

**WEST SUSSEX COUNTY COUNCIL
HIGHWAYS AND TRANSPORT SERVICES CONSULTATION**

DATE: 26th February 2008

**FROM: Paul Jackson-Cole
FAO: Keith Wheway**

TO: Arun District Council

SUBJECT: BE/1/08 - Outline for mixed use employment (Class B1 high quality business park comprising up to 19,500 sqm gross floorspace) and retail (Class A1 grocery store up to 4459 sqm net sales area) together with parking, new highway and associated servicing, infrastructure and landscaping.

Land at Oldlands Farm, Shripney Road, Bognor Regis, West Sussex

CONSULTATION DATE: 15/01/08

RECOMMENDATION:

Advice	☐	Modification	☐	More Information	☒
Objection	☒	No Objection	☐	Refusal	☐

TAD contribution: £

This outline application is for the development of land north of Oldlands Farm, North Bersted. The site is the subject of Arun District Council Local Plan (2003) Policy Site 5 for commercial allocations. The site is identified for 11.2ha of commercial / employment use.

The outline application is for a mixed use employment (B1 Business Park comprising 19,500sqm. gross floor space) and retail (A1 Asda store comprising 7,900sqm. gross floor space, 4,459sqm. of which is sales area) together with parking, new highway and associated servicing, infrastructure and landscaping.

The inclusion of the A1 use is a departure from the local plan. It is considered by the Highway Authority that out of town retail developments are not sustainable and are likely to generate more movements than town centre sites.

The site is currently agricultural land located north of Bognor Regis. The site is bound by the A29 Shripney Road to the west, the Southern Cross Trading Estate to the south, the Bognor to Barnham railway line to the east and the proposed Bognor Regis Relief Road to the north.

The application is complemented by the provision of a Transport Assessment, including a Stage 1 Road Safety Audit and a draft Travel Plan for both the B1 and A1 proposals. The Highway Authority has reviewed these documents and provides the following comments.

Oldlands Farm Business Park Transport Assessment (December 2007)

Total Travel Demand

The TRICS database has been interrogated to provide estimates of multi modal trip generation for the site in order to determine likely total travel demand for the site. While these figures are accepted by the Highway Authority it is noted that, while Paragraph 6.13-6.15 makes a case for reduced mileage as a result of the new store, it has not been considered that food shopping by Bognor / Felpham residents in Chichester and Littlehampton may reduce on opening of the relief road due to easier access provided to Tesco. It does not consider also the effect of trips transferred from Tesco on

journey distance. As Oldlands Farm is further out of town resulting in some, but not all, car trips to this store will be longer than to Tesco.

Access by Sustainable Modes

Bus Infrastructure – A direct bus link from the A29 into the site is proposed with marked bus stops. It is not clear what infrastructure will be provided for the bus stops served by this link. The Highway Authority would require suitable covered waiting areas with seating and relevant timetable displays including consideration of Real Time Passenger Information. In addition, there is scope to provide improved waiting facilities along the current bus routes.

Bus Services – Currently the 66/66A bus service from Bognor Regis to Yapton passes the site via the A29. This service provides 9 journeys a day from 07:15 to 17:40 from Bognor Regis. While this is a well used service it is two buses short of an hourly service.

The TA does not provide any reference to the current 67 bus service to Tesco which runs to the Rowan Way roundabout to u-turn and run back to the town centre.

The level of bus service would be adequate if the 66/66A had the two services added to obtain a regular hourly service and the 67 were extended to serve the site. The applicant is requested to confirm that this is acceptable.

Rail Services – All bus services that run in the vicinity of the site also serve Bognor Regis rail station. The station is also accessible by cycle but it should be noted that there gaps in the current cycle route linking the site to the station that require investigation as a signed cycle route.

Rail services to Bognor Regis are adequate and could be of benefit for staff travel to the proposed store and for the business park.

Walking – There appears to be a good walking network around the site, which links into the wider footway network in the vicinity of the site. In addition improvements are proposed to allow for safer crossing of both Steyning Way and Shripney Road.

The proposed uncontrolled raised table crossing of Steyning Way and the controlled crossing of Shripney Road are considered to adequately overcome local issues of severance in the local walking network.

However, there is an area of concern with regard to the proposed internal walking network as the sit plans do not provide for a footway adjacent to the bus link. It would be of benefit to provide a footway alongside the bus-only link to provide for foot trips to the northern part of the business park without having to cross the store car park and to discourage walking in the bus road carriageway.

Cycling – The site proposals benefit from a network of cycle routes including routes along the A29 adjacent to the site. These routes link to the proposed and existing Bognor Regis Cycle Network and the cycle route adjacent to the Bognor Regis Relief Road.

The proposed raised table crossing of Steyning Way and controlled toucan crossing of Shripney Road are considered to adequately overcome local issues of severance. These must be provided to a full standard that allows cycle use without dismounting.

It is noted that there is no provision for cyclists to / from Shripney to avoid the relief road roundabout, however, this should first be addressed through the Site Six Bognor Regis Relief Road.

There are significant gaps between the cycle routes proposed as part of the site and the existing Bognor Regis Cycle Network. These gaps currently form proposed routes for the Bognor Regis Cycle Network that are proposed to be developed as part of the Site 6 development. Despite this, there will

remain a number of proposed routes in the cycle network that would allow the site to be linked to the town centre, rail station and residential areas. These routes predominantly constitute signed routes on quiet road networks. It would be of benefit to contribute to the wider Bognor Regis Cycle Network to ensure the site is linked to the wider conurbation in order to promote and facilitate sustainable travel.

The current site proposals include the provision of cycle parking for both the A1 and B1 elements of the site that meet the current minimum cycle parking standards. More information is required on the specifications of the cycle parking facilities. In particular the type of facilities and the numbers proposed at specific locations.

Traffic Access

Network Traffic Growth - The TA provides traffic counts for relevant junctions and traffic growth to 2011 has been provided for both the Asda store and the initial phases of the business park. This data is based on the modelled flows for Site 6, which has been adjusted to according to the recorded junction turning counts. These figures are accepted by the Highway Authority.

However, a concern has been raised regarding the calculations for further traffic growth, to 2025 to reflect the completion of the business park element. This element of the traffic growth has been calculated using TEMPRO / NRTF.

The growth rate stated is below central growth, but above growth for rural or urban class A roads or low growth. There is also a discrepancy in applying the GB factor as the table uses the peak factor rather than the average day. This leads to the adjusted growth factor of 1.163 being lower than an appropriately adjusted figure for rural class A roads of 1.196

Development Traffic Generation – The trip rates applied to the food store element of the proposals are appropriate and are accepted by the Highway Authority.

The trip rates applied to the business park element of the proposals reflect the trip rates used in the Policy Site Six TA by Borehams, which is accepted. The TA also produces new TRICS trip rates which are lower for comparison. It should be noted that these comparative rates are not accepted by the Highway Authority as they do not apply appropriate parameters for the site, for example including sites from Greater London, sites with local car ownership below 0.5 per household and one site in a town centre location.

Development Parking Provision – The TA indicates that parking provision up to the maximum standard is to be provided for both the A1 and B1 elements. Whilst this is not a reason to object, it should be noted that the parking standards suggest maximum provision for specific land use. It is considered that a lower provision of parking spaces could increase the effectiveness of the site's travel plans, in particular for the business use.

Development Traffic Distribution and Assignment - Distribution of business park trips is consistent with the Site Six analysis provided by Borehams, which is acceptable. It is noted that trips from relief road east are low and from A29N are high.

Distribution for the food store is based on nine catchment areas and anticipated proportions of trade from the retail study. Each catchment area is allocated to one route to/from the site. For zones 3 – Aldwick/Craigweil – and zone 5 – Felpham – this may be a little crude as competing routes are available. It is notable that the distribution differs significantly from that for the business park with more traffic from east and less from north. Routing all Felpham traffic via Eastern Relief Road may help compensate for the low proportion of business park traffic that uses this route.

The TA states that 65% of the Asda traffic generation is assumed to be transferred from existing Tesco traffic. This is claimed to be based on the retail impact assessment however, on reviewing this

document there is no apparent reference to this figure. Although the principle of a significant portion of Asda trade being diverted from existing Tesco customers is logical and acceptable, Cottee should provide additional information regarding these figures, setting out the methodology by which the 65% figure was calculated.

Concerns have been raised in relation to the trip generation / trip assignments detailed in the TA and these will need to be re-assessed in order to provide more robust junction assessments.

Although the Asda and Business Park flows are assigned to the correct routes in the correct proportions there is a discrepancy in the number of trips generated by Asda. The generated trips added on the traffic diagrams "Asda related traffic" are lower than the trips calculated from the table at para 3.11 and the TRICS outputs at appendices L&M. 2-way figures as below:

- Friday AM peak 377 Asda trips should be 397 – difference 20
- Friday PM peak 910 Asda trips should be 958 – difference 48
- Saturday peak 967 Asda trips should be 1248 – difference 281

This will make junction capacity assessments with development appear artificially favourable, therefore the junction capacity assessments will need to be re-run in order to determine the capacity implications of the development.

Concerns are also raised as all the traffic diagrams for the scenarios "(year) base + Asda + business park" for all three time periods in both future years fail to relate correctly to the base scenarios for those years.

For 2011 it should be possible to add the "2011 base adjusted" to "Asda + business park (1100sqm)" to calculate traffic in "2011 base + Asda + business park". The adjustments for Tesco diverted traffic, for the permitted 38000sqm business park and for differences in survey results having already been allowed for and no allowance for "pass-by" being applied. Yet this shows lower traffic flows than would be calculated by this method.

The same concern applies to "2025 base + Asda + business park" when compared to "2025 base" added to "Asda + business park (19500sqm)"

To use the Rowan Way / Shripney Road / Steyning Way roundabout in the Friday PM as the example - as this is the most traffic sensitive – the adjusted 2011 base indicates 3603 vehicles entering the junction, the net impact of Asda + 1100sqm business park is indicated to be + 70 yet the "2011 base + Asda + business park" indicates 3579 vehicles using the junction, a decrease of 24 vehicles over the base.

For 2025 similar concerns apply: The 2025 base has 4188 vehicles using the junction. The net impact of Asda + 19,500sqm business park is indicated to be + 300 yet the "2025 base + Asda + business park" indicates 4424 vehicles using the junction, an increase of only 236 vehicles over the base.

These figures will have to be reviewed to ensure the correct figures are applied to the correct traffic flows. Any further impact these revised figures would have on junction capacity assessments will also need to be fully considered.

Highway Capacity Impact

West Sussex County Council guidelines for the development of TA's state that junctions identified to have an increase of over 30 vehicles per hour in peak periods as a result of development should have capacity assessment irrespective of the percentage increase. The TA does not provide a capacity analysis of the A29/A259 junction; however the stated reasons for this do not comply with WSCC guidance.

The tables at paragraph 6.4 indicate increases of 83 vehicles in 2011 PM peak and 134 vehicles in 2025 PM peak, which would indicate a need for assessment. However, A259 traffic through the junction is forecast to drop on opening of the Bognor Regis Relief Road.

In 2011 the flows shown in the tables indicate that this will free up sufficient capacity to accommodate development. However, by 2025 the base traffic is predicted to have risen back to 2007 levels and there is an impact of 134 additional vehicles. This junction will require a full assessment base on the above.

All the with-development junction capacity assessments may have incorrect traffic flow figures due to the identified discrepancies in applying the Asda trip generations to the network plus the further discrepancies in adding the combined Asda + business park generations to the future year base. As a result of this, additional information will be required to account for the differences and any further impact these flows may have on junction capacity assessments.

The Relief Road junction ARCADY appears to be within capacity on basis of disputed traffic figures used, however little weight can be attached to this until the above discrepancies are accounted for.

Rowan Way Junction ARCADY has been checked and geometric inputs are OK. The junction goes over capacity in 2025 PM peak, requiring the traffic signals scheme. However, this is also on the basis of disputed traffic figures used, and little weight can be attached to this until the above discrepancies are accounted for and the 65% figure for diverted Tesco traffic confirmed.

Rowan Way Junction TRANSYT will also need to be re-assessed on the basis of the disputed figures.

Environmental Impact of Development Traffic

The site is not expected to lead to large traffic increases other than on major roads with limited frontage access, so it is not considered likely that noise, vibration and visual intrusion to residential areas is likely to be relevant to this proposal. The development may however result in greater numbers and longer car trips due to its size and out of town location than a more modest food store in a town centre location would. There may be some increase in emissions overall but this does not affect any air quality management areas.

Road Traffic Accidents

6 accidents causing slight injuries have been recorded at the Shripney Road / Rowan Way junction. The proposed signalisation scheme would manage conflicts compared to the existing roundabout, although tail end shunts mean that there may not be a dramatic impact on the accident rate. Other junctions on Shripney road to the south experience more serious injury accidents, principally on exits from developments.

Stage 1 Road Safety Audit (December 2007)

A Stage 1 Road Safety Audit for the site was commissioned by the applicant and this was submitted, together with a full Designers Response as part of the application documents.

It is normal practice for Safety Audits to be reviewed by the Highway Authorities Highway Inspector however, in respect to the current application it has not been possible to review the Safety Audit as full scale drawings referred to in the Safety Audit were not available.

In order to review the Safety Audit the applicant will be required to provide a full scale copy of the drawings that were supplied to and assessed by RSC Ltd as part of the Stage 1 Road Safety Audit.

Draft Travel Plan – Asda, Bognor Regis (December 2007)

The Draft Travel Plan for the proposed store has been reviewed in partnership with the County Council Business Travel Plan Officer and the following comments and additions are recommended in order to make the current Travel Plan more robust.

Please provide additional background information including:

- Total number of staff employed at the store and details of shift patterns (24 hour?)
- The number of employees typically expected to be on-site at any given time
- The total number of parking spaces provided
- The number of parking spaces that Asda expects to be available for customers and the maximum acceptable number anticipated to be available for employees
- The number of parking spaces that will be reserved for employees that share their car journey to work. These spaces should be clearly marked in the same way as disabled bays.
- The number of secure, covered cycle parking spaces that will be provided for employees
- The number of secure, covered cycle parking spaces that will be provided for customers/visitors
- The number of secure, covered motorcycle/scooter parking spaces that will be provided for employees
- The number of secure, covered motorcycle/scooter parking spaces that will be provided for customers/visitors
- The number of personal storage lockers that will be provided for employees that walk, cycle or use motorcycle/scooters
- Full details about the home delivery element of the business e.g. expected number of transactions each week/year, the proportion of business compared to conventional transactions, the estimated growth of this part of the business and the associated reduction in car visits to the store (e.g. per week or per year etc).

The scale of this development (including the adjacent Business Park) should include improvements to bus services. Retail superstore developments, particularly of this size, often include provision of free 'shopper buses'. Such a service would seem appropriate to this site, which could be used by Asda and Business Park employees as well as retail customers.

The draft Travel Plan includes a commitment to produce an Action Plan following the analysis of employee travel data. Whilst this approach is to be encouraged, the following points should also be considered:

- Many Travel Plan measures can be provided from the outset, without the need for consultation. For example, minimum levels of cycle parking, motorcycle parking, and reserved parking bays for car shares can be installed prior to store opening. The survey results can then be used to assess whether additional facilities are required.
- The proposed 9-month lead-time between the site being occupied and the Action Plan being produced is too long. At new sites such as this, regular travel habits can quickly become established. The initial employee travel survey should therefore be undertaken within 3 months of site occupation and the Action Plan implemented within a further 3 months.

In addition to the employee travel surveys outlined in the draft Travel Plan, the County Council now requires that multi-modal surveys be conducted at the site on an annual basis for a period of 5 years after site occupation. These surveys should be conducted by an approved TRICS enumerating company in accordance with the TRICS Standard Assessment Methodology for Travel Plans (SAM). The above should be secured through a Section 106 Agreement.

The Travel Plan should link more closely with the Transport Assessment for this site. One of the main objectives of the Travel Plan should be to reduce the 12-hour vehicle trip rate from the non-intervention scenario predicted in the Transport Assessment. The County Council's emerging guidance on Development Travel Plans suggests that a 15% reduction should be achievable in urban areas. It may also be necessary to include peak hour trip rate reduction targets if the development is deemed to have a material impact on the local road network.

Draft Travel Plan – Oldlands Farm Business Park, Bognor Regis (December 2007)

The Draft Travel Plan for the proposed business park has been reviewed in partnership with the County Council Business Travel Plan Officer and the following comments and additions are recommended in order to make the current Travel Plan more robust.

It is appreciated that individual site occupiers have not yet been identified, however it would be useful if as much of the following information could be provided:

- Total number of staff estimated to be employed at the site
- The number of employees typically expected to be on-site at any given time
- The total number of parking spaces provided
- The number of parking spaces that will be reserved for employees that share their car journey to work. These spaces should be clearly marked.
- The number of secure, covered cycle parking spaces that will be provided for employees and visitors
- The number of secure, covered motorcycle/scooter parking spaces that will be provided for employees and visitors
- The number of personal storage lockers that will be provided for employees that walk, cycle or use motorcycle/scooters

The scale of this development (including the adjacent Asda superstore) should perhaps include improvements to bus services. Developments of this scale often include provision of free 'commuter buses'. Such a service would seem appropriate to this site, which could be used by Asda and Business Park employees as well as retail customers.

In addition to the employee travel surveys outlined in the draft Travel Plan, the County Council now requires that multi-modal surveys be conducted at the site on an annual basis for a period of 5 years after site occupation. These surveys should be conducted by an approved TRICS enumerating company in accordance with the TRICS Standard Assessment Methodology for Travel Plans (SAM). The above should be secured through a Section 106 Agreement.

The Travel Plan should link more closely with the Transport Assessment for this site. One of the main objectives of the Travel Plan should be to reduce the 12-hour vehicle trip rate from the non-intervention scenario predicted in the Transport Assessment. The County Council's emerging guidance on Development Travel Plans suggests that a 15% reduction should be achievable in urban areas. It may also be necessary to include peak hour trip rate reduction targets if the development is deemed to have a material impact on the local road network.

The Travel Plan Co-ordinator (TPC) should work closely with the Asda TPC in order to negotiate staff discounts with local bicycle retailers and public transport operators.

The Business Park Travel Plan should include a section on business travel. Occupants should be encouraged to explore all opportunities to reduce business travel by car. The following should be considered:

- Promotion of public transport use (including rail) by employees travel from the site and visitors travelling to the site (e.g. providing information about bus services linking the site with the rail station)
- Promoting video and/or tele conferencing
- Promoting car sharing for business journeys wherever possible
- Provision of on-site pool bicycles. Employees could be encouraged to cycle to the station or take the bicycle on the train.

Provision of on-site pool cars, flexitime, and home working (where practical) can also help to reduce car travel. Business Park occupants should therefore also be encouraged to examine these initiatives.

Conclusions

- The site is further out of town than is desirable for a new food superstore and may generate longer vehicle trips on average than an alternative town centre location. It will, however be closer to the new residential areas provided in Site Six at Bersted and Felpham. As such, measures to promote and facilitate the use of sustainable transport modes must be prevelant.
- More information is required on the proposed bus stop structures and contributions should be considered for improvements to the local bus stop infrastructure in order to provide a high quality public transport service to and from the site (CHECK CURRENT INFRASTRUCTURE). In addition the on-site bus stops should have I Terminals incorporated / store and business park unit receptions should provide I Terminals in order to provide up to date travel information for the sites users.
- Contributions should be considered for the extension of existing bus services 66/66A and service 67 to provide for a regular (at least hourly) bus service between the site and the town centre / rail station.
- Consideration should be given to the provision of free shuttle bus service to serve both the store and the business park.
- A pedestrian link should be provided adjacent to the bus lane through the site to complement the sites proposed walking / cycling network.
- More information is required on the cycle parking areas with regard to the type of facility under consideration.
- Despite the site proposals including the provision of a network of cycling / walking routes through the site, there are significant opportunities to develop elements of the proposed Bognor Regis Cycle Network which need to be considered in light of this application.
- Measures to improve the infrastructure and provision for sustainable transport could be reflected in a reduction in the proposed number of parking spaces.....
- Traffic growth from 2011 to 2025 may be understated by 3.3% due to discrepancies in methodology of calculation.
- There are two separate discrepancies in the traffic figures for all the "with development" scenarios which need to be addressed and revised capacity analyses performed. These relate to food store generations and to the adding of combined development generation to background flows.

- The “squareabout” junction of A259/A29 should be assessed for the 2025 scenario, as background traffic is predicted to have increased back to 2008 levels and the proposed development will add 134 vehicles to the junction .

The Highway Authority are not able to support this application without the provision of the additional information outlined in this document. Until the applicant is able to address the concerns raised to the satisfaction of the Highway Authority and objection is being raised to the application on the grounds of insufficient information provided to support the application.

Paul Jackson-Cole
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