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Transport Planning and Traffic Engineering Consultants

Proposed West Garage Redevelopment Conway Street, Hove

Go-Ahead Group

Transport Assessment

May 2021

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1.0 INTRODUCTION

1.1 Aim of Assessment

- 1.1.1 This Transport Statement accompanies a planning application by Gerald Eve on behalf of The Go Ahead Group for the provision of a new workshop/office building and improved garage at Conway Street, Hove, East Sussex BN3 3LT.
- 1.1.2 This Statement considers the accessibility of the site by all modes of travel and the consistency of the proposals with national and local transport policy. A comparison is made between the levels of vehicular traffic associated with the permitted and proposed uses and the effect on the local road network is reviewed.

1.2 Contents

1.2.1 The Assessment continues:

- in Section 2 where the existing transport context of the site is described;
- in Section 3 with a review of the transport policy context;
- in Section 4 with a description of the transport elements of the proposals;
- in Section 5 with a transport appraisal; and
- in Section 6 with a summary of our conclusions.

2.0 TRANSPORT CONTEXT

2.1 Strategic Location

- 2.1.1 The site is within the Conway Street industrial area, some 400m north of Hove town centre and some 2.7km north west of Brighton city centre, as shown at Appendix 1.
- 2.1.2 To the north of the site Fonthill Road continues for some 450m where it meets the A270 Old Shoreham Road at a signalised junction. The A270 continues west for some 5.8km where it meets at the A27 (T) Shoreham Bypass.
- 2.1.3 To the east of the Upper Shoreham roundabout the A27 (T) continues for some 40km to Eastbourne. West from the roundabout the A27 (T) continues for some 35km to Chichester and a further 23km and 49km to Portsmouth and Southampton respectively.
- 2.1.4 To the east of the signalised junction of Fonthill Road and the A270 Old Shoreham Road the A270 continues for some 2.4km where it meets the A23 Preston Road at a signalised junction.
- 2.1.5 The A23 continues north for some 1.7km where it becomes the A23 London Road and a further 2.4km as part of the Patcham Bypass where it meets the Mill Road roundabout with access to the grade separated junction with the A27 (T). The A23 (T) continues north for some 27km to Crawley where it joins the M23 at Junction 11. A further 32km north the M23 meets the M25 London Orbital Motorway at junction 7.

2.2 Local Area

- 2.2.1 The application site is bounded by Conway Street to the south, Goldstone Street/Fonthill Road to the east, the southern railway line to the north and a Jewson builders' yard to the west. The local highway network surrounding the development site is subject to a 20mph speed limit.
- 2.2.2 In the immediate vicinity of the development site all local roads are provided with pedestrian footways and street lighting. Carriageway widths are in excess of 7.3m and on-street parallel parking bays are provided on local roads.
- 2.2.3 To the east of the site Fonthill Road continues for some 450m meeting the A270 old Shoreham Road at a signalised junction. To the southwest Clarendon Road meets the A2023 Sackville Road at a priority junction. To the north the A2023 continues some 2km where it meets the A2038 and 1km to the south to the sea front.
- 2.2.4 South of the site and the Conway Street Industrial area are the existing residential streets including Livingston Road, Shirley Street, Goldstone Road and Clarendon Villas.
- 2.2.5 The local area is shown at Appendix 2.

Local Facilities

- 2.2.6 Some 200m east of the site on Goldstone Villas are a number of local facilities including a newsagents, public house, coffee shop, a number of restaurants, taxi rank and railway station.
- 2.2.7 Some 200m west of the site on Sackville Road are further local facilities including a newsagents' and take away.

2.3 Footways and Cycleways

Footways

- 2.3.1 The local area has an existing network of pedestrian footways on both sides of the carriageway. To the south of the site pedestrian footways are provided along Conway Street and continuing on other local roads including Fonthill Road to the east and Ellen Street and Clarendon Road to the south.
- 2.3.2 To the east of the development site pedestrian footways continue along Conway Street for some 200m where access to Goldstone Villas is available via pedestrian steps. South of the site Clarendon Villas provides suitable pedestrian routes to the south via existing residential streets including Goldstone Street, Sackville Road and Blatchington Road.
- 2.3.3 Additionally some 250m to the west of the site pedestrian access to Sackville Road is provided via pedestrian steps from Conway Place.

Cycleways

- 2.3.4 The Regional Route Cycleway 82 (RR 82) runs north/south and passes the site some 170m to the east via the Hove railway station. From Hove railway station the RR 82 heads north west for some 8.6km where it arrives in Saddlescombe south of Poynings.
- 2.3.5 To the south RR 82 continues for some 1.1km via the B2185 The Drive where it meets the National Cycle Route (NCR) No. 2.
- 2.3.6 NCR No. 2 is a long distance route linking Dover to St. Austell. In the local area it provides a connection to Worthing, Hove and Brighton city centre with the majority of the route provided off-road along the seafront.
- 2.3.7 The local cycle network is shown at Appendix 3.

2.4 Public Transport

Bus Services

2.4.1 Bus services that operate on Ellen Street to the east of the site include:

Services from Ellen Street		Service Frequency (minutes)					
No.	Route	Monday - Friday		Saturday		Sunday	
INO.		Day	Eve	Day	Eve	Day	Eve
5/5A/5B/ N5	Hangleton – Hove – Brighton – Patcham/Hollingbury	10	10	10	10	10	10

- 2.4.2 The closest bus stops for east and westbound services 5, 5A, 5B and N5 is on the Ellen Street some 200m east of the site. The stops are provided with a pole and service timetables. These bus services are also available some 200m to the west on Sackville Road at the Coleridge Street bus stop which s provided with a pole, shelter and bus timetable.
- 2.4.3 Some 200m east of the site on Goldstone Villas the Hove Railway Station bus stop facilities offer further public transport options. The stops on Goldstone Villas are provided with seating, shelters and timetable information.
- 2.4.4 Bus services that operate on Goldstone Villas include:

Services from Hove Railway Station		Service Frequency (minutes)					
No.	Route	Monday - Friday		Saturday		Sunday	
INO.		Day	Eve	Day	Eve	Day	Eve
7/N7	Hove – Brighton – County Hospital – Brighton Marina	8	12	8	12	8	15
21	Goldstone Valley – Hove – Brighton – Queens Park – Whitehawk – Marina	60	60	60	60	60	60
21A	Goldstone Valley – Hove – Brighton – Queens Park – Whitehawk – Marina	60	60	60	-	60	-
95A	Mile Oak – Portslade – Hove – Cardinal Newman School	4*	-	-	-	-	-

^{*}No. of services per day

Train Services

2.4.5 Hove railway station is some 170m north east of the site accessible on foot from the site via Conway Street and Goldstone Villas. Hove railway station provides access to the London Victoria line with twenty minute services provided in each direction. Hove station offers links to central London to Victoria and St. Pancras and Gatwick.

2.5 Brighton & Hove City Council Parking Zones

- 2.5.1 Conway Street, Fonthill Road and Ellen Street as well as the surrounding area are within the Brighton & Hove City Council (B&HCC) Controlled Parking Zone N. Roads in the immediate vicinity of the site are subject to parking restriction between 09.00 and 20.00 Monday to Sunday.
- 2.5.2 Adjacent to the application site Fonthill Road, Conway Street, Ethel Street and Ellen Street are all subject to permit holders and Pay and Display parking, with a mix of maximum stay periods of either two, four or 11 hours, with bays on either one or both sides of the carriageway.
- 2.5.3 Between sections of marked bays each street is subject to Double yellow lines preventing the parking of vehicles at any time.
- 2.5.4 Businesses and organisations are permitted to apply for a maximum to two business and customer permits.

2.6 Existing Site Use

- 2.6.1 The existing use of the development site is as the west garage which forms part of the whole Go Ahead garage on Conway Street, Goldstone Streen and Ellen Street. The west garage includes office facilities, the HQ office and workshop buildings.
- 2.6.2 The site has three existing vehicular dropped kerb crossover accesses. Two access points are on the southern site boundary onto Conway Street and the third access is on the eastern site boundary off Fonthill Road.
- 2.6.3 The existing layout is shown at Appendix 4.

2.7 Existing Staff Details

- 2.7.1 Based on staff information provided by Go Ahead a number of different shifts operate at the site, as below:
 - Operations work various shifts between 04.30 2315, 7 days a week;
 - Engineers work 2 shifts: 0800 1630 and shift working 7 days on 3 days off, 7 nights on 4 days off between 0300 0151;
 - Radio room staff work 0530 2130, 7 days a week with a night shift between 2130 0548;
 - Customer unit work 0700 1900, 7 days a week;
 - Office staff work 0700 1700, 7 days a week;
 - Drivers work 6 to 9 hour shifts depending on the bus operators' requirements. Their shifts are spread over 24 hours depending on the bus service.
- 2.7.2 The first bus leaves the garage at 0445 in the morning with the last bus returning at 0106. The night buses run through the night which start returning at 0330.
- 2.7.3 Go Ahead have indicated there are some 39 members of engineering based at the site at various times during the day, some 45 members working within the officers and 242 drivers when fully staffed.
- 2.7.4 Currently all members of staff are provided a free buss pass with the option to purchase a yearly rail ticket at a large discount. Go Ahead also run a staff bus which picks up and drops off staff throughout the night.

2.8 Safety Record

- 2.8.1 Personal injury accident records have been acquired from crashmap for the latest five year period available between 2016 and 2020 inclusive. The data covers the area immediately outside the site including Conway Street and Fonthill Road.
- 2.8.2 Based on the latest five year review period, two slight accidents occurred immediately outside the site. Of these accidents one involved a car pulling in to the path of a cyclist and the other involved a car pulling out in to the path of oncoming traffic.

2.9 Method of Travel to Work

- 2.9.1 Census data for the 'Method of Travel to Work' has been reviewed for the workplace zones E33037353, E33040711 & E33040712, which includes the site and the existing Conway Street Industrial area. The data was reviewed to establish the existing travel modes and means of travel by staff working in the local area to travel to work.
- 2.9.2 The 2011 Census data identifies the following mode of travel used by employees working in the local area of the site:

Method of Travel for Hove (E33037353, E33040711 & E33040712)				
Mode of Travel	Modal Split			
Driving a car or van	47.30%			
Bus, minibus or coach	16.1%			
On foot	13.5%			
Train	11.8%			
Bicycle	4.7%			
Motorcycle, scooter or moped	2.9%			
Passenger in a car or van	2.4%			
Taxi	0.5%			
Other method of travel to work	0.8%			

3.0 Planning Policy

3.1 National Planning Policy Framework

- 3.1.1 The updated National Planning Policy Framework (NPPF) was published in February 2019.
- 3.1.2 NPPF 2019 retains 'at the heart of the Framework is a presumption in favour of sustainable development' (para 10 and 11).
- 3.1.3 In terms of transport it states that planning should actively manage patterns of growth in support of the opportunities to promote walking, cycling and public transport use. (paras 102 and 103). In assessing applications for development paragraph 108 notes assessments should ensure:
 - 'appropriate opportunities to promote sustainable transport modes can be or have been taken up, given the type of development and its location;
 - safe and suitable access to the site can be achieved for all users; and
 - any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.'
- 3.1.4 The NPPF states specifically at paragraph 109 that 'development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'
- 3.1.5 Applications should also:
 - give priority to pedestrian and cycle movements, and public transport access;
 - address the needs of people with disabilities;
 - create safe, secure and attractive places;
 - allow for efficient delivery of goods, and access by emergency vehicles; and
 - enable charging of plug-in and low emission vehicles. (para 110).
- 3.1.6 Local parking standards should also take into account site accessibility, availability and opportunity for public transport, mix of development and car ownership levels (para 105).

3.2 Local Planning Policy

Brighton & Hove City Plan Part One

- 3.2.1 The City Plan Part One was adopted by B&HCC in March 2016. The document sets out the strategic and spatial vision for the future of Brighton & Hove through to 2030.
- 3.2.2 Policy CS7 sets out the Council's view regarding infrastructure and development contributions.

- 3.2.3 CS7 states that to make development acceptable, inadequacies in infrastructure arising from proposed development will be required to be mitigated through Section 106 obligations and will be sought where they meet the statutory tests of being:
 - necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.

Brighton & Hove Local Plan 2005

- 3.2.4 The Local Plan was adopted in July 2005. However since the adoption of the City Plan Part 1 some of the saved policies have been retained and will continue to apply until being replaced fully by the 'City Plan Part 2'.
- 3.2.5 Policy TR4 requires new development that have significant transport implications to provide a Travel Plan.
- 3.2.6 Policy TR7 sets out that planning permission will be granted for developments that do not increase the danger to users of adjacent pavements, cycle routes and roads.
- 3.2.7 Policy TR14 sets out the Council's view on cycle access and parking provision stating that all proposals for new development and changes of use facilities for cyclists should include:
 - safe, clearly defined and well-lit access and approaches to, and circulation within, the development site; and
 - secure, convenient, well-lit, well signed and wherever practical, sheltered cycle parking, close to the main entrance of premises, in accordance with the Council's approved parking standards.
- 3.2.8 Where cycle provision cannot be provided on site it can be relocated nearby on the public highway or a contribution provided to improvements to the cycling infrastructure.
- 3.2.9 TR18 sets out parking for people with a mobility related disability and that the number of parking spaces is to be calculated in accordance with the parking standards set out in Supplementary Planning Guidance, 'Parking Standards'.

3.3 Parking Standards

3.3.1 Supplementary Planning Document 14 (SPD14) (October 2014) sets out the Council's parking standards:

Land Use	Parking Standards					
Land Use	Parking Type	Key Public Transport Corridors				
	Car	1 space per 100m ²				
	Electric Vehicle	10% of car parking provision to have electric vehicle charging provision 10% of car parking provision to have passive				
		provision to allow conversion at a later date				
		Staff - 1 space plus 1 space per 100m2 (Long Stay)				
	Cycle	Visitors – 1 space plus 1 space per 500m2 (Short Stay)				
B1 Office	- ,	Showers and changing facilities should be provided for all office developments of 500m2 and above. Facilities should be provided on the basis to cater for a minimum of 10% of staff				
	Disabled User Parking	0 to 200 bays – Individual bays for each disabled employee where known plus 2 bays or 5% of total capacity whichever is greater				
		Over 200 bays – 6 bays plus 2% of total capacity				
	Motorcycle	Major developments based on at least 5% of the maximum total car parking standard. Minor developments provision provided on a case by case basis.				

3.4 CIHT Guidance

- 3.4.1 The Chartered Institute of Highways and Transportation (CIHT) published 'Guidelines for Providing for Journeys on Foot' in 2000. This document indicates that the average length of a walking journey is 1 km. The report also provides advice on acceptable walking distances to various facilities.
- 3.4.2 The suggested distances are provided in Table 3.2 of the document as set out below:

	Suggested Acceptable Walking Distance (metres)			
	Town centres	Commuting/School	Elsewhere	
Desirable	200	500	400	
Acceptable	400	1000	800	
Preferred Maximum	800	2000	1200	

- 3.4.3 For new developments it is also important to anticipate desire lines and associated crossing locations. The attractiveness of walking would be affected by ease of pedestrian access to the site and the location of buildings and access arrangements within the site.
- 3.4.4 For new developments it is also important to anticipate desire lines and associated crossing locations. The attractiveness of walking would be affected by ease of pedestrian access to the site and the location of buildings and access arrangements within the site.

3.5 Department for Transport Guidance

3.5.1 Local Transport Note (LTN) 1/20, Cycle Infrastructure Design, July 2020 indicates at para. 2.2.2 that:

'Two out of every three personal trips are less than five miles in length – an achievable distance to cycle for most people, with many shorter journeys also suitable for walking'.

4.0 DEVELOPMENT PROPOSALS

4.1 Scheme Proposals

- 4.1.1 The development proposals comprise demolishing the existing offices and workshop buildings and replacing with new offices, a new workshop and an uncovered yard which will be used for bus parking facilities at night and staff during the day.
- 4.1.2 The site development covers an area of 4,110m² with the proposals providing 3,096m² of exposed hardstand area and 1,014m² of offices at ground level.
- 4.1.3 The new offices will be build over four storeys with a total GIA of 2,600m² including 574m² workshop and 2,026m² of offices.
- 4.1.4 The proposed site layout is shown at Appendix 5.

4.2 Site Access

- 4.2.1 A vehicle access from Conway Street is proposed in the same location of the existing eastern access from Conway Street. The proposed site access would be provided in the form of a 6.7m wide entrance with automatic sliding gate.
- 4.2.2 To the east of the site in a similar location as the existing access to Fonthill Road is proposed in the form of a 17.5m wide with automatic sliding gate.
- 4.2.3 Pedestrian access into the office building including for the workshop area is proposed from Conway Street.

4.3 Parking

Car Parking

4.3.1 The proposal include three disabled bays located nearest to the proposed office and 23 standard parking bays along the southern edge of the proposed hardstanding area. Parking for a further 27 cars is provided along the northern boundary of the area of hardstanding. Six electric vehicle (EV) parking bays will be provided.

Cycle Parking

4.3.2 A total of 15 covered Sheffield type stands for 30 bicycles are proposed adjacent to the offices.

Bus Parking

4.3.3 The proposals include 67 parking bays for buses including 55 in the hardstand area, 8 on the circulation route and 4 within the workshop.

4.4 Traffic Generation

4.4.1 There would be no new traffic generation in relation to this scheme as the site is currently in use for the same uses as proposed. The aim of the development

4.5 Servicing

4.5.1 A bin store serving the new building is proposed in the south eastern corner of the office building. Refuse collection would be undertaken from Conway Street. This arrangement is as per the existing refuse collection for commercial businesses within the Conway Street Industrial area.

4.6 Travel Plan

- 4.6.1 A Framework Travel Plan would be prepared for staff at the new development based on B&HCC's 'Guidance for the production of Workplace Travel Plans', April 2007.
- 4.6.2 Measures to encourage use of sustainable travel modes would include:
 - appointment of a Travel Plan Coordinator;
 - · cycle parking;
 - shower facilities;
 - public transport information; and
 - a car sharing scheme.

5.0 TRANSPORT APPRAISAL

5.1 Approach

- 5.1.1 Our appraisal of the proposed development assesses:
 - accessibility by means of transport other than the car;
 - site access and layout design;
 - parking provision;
 - effect of development traffic at local junctions;
 - provision for servicing;
 - road safety review; and
 - consistency with policy.

5.2 Accessibility by Non-Car Means

Pedestrians and Cyclists

- 5.2.1 The Chartered Institution of Highways and Transportation (CIHT) 'Guidelines for Providing for Journeys on Foot' provides advice on acceptable walking distances to various facilities. For commuting the acceptable walk distance is 1km with the preferred maximum 2km (table 3.2). The urban area of Hove as well as Preston, Courtenay Terrace, Aldrington and West Blatchington are within 2km of the site.
- 5.2.2 Footways are provided on both sides of the roads in the urban area within 2km, with pedestrian crossing facilities provided allowing any staff living in the local area to walk to work.
- 5.2.3 Local facilities are available on Goldstone Villas to the east and Sackville Road to the west including a newsagents are within 400m of the site and would allow staff to walk to local shops at lunch.
- 5.2.4 Hove is within the urban area of Brighton & Hove connected to a number of nearby areas including Patcham, Stanmer Heights, Moulscoomb, Bevendean, Kemptown, Brighton City centre, Southwick and Mile Oak all within a 5 mile cycling distance from the site making it accessible by cycle for staff living in those areas.
- 5.2.5 Staff would be encouraged as part of the Travel Plan to walk and cycle where possible. Cycle parking is proposed, plus showers and lockers for staff within the building, further encouraging cycling to work.
- 5.2.6 In summary the site is accessible by foot and cycle.

Public Transport

- 5.2.7 Regular bus services serve the local area including on Ellen Street and Goldstone Villas to the east and Sackville Road to the west. Go Ahead provide an additional staff bus for staff working at night as well as free bus passes and a heavily reduced yearly train tickets.
- 5.2.8 The available public transport options available to staff and Travel Plan measures would also help to encourage existing and new staff to use non-single occupancy car modes of transport to travel to work.

5.3 Site Layout Review

- 5.3.1 Suitable visibility splays of 2.4m x 25m would be provided for vehicles emerging on to Fonthill Road in line with Manual for Streets guidance based on a design speed to 20mph.
- 5.3.2 Swept path analysis for a bus has been undertaken in to the site from Conway street from the east and west and out of the site to Fonthill Road which indicates that the proposed layout is suitable for its proposed use. This vehicle tracking is shown at Appendix 6.
- 5.3.3 Pedestrian access into the building would be from Conway Street which has pedestrian facilities suitable for the expected number of staff walking to the site.

5.4 Parking Review

Car Parking

- 5.4.1 Based on the B&HCC adopted parking standards, SPD14, 31 car parking spaces should be provided for the proposed offices with a further 48 based on the area of hardstanding. The total figure of 79 is over the proposed 63 however further area of hardstanding is available if required. Based on Go Aheads current on site operation this level of parking is suitable.
- 5.4.2 Based on the 60 parking spaces proposed 3 disabled bays meets the 5% disabled parking bay requirement set out in the adopted car parking standards.
- 5.4.3 Six EV parking bays along with six passive EV parking bays are to be provided as set out in the parking standards.
- 5.4.4 Visitors to the site would be encouraged to use public transport. However, Pay and Display on-street parking for periods of up to two hours or four hours are also available within walking distance of the site and could therefore be used by visitors for short-term parking.

Cycle Parking

- 5.4.5 Based on the Brighton & Hove City Council cycle standards and the total proposed office development of 2,600m² a minimum of 27 cycle parking spaces are required.
- 5.4.6 A total of 30 covered cycle parking spaces is proposed for staff adjacent to the office building. This level of provision is in-line with the Council's standards for cycle parking.

5.5 Traffic Impact on Wider Road Network

5.5.1 The redevelopment of the existing Go-Ahead Group offices and workshop would make no difference to existing traffic flows on the local or wider area road network.

5.6 Servicing

5.6.1 Bin storage facilities are to be provided off Conway Street on the southern site frontage. Refuge collection would be undertaken from the existing public highway as per the other commercial businesses within the Conway Street Industrial area.

5.7 Road Safety Review

- 5.7.1 During the five-year review period two accidents slight in severity occurred within the immediate vicinity of the site. These accidents do not represent a pattern or reoccurrence that would raise existing highway safety concerns.
- 5.7.2 The proposed development would result in no change in traffic conditions on the road network and would therefore not affect existing road safety conditions.

5.8 Policy Review

- 5.8.1 The site is accessible by a range of transport options including buses within 200m, footway and cycle links and being within 200m of access to a train station. The site is therefore consistent with Paragraph 108 of the NPPF.
- 5.8.2 The promotion of alternative means of travel to both staff and visitors is in line with paragraph 103 of the NPPF and Policy TR4 of the Brighton & Hove Local Plan 2005 for the provision of a workplace Travel Plan.
- 5.8.3 The cycle parking provision is in accordance with Brighton & Hove City Council Supplementary Planning Document 14, Policy TR14 and TR18 of the Brighton & Hove Local Plan 2005 as well as paragraph 105 of the NPPF being of a level to meet anticipated parking demand.
- 5.8.4 Satisfactory servicing can be undertaken from Conway Street in line with Policy TR7 of the Brighton & Hove Local Plan 2005.

6.0 CONCLUSIONS

- The site accords with NPPF in terms of accessibility as it is served by public transport and is accessible by cycle and on foot. Pedestrian crossing facilities are available within the local area near the site to provide links to bus stops, the train station and local facilities.
- The level of cycle parking proposed is in line with the Council's guidance.
- 6.3 The potential demand for car parking can be satisfactorily accommodated within the development with 63 demarked parking spaces proposed and further hardstanding available if required.
- 6.4 The proposed new development would not result in a material change in traffic on the local and wider highway network. This would therefore not affect existing highway safety conditions.
- The provision of sustainable travel measures on site would encourage staff to use sustainable means of travel to get to the site.
- 6.6 Servicing of the development would take place from on-street as per the existing operation of businesses locally.
- 6.7 Vehicle tracking for a bus indicates that the site can suitably serve its proposed use as a bus garage and workshop.

























