Hambledon Road

Notwithstanding the existing planted bunds to Hambledon Road it is not clear what prevents a pedestrian route being provided into the site on likely desire lines from a point close to the Elettra Avenue / Hambledon Road roundabout. The applicant should demonstrate that this has been considered.

Masterplan – Internal Site Layout Matters

The site layout has been modified quite significantly since the pre-application discussions. I am pleased to see that the long, winding cul-de-sac to access most of the industrial units has been removed.

The layout of parts of the site still seems to give rise to poor legibility. For example, footways do not appear to be provided as standard alongside both sides of the internal roads. Some buildings still appear marooned in a sea of car parking and are poorly related to the internal site roads that serve them, with discontinuous footpaths to access them. The location of entrances into the hotel, restaurant and drive-in restaurant are not marked and this makes it difficult to assess whether walk distances have been minimised and routes to the entrances are legible. This information needs to be provided by the applicant.

Building E appears to have an access at the west end of the parking court between the A and B Units, as well, as from its southern elevation. Are both of them to be used for different purposes? The A units create a blank façade to the parking court to their west, which is not ideal from a design perspective.

Cycle Parking

The Framework Travel Plan states that cycle parking will be provided throughout the site, but the masterplan appears to show it provided for some but not all of the buildings. It is annotated near the hotel/restaurant, car showroom and at locations to the west of Building D and the eastern end of the A Block. It is not clear if it provided separately for the drive-in restaurant, the B units and Building E. This needs to be clarified by the applicant.

In every instance where cycle parking is annotated on the masterplan it is clustered with bin storage. This has invariably led it to be placed well away from the buildings it is intended to serve and can perpetuate the perception that it is an afterthought. The locations are out of step with best practice guidance which seeks to place cycle parking close to the building entrances it serves (and which is alluded to in the DAS). This enables its location to be obvious to cyclists, promotes cycle security by having it in full view of passers-by and minimises fly-parking.

Amounts of cycle parking have not been specified; however the Framework Travel Plan states that it will be provided in accordance with the minimum levels required by the County Council at the time of the reserved matters applications. Where disparities exist between standards calculated by floorspace and by employee numbers, then the applicant states that they will negotiate with the County Council over appropriate levels of provision. This is acceptable.

Car parking allocation

It is not clear from the plans or text whether parking will be allocated or available to all occupiers on-site. Clarification on this point should be communicated to the County Council.

Waste Collection

The DAS explains that bin storage has been placed to minimise the distance bins have to be dragged. It is not clear where the bin storage for the drive-in restaurant is provided, or whether the bin storage shown to the east of the B

units is for all the industrial units to the west and these details should be confirmed by the applicant.

HGV Servicing

The DAS explains that the applicant has assumed that HGVs will only need to access the service yards for Buildings D and E and the car showroom. I would contend that HGV deliveries of some kind will need to take place to all the proposed buildings. The ability of HGV drivers to make turn around at the south-eastern corner of the site close to the restaurant does not appear possible at the moment if the parking spaces are taken up. As a result I will require the applicant to demonstrate that HGV access and deliveries can take place to each building without detriment to other road users. I am however pleased to note that a space suitable for a car transporter has been provided within the car showroom site.

Recommendation

Thank you for the opportunity to comment on this planning application. The County Council is supportive of this type of development in this location but as noted above there are outstanding concerns on a number of counts relating to the site and at this stage I am not able to provide a positive recommendation. The applicant's consultants will need to provide clarification and additional information on the points raised above and I have contacted them to set up a meeting to discuss this further.

Should the Local Planning Authority wish to determine the application as submitted then unfortunately I will have to recommend that it is refused. Should this be the case then please contact me and I will provide appropriate reasons for refusal based on the above points.

I trust the above is clear but please do not hesitate to contact me on the above number should you wish to discuss anything further.

Yours sincerely



Steve Jenkins
Team Leader Highways Development Planning

cc: HBC, Transport, FAO – Peter Marshall