



Appendix A

**Planning and Building Service
Test Valley Borough Council
Beech Hurst
Weyhill Road
Andover
SP10 3AJ**

*Economy, Transport and Environment Department
Elizabeth II Court West, The Castle
Winchester, Hampshire SO23 8UD*

Tele: 0845 603 5638 (General Enquiries)
0845 603 5633 (Roads and Transport)
0845 603 5634 (Recycling Waste & Planning)

Textphone 0845 603 5625
Fax 01962 847055

www.hants.gov.uk

<i>Enquiries to</i>	David Earl	<i>My reference</i>	6/3/4/30 (DEF 026697)
<i>Direct Line</i>	01962 847386	<i>Your reference</i>	19/000374/OUT
<i>Date</i>	7 th November 2019	<i>Email</i>	david.earl@hants.gov.uk

For the attention of Mr Paul Goodman

Dear Sir / Madam,

Development of a park and ride car park (maximum 1,000 spaces) with associated infrastructure (sui generis). Development of Health campus (maximum 12,000 sq m GIA) comprising B1 (business) and B2 (general industrial) uses; hospital, nursing home and residential education and training centre uses (C2); clinic, health centre, consulting room, day centre and non-residential education and training centre uses (D1); up to 500 sq m GIA of retail and restaurant and cafe (A1 and A3) uses; storage and distribution (B8) uses where directly related to the health and medical sectors. Access, landscaping, car parking and associated works. Outline (all matters reserved save for primary means of vehicular access) at Land at Bargain Farm, Adanac Drive, Nursling.

Thank you for the opportunity to comment on the above application. The Applicant is seeking outline planning permission for a Health campus and permanent park and ride facility to serve Southampton General Hospital on a plot known as "AP7" at Adanac Park. The proposed permanent park and ride would replace the existing temporary park and ride facility located to the west of Adanac Drive which was permitted previously by the Local Planning Authority ("LPA") under 18/01391/FULLS.

Following a review of the Transport Assessment (TA), Framework Travel Plan (FTP) and associated information submitted, the highway authority made initial comments on this application within a response dated 27th March 2019. Following this response, the highway authority has received four further Technical Notes ("Tech Notes") dated 14th May 2019, 4th July 2019, 10th July 2019 and 29th October 2019. The May 2019 Tech Note has been reviewed and commented on previously and the July and October 2019 Tech Notes

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

have now been reviewed and the highway authority wish to make the following comments.

It should be noted that as part of the July and October Tech Notes, the applicant is now proposing weekend use of the permanent park and ride facility for non-NHS purposes which is discussed below.

Policy

The Tech Notes compare the proposed development to the Test Valley Access Plan and Cycle Strategy and Network policies together with national planning policy which provides a sufficient review of these policies. It is noted that the Applicant will provide cycling facilities at the site in line with the Cycle Strategy and Network policy and that the aims of the Test Valley Access Plan will be supported by the provision of a Travel Plan at the site.

Walking and Cycling

The proposed access from Adanac Drive includes stopping up a section of the old Redbridge Lane which is used by pedestrians and cyclists as a link between Adanac Drive and Yewtree Lane/Redbridge Lane/Frogmore Lane. The highway authority previously sought an understanding of the current level of use of this link in order to determine whether the partial stopping up was acceptable in terms of its impact on existing users. The May 2019 Tech Note provided a summary of the pedestrian and cycle survey results in the main text with the full survey data presented at Appendix C. The surveys were undertaken for a four-day period between Thursday 14th February 2019 and Sunday 17th February 2019 inclusive for 12-hour periods covering 0700-1900 on each day. During the survey period, Thursday and Friday recorded totals of 103 and 100 two-way pedestrian and cycling movements respectively with fewer movements recorded on the Saturday and Sunday (50 and 72 pedestrian and cycling two-way movements respectively). Given the current level of use established through the survey, the proposed shortening of the old Redbridge Lane in order to facilitate the site access is deemed acceptable and is consistent with the earlier access proposal for application 14/00147/OUTS and the indicative vehicular access location on Local Plan Policy Map H. Pedestrian and cycle crossings of the proposed access road/junction are shown on drawing 6057-GA-002 P01 in order to facilitate north-south pedestrian and cycle movements on Adanac Drive and old Redbridge Lane which is acceptable in principle.

The Applicant was requested to consider whether a second pedestrian/cycle crossing - at the point where the proposed access road crosses the old Redbridge Lane - was achievable with the proposed access design. This was requested in order to provide a crossing of the proposed access road on the current desire line of old Redbridge Lane. The 4th July Tech Note explains that this provision has been considered however due to the existing level of use of old Redbridge Lane (established via the surveys), a further crossing at this location is not required as the "site access proposed along Adanac Drive, provides appropriate crossing facilities at the junction". The highway authority is satisfied that this point has been considered by the applicant and crossing provisions are provided at the site access junction with Adanac Drive.

The "Proposed Footway/Cycleway Crossing" islands at both the new access and on Adanac Drive must be a minimum of 2.5m in width in order to

accommodate cycles. This matter can be picked up at the detailed design stage, should this Application be granted permission.

The highway authority remains of the opinion that the site access road should include provision for cyclists, either in the form of a shared use footway/cycleway (minimum width of 3m) or via dedicated cycle paths. Such provisions should form part of any reserved matters approvals.

Buses

The May Tech Note confirms that the proposed permanent Park and Ride weekday bus frequency will be the same as that currently in place for the temporary Park and Ride site. A timetable is provided within the Tech Notes which includes both the regular Bluestar 17 service (which operates between Adanac Park and Weston) with additional buses contracted directly by the Applicant between 0705-0905 and 1605-1805 which provides a 10-minute frequency during these periods to accommodate Hospital staff movements

As part of the development proposal, the Applicant proposes to relocate the existing bus stop on the west side of Adanac Drive (adjacent to the temporary Park and Ride site) to a location within the vicinity of the Walnut Tree Farm Restaurant on the east side of Adanac Drive. In addition to the relocated bus stop, additional stops will be provided within the application site to serve the proposed permanent Park and Ride site and the health campus.

The highway authority previously outlined the requirement to agree the proposed bus stop provision at this time given that the relocation will involve works on the highway which will need to be secured via a Section 106 legal agreement should this Application be granted planning permission. Within the further information submitted by the Applicant, a plan (6057-GA-013 Rev P02) has been provided to which shows the proposed location of the bus stop between the access existing pub/restaurant off Adanac Drive and the proposed access for this Application. It has also been demonstrated within the same plan that existing visibility splays from the pub/restaurant will not be impacted by the proposal. The delivery of these works will need to be secured with a Section 106 Legal Agreement and an appoint trigger for delivery will need to be agreed.

With respect to the proposed bus only traffic management feature within the Application site, the Applicant proposes within the July Tech Notes that the detailed design of this feature can be resolved via an appropriate planning condition. The 10th July Tech Note considers the control features however it is unclear at this time whether the features could be adopted by the highway authority. Therefore, a robust monitoring and management plan would be required including contingency plans should the measures fail in order to prevent indiscriminate and untested movements of vehicles to/from Frogmore Lane. It is recommended that the provision of such a plan and the monitoring strategy is secured via condition.

Weekend Park and Ride Use

The July Tech Notes included comments outlining the aspiration of using the proposed Park and Ride facility for non-NHS purposes at weekends including public services to Southampton City Centre and special events such as boat shows, University open days, events at Saint Mary's Stadium and Christmas

shopping. The highway authority has raised previously that such a use was not mentioned within the original TA and therefore further assessments were necessary to demonstrate the impact of the proposed weekend use. The Applicant has provided further information on this point via the 10th July Tech Note and subsequent further note.

In order to forecast the likely demand for weekend use of the proposed park and ride, the Applicant has first interrogated survey data from the existing West Quay City Centre car park to determine the current parking demand in Southampton. The data shows that for the City Centre car park, the peak arrival time is between 0800-0900 and peak departures occur between 1600-1700. The Applicant has subsequently manually adjusted this data to provide a forecast for the arrival and departure profiles at the proposed development, a summary of the adjustments is provided below –

- Arrival profiles have been made 1 hour earlier at the proposed park and ride to account for the additional travel time required to reach the City Centre. This also reflects the assumption that users of the proposed park and ride would likely stay in the City Centre for longer and therefore are likely to arrive earlier.
- Departure profiles have been moved forward 1 hour to account for longer stays and the requirement for individuals to get a bus back to their vehicles.
- It has been assumed that no trips will depart the park and ride until 1 hour after opening (0700) as individuals undertaking such short and early trips will likely seek parking in the City Centre. It has also been assumed that there will be no arrivals at the park and ride 2 hours before it closes (1900) as individuals undertaking such short and late trips will also seek parking in the City Centre.
- Once the car park reaches capacity, individuals will continue into the City Centre rather than use the proposed park and ride – it is suggested that signage will warn drivers when capacity is reached.
- Once full capacity has been reached, it is assumed that spaces will become filled as soon as they are vacated which is unlikely to occur in practice, particularly later in the afternoon.

Using the above methodology, the Applicant forecasts that there will be 2,174 arrivals and 2,174 departures between 0700-1900 on weekends as a “worst-case” scenario. The main arrival peak period is between 0800-1030 with a secondary, smaller arrival peak between 1400-1500 which coincides with the departure of the earlier arrivals. The peak departures occur at 1730 which coincides with the surveyed West Quay peak departure at 1630.

It is pertinent to note that these trips are not considered to be “new” trips on the wider highway network as these journeys would ordinarily travel into the City Centre to park but instead will divert to the proposed park and ride site. To measure the impact that these trips will have on the local road network (predominantly Brownhill Way and Adanac Drive), it is assumed that 90% of the traffic accessing the proposed park and ride site will be drawn from the north and south west of the City and access the site from M271 Junction 1 via Brownhill Way with the remaining 10% of traffic routing from the east via Romsey Road and Brownhill Way.

With regard to predicting the impact of the proposed weekend use of the park and ride site, the above trip generation and distribution forecasts have been added to traffic flow data for the Brownhill Way/Adanac Drive roundabout, Adanac Drive roundabout (adjacent to Ordinance Survey), M271 Junction 1 roundabout and the Brownhill Way/Frogmore Lane signalised junction. This allows comparisons to be made between the forecast weekend traffic flows and the weekday flows at the same junctions under a future year scenario of 2022 (which is assumed to be the year of opening for the proposed development). Under the 2022 scenario at the Adanac Drive roundabout, it can be seen that the weekend combined proposed park and ride and background traffic flows are lower on Brownhill Way when compared to the weekday flows during the peak periods. While weekend use of the proposed park and ride will increase traffic flow on Adanac Drive when compared to existing weekend flows, this is not a concern to the highway authority as weekend background flows on Adanac Drive are low and therefore increased flows resulting the proposed development are unlikely to result in a detrimental impact on safety, operation or capacity.

Status of Access Road

Notwithstanding the above comments regarding adoption of the bus control features, it is noted that the access road will be built to an adoptable standard, guidance on these standards and best practice can be seen here - www.hants.gov.uk/transport/developers/constructionstandards. An appropriate Private Management Plan will be necessary to deal with any future issues.

Health campus Trip Generation and Distribution

The highway authority previously raised concerns with respect to the utilisation of a B1(a) office trip rate across the entire site as it was originally understood that the Health campus would include a range of land uses including out-patient services together with other patient services/clinics. The concern therefore was that the actual arrival/distribution profile of trips across a typical day would likely differ from a typical office. During a meeting between the Applicant, the highway authority, Southampton City Council, Test Valley Borough Council and Highways England, the Applicant confirm that the site is very unlikely to include any direct patient services and is more likely to include high-tech medical research and development type uses which are more akin in terms of trip generation to an office. On this basis, and subject to suitable controls to limit the total D1 floorspace at the site, the highway authority in principle could accept the use of a B1(a) trip rate across the total floorspace for the development. The 4th July Tech Note provides a Table at 2.21 and for clarity, the B1a trip rate agreed for this application is shown under the "Health Campus – Trip Rates (per 100sqm) as per HCC advise" row being 1.774 two-way AM and 1.508 two-way PM. Using these trip rates, the health campus (**excluding the park and ride**) is forecast to generate 213 two-way trips during the AM peak period and 181 two-way trips during the PM peak period. The below Table provides a comparison between the agreed trip rates (**excluding the park and ride**) detailed above and the agreed trip forecast for the earlier 14/00147/OUTS application.

Application	All Vehicle Trips					
	Weekday AM Peak (0800-0900)			Weekday PM Peak (1700-1800)		
	In	Out	Total	In	Out	Total
14/00147/OUTS "AP7" Application	194	41	235	29	158	187
19/000374/OUT Health Campus (excluding the park and ride)	195	18	213	13	168	181
Difference	+1	-23	-22	-16	+10	-6

Table 1 – Trip difference between 14/00147/OUTS and Health Campus (**excluding the park and ride**) applications.

Table 1 shows that the Health Campus element of the Application is forecast to generate fewer total trips during the peak periods than the earlier 14/00147/OUTS AP7 Application.

It should be noted that the above trip rates utilised to support the current Application are based on B1(a) units up to 10,000m² and in order for the highway authority to agree these rates for Adanac North, a condition was applied by the LPA that restricted individual units to a maximum of 10,000m² floor area. This is because TRICS shows single B1(a) units with floor areas of greater than 10,000m² generate more trips per unit of floor area. As these trip rates have been replicated for this application, a similar condition will be recommended by the highway authority.

With respect to the distribution for the trips generated by the proposed health campus, the Applicant has used a methodology utilising Census 2011 Journey to Work data which is generally accepted. The resulting east/west forecast distribution of vehicular trips to the site from the Brownhill Way/Adanac Drive roundabout is 24.6% to/from the east (Southampton via Brownhill Way) and 75.4% to/from the west (M271 Junction 1) which appears consistent with earlier applications for similar uses at Adanac Park and is therefore agreed.

Weekday Park and Ride Trip Generation and Distribution

The proposed park and ride trip rates for weekday use are the same as those agreed for the temporary park and ride site to the west of Adanac Drive. While this would appear appropriate, these trip rates are only accepted on the basis of similar controls being conditioned to limit the use of the park and ride to staff employed by University Hospital Southampton NHS Trust only and to limit its impact during the peak periods and no overnight parking.

Combined Trip Generation and Traffic Impact

When combining the agreed weekday trip trips for both the Health Campus and Park and Ride uses, the total trips generated by this Application are greater than those forecast and agreed for the previous B1/B2 14/00147/OUTS Application. The Table below shows a comparison between these trip forecasts.

Application	All Vehicle Trips					
	Weekday AM Peak (0800-0900)			Weekday PM Peak (0800-0900)		
	In	Out	Total	In	Out	Total
Combined Health Campus + Park and Ride Trips	372	18	390	13	326	339
14/00147/OUTS Trips (including HGVs)	194	41	234	29	158	187
Difference	+178	-23	+156	-16	+168	+152

Table 2 – Trip difference between 14/00147/OUTS and Health Campus (including the park and ride) applications.

As can be seen in the Table above, the total proposed development will generate 156 more trips in the AM and 152 more trips in the PM when compared to the previous 14/00147/OUTS Application at AP7. This exceeds the number of trips which have been previously tested and mitigated against from this parcel at Adanac Park. On that basis, the Applicant has undertaken further modelling for the proposed site access and the Brownhill Way/Adanac Drive roundabout which is presented within the October 2019 Tech Note. The modelling incorporates agreed traffic flows for the background traffic, other committed developments at Adanac Park and the above proposed development traffic flows and uses the above agreed distribution of trips (75% to/from M271 Junction 1 and 25% from Brownhill Way to the east). A breakdown of how the traffic flows have been derived is detailed in Section 2 of the October Tech Note which the highway authority agrees as robust. The modelling results for both the site access and the Brownhill Way/Adanac Drive roundabout is described below. Modelling has previously been provided for the M271 Junction 1 and Brownhill Way/Lower Brownhill Way/Frogmore Lane junction which should be reviewed by Highways England and Southampton City Council respectively.

Proposed Site Access Junction

The Tech Note provides a summary of the modelling undertaken for the proposed site junction under the 2024 background traffic + committed development traffic + development traffic scenario. The summary shows that all arms of the proposed access junction will operate within capacity under this scenario with a maximum queue of 3 vehicles during the AM peak on the Adanac Drive south arm (i.e. the queue into the site) and a maximum queue of 3 vehicles on the site access arm during the PM peak (i.e. vehicles leaving the proposed development site). The maximum delay is 31 seconds on the site access arm during the PM peak period. The highway authority is satisfied that this modelling demonstrates that the junction should operate in a satisfactory manner should the development come forward.

Brownhill Way/Adanac Drive Roundabout

The Tech Note provides modelling for this roundabout under the following scenarios –

- 2019 base model – this includes a queue length validation exercise using surveyed queue length data obtained by the Applicant. While the modelling queue lengths correlate with the observed queues from the surveys, it is acknowledged by the Tech Note that existing queues occur on Brownhill Way during the weekday peak periods.
- 2024 background flows + committed development flows – this is in accordance with the agreed traffic flows and distribution.
- 2024 background flows + committed development flows + proposed development flows – this is in accordance with the agreed traffic flows and distribution.

Under all scenarios, the roundabout modelling demonstrates the junction to be within theoretical capacity with maximum queue lengths of 3 vehicles (Brownhill Way west during AM peak and Adanac Drive during PM peak) and maximum delays of 19 seconds on the Holiday Inn access arm during the AM peak. It should be noted that the modelling software considers that all exits of the junction are free-flowing and therefore any blocking back/queuing from neighbouring parts of the highway network will not be fully represented within the model results. However, as part of the development proposals, the Applicant has offered to safeguard land to the north and south of Brownhill Way which should allow for Brownhill Way between Adanac Drive and Frogmore Lane junctions to be converted into a dual carriageway (the land is shaded green on submitted plan P0856-ADAN-ONE-XX-ZZ-SK-A-0014 RevP01) which forms part of Southampton City Council's proposals for this corridor. It should be noted that the land required, and this section of Brownhill Way is exclusively within the boundary of the City Council and it is understood that the City Council are in agreement with the principles of the scheme. If delivered, these improvements are likely to increase capacity on the Brownhill Way corridor which could ease existing queueing and ease vehicle movements into/out of Adanac Park during the peak periods. Without the provision of safeguarding land as offered by the Applicant, these works would likely be undelivered and therefore the provision of land, safeguarded in perpetuity, is considered suitable mitigation by the highway authority. The land will need to be suitably identified and secured for future highway improvements within a Section 106 Legal Agreement should this Application be granted planning permission.

Travel Plan

The highway authority have reviewed and provided comments previously on the submitted Travel Plan. The 4th July Tech Note responded to these points and in summary, the Travel Plan text is now acceptable. The Applicant must provide an indicative cost of the identified measures to inform the bond amount that will need to be secured via a Section 106 Legal Agreement together with the necessary approval and monitoring fees should this Application be permitted.

Recommendation

The highway authority raises no objection to this application subject to the following obligations and conditions.

Obligations

To enter into a Section 106 Legal agreement to secure the following obligations-

- Provision of a full Travel Plan together with costed bond, approval and monitoring fees to be based on the agreed Framework Travel Plan.
- To safeguard in perpetuity the land highlighted on plan P0856-ADAN-ONE-XX-ZZ-SK-A-0014 Rev P01 for the purposes of highway improvements in the area.
- Highways works on Adanac Drive to relocate the existing bus stop as shown in principle on plan 6057-GA-013 Rev P02.

Conditions

- No development hereby permitted shall commence until a Construction Traffic Management Plan, to include details of provision to be made on site for contractor's parking, construction traffic access, the turning of delivery vehicles within the confines of the site, lorry routeing and a programme of works has been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented before the development hereby permitted is commenced and retained throughout the duration of construction

Reason: In the interests of highway safety.

- Full details of the vehicle cleaning measures proposed to prevent mud and spoil from vehicles leaving the site shall be submitted in writing to the Local Planning Authority for written approval prior to the commencement of the development. The approved measures shall be implemented before the development commences. Once the development has been commenced, these measures shall be used by all vehicles leaving the site and maintained in good working order for the duration of the development. No vehicle shall leave the site unless its wheels have been cleaned sufficiently to prevent mud and spoil being carried on to the public highway.

Reason: In the interests of highway safety.

- No individual unit shall exceed 10,000 sqm.

Reason: To ensure the vehicle movements do not exceed the forecast levels in the interests of highway safety in accordance with Test Valley Borough Revised Local Plan Policies T1 and LE6(b).

- No development hereby permitted shall be occupied until a Management Plan for the proposed bus control features within the site has been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented before any part of the development hereby permitted is occupied and retained in perpetuity.

Reason: In the interests of highway safety and operation.

- Overnight parking at the park and ride facility shall not occur as no outbound AM peak period vehicular trips have been presented, assessed or mitigated.

Reason: In the interests of highway safety.

- The development must not exceed the peak traffic period staff trips presented in the Transport Assessment. Staff shift patterns must be provided to the Local Planning Authority on request.

Reason: In the interests of highway safety.

- The development shall not be occupied until the park and ride bus service provision has been submitted to and approved in writing by the Local Planning Authority. The agreed bus service shall be maintained for the duration of the park and ride operation.

Reason: In the interests of highway safety.

I trust that the above is clear but I would ask you not to hesitate to contact David Earl on the above number should you wish to discuss anything further.

Yours faithfully,

Stuart Morton
Team Leader – Highways Development Planning