

Neath Town Centre Redevelopment

Transport

April 2020.

Phase 3: Retail & Leisure



Permission has previously been approved in respect of full planning for the demolition of the Magistrates Court and adjacent demountable buildings, and the development of a 4 deck, 604 space multi-storey car park, 1 No. Retail unit (Class A1), and Shopmobility unit; together with associated permanent and temporary public realm improvements.

Together with outline planning for the demolition of existing multi-storey car park (incorporating Wilkinson and Tesco) and the Greyhound PH, and the development of 9 No. Retail units (Class A1); 7 No. Retail/Food and Drink units (Classes A1/A3); 2 No. Retail/office units (Classes A1/A2); 1 No. Office/Community facility unit (Class B1/A2/D1), and up to 31 No. Residential Units, together with associated public realm improvements, reconfigured service yard and car parking.

Development of the first phase (granted full planning permission) has been completed.



Phase One.

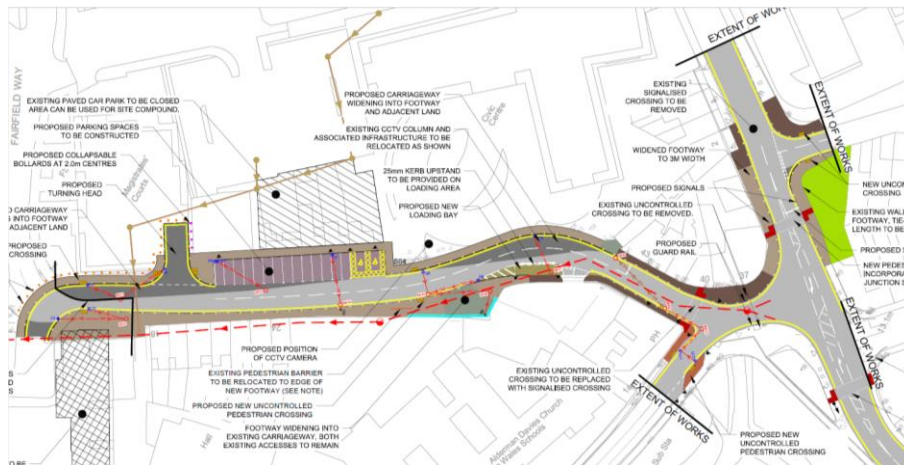
A further phase of that development, was granted full planning permission under P2016/0654 on the 9th January 2017 for a 3 Storey mixed use block comprising 6 commercial units (Class A1/A2/A3 with 12 No. residential units and associated works, including changes to existing service yard and public realm improvements.

The phase of development has commenced on site.

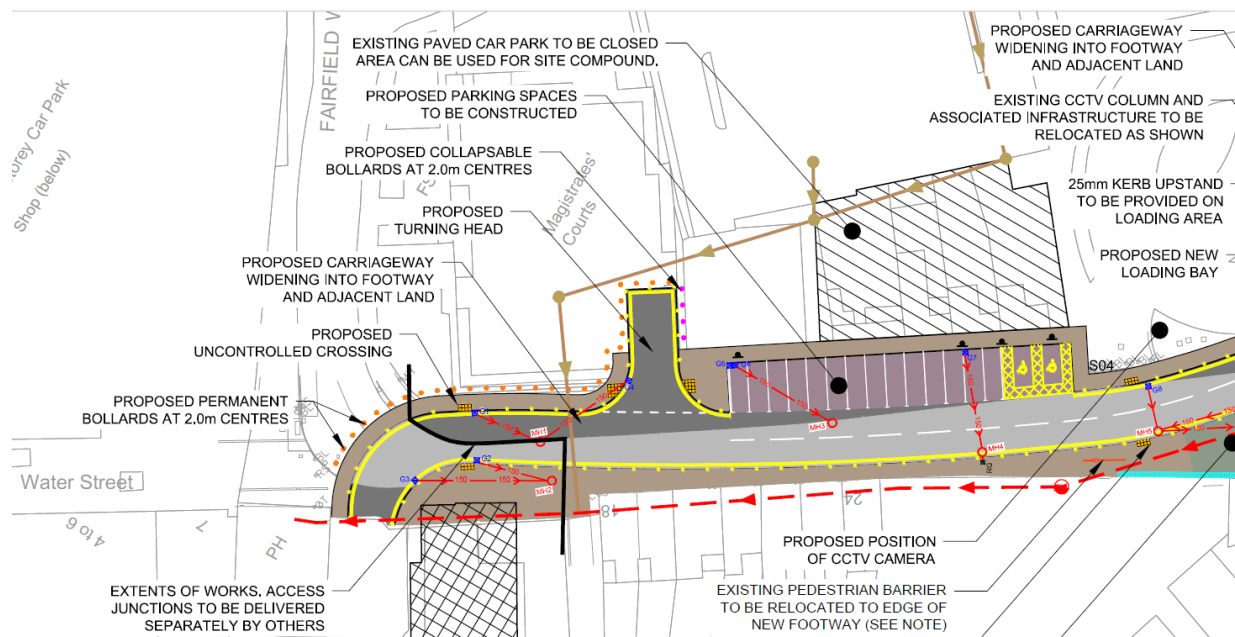


Phase Two.

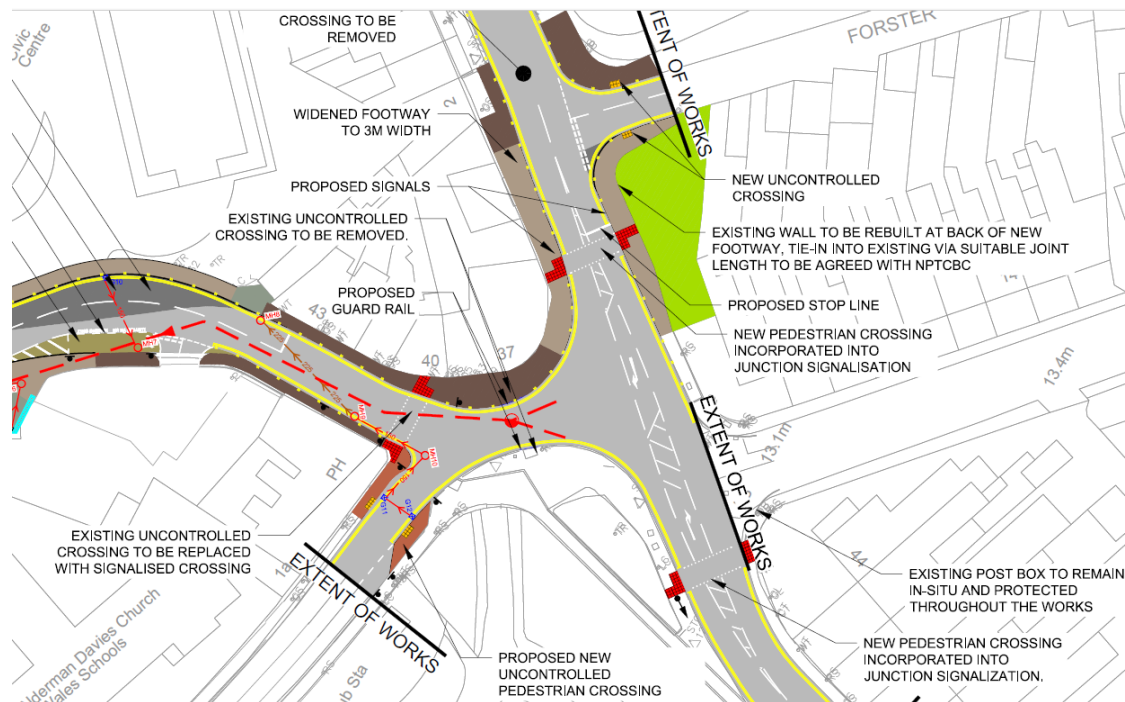
In addition off site highway work to facilitate the stopping up of Fairfield Way have also taken place.



In detail the works provide for new access to the existing service yard, serving boots and others, and parking for residential properties on Water Street.



Together with new junction arrangements to allow HGV vehicles to enter and leave this proposed access only stretch of highway, when the through route closes.



The development site measures approximately three hectares in area comprising previously developed land within Neath Town Centre to the south of Wind Street, west of Prince of Wales Drive, east of Water Street and north of Gnoll Park Road.

The area previously encompassed a variety of existing retail and ancillary town centre uses, a multi-storey car park and temporary surface car park. The Proposed Development was approximately 14,525m² and sought planning permission for two phases including the following elements:





Phase 1 (Detailed Application): approximately 2,148m² for commercial floor space (approximately 2,216 m² including shop mobility) and a 604 space multi storey car parking area over four deck levels.

Phase 2 (Outline Application): approximately 12,309m² in total including commercial floor (A1/A3), offices (B1) and residential areas (C3) with approximately 27 units



That application was supported by a Transport Assessment undertaken by Asbri Transport, and included as Appendix 1 of this document for information only.

The assessment set out the potential traffic impacts of the proposals as a whole, including all phases of development if the works were all provided. Clearly, the development would be phased, and the phased approach to traffic management would need to be assessed upon submission of detailed proposals at reserved matters stage.

The submitted assessment considers the existing traffic generation and movements around key junctions within the area of the development, and uses this baseline data to assess the potential changes to these flows, to consider the impacts upon the capacity and free flow of traffic.

The assessment concludes that whilst there will be a need to consider the appropriate traffic management of the phasing of development and the servicing of the proposed units, there are no significant off site highway improvements required to facilitate the development.

The full planning application includes the proposed vehicular access arrangements off Prince of Wales Drive to the proposed multi-storey car park, and temporary service yard for the proposed retail unit.



For the outline phase 2 proposals, the applicant has provided an indicative scheme for potential improvements/alterations to Water Street and the junction of St. David's Street and Gnoll Park Road, including the potential for additional traffic light controls. These matters, as clarified previously, were fully designed and assessed as part of highway improvement scheme which has now been completed. These works require Water Street to become 2 way but for access, and service vehicles only, minor alignment alterations, residents only car parking and traffic regulation orders will be

The Head of Engineering and Transport, (Highways Section), has considered the submitted details, including the Transport Assessment and Travel Plan. No objection is raised to the proposals, subject to appropriate conditions.

As such it was considered that the proposals would accord with Policy T1 of the Neath Port Talbot Unitary Development Plan.

The site plan illustrates the proposed development at Kier Works. The main building is a large, rectangular structure with a central corridor and multiple wings. To the left of the building is a large parking area labeled 'LANDSCAPE' and 'PARKING'. To the right of the building is another parking area labeled 'PARKING'. The plan also shows a 'PLANNING BOUNDARY' (red line) and a 'KIER WORKS BOUNDARY' (blue line). Other features include a 'WATER' feature, a 'WALKWAY', and a 'COURTYARD'. The plan is oriented with North at the top.

In total the development will provide 5,375 m2 of ground floor space, with an additional 1,707m2 of first floor space, together with service yard, and public realm

Based on the previous hybrid planning permission, and the subsequent Phase 2 development (with full planning), the commercial floor space approximately equates to:

Approx sq.m	Hybrid Application Totals	Phase 1	Phase 2	Proposed Development Retail & Leisure
Total Floor space	12,711sq.m	2,409 sq.m	312 sq.m	7,082.2 m2
Ground floor	8,926 sq.m	2,409 sq.m	312sq.m	5,375 m2
Remaining floor space		10,302sq.m	9,990sq.m	2,907.8 m2



Uses and quantum of development.

The current application seek permission for a leisure centre, and 6 ground floor commercial units, plus a first floor library. The commercial units are provided in differing sizes to accommodate a range of retailers/uses and occupiers suited to the town centre.

Unit Number	sqm	sqft	Use class
1	338sq m	3638.2 sqft	A1/D1
2	292sq m	3143.06 sqft	A1/D1
3	217sq m	2335.77 sqft	A1
4	193sq m	2077.43 sqft	A1
5	169sq m	1819.1 sqft	A1 /D1
6	145sq m	1560.77 sqft	A1 /D1
Total	1,354 sq m	14574.33 sqft	

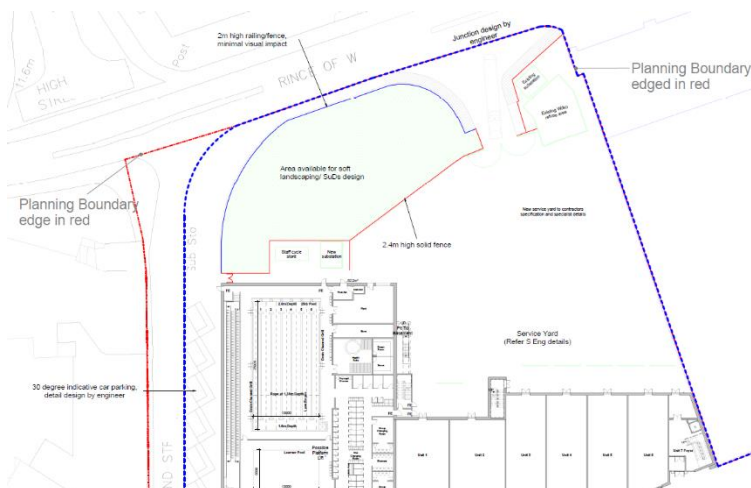
At first floor the development proposes an additional 1,707m2 (18374 sqft) of floor space (First floor Gym within the leisure centre, and library over Units 3-6) with separate access onto the main Water Street frontage to Unit 7 serving the library.



This proposals falls below the quantum of development previously approved as part of the hybrid application, and the scale of the proposals has provided a reduction in the development footprint, increasing the service yard provision, resulting in approx 2,907.8 m² of floor space yet to be development to the maximum parameters of development previously granted outline permission. Albeit this proposal is now for a number of alternative uses.

In addition the new modern multi-storey car park has been constructed as part of Phase 1

Previously approved proposals outlining max development parameters, and service yard provision.



Proposed development, showing larger service yard provision.

In terms of servicing the smaller units will require a less intensive servicing arrangement than the larger units originally proposed, and if some of these become leisure uses, the servicing will potentially reduce further. In relation to the Leisure

centre use, the servicing is significantly lower than the large department store operations originally considered as part of the TA for the development previously approved.

Planning Policy.

Policy SP20 Transport Network

The transport system and infrastructure will be developed in a safe, efficient and sustainable manner through the following measures:

1. Implementing key transport projects and supporting schemes identified in the Joint Transport Plan;
2. Promoting connectivity and access to public transport through improving bus and rail facilities;
3. Supporting enhancements to the walking and cycling network;
4. Promoting park and share schemes along key highway routes;
5. Promoting efficient use and links to the transport network through the identification of a road hierarchy;
6. Restricting development which would have an unacceptable impact on highway safety;
7. Requiring development proposals to be designed to provide safe and efficient access and promote sustainable transport;
8. Requiring appropriate parking provision;
9. Facilitating movement of freight by means other than road.

The strategy seeks to support and develop the transport network to safely and effectively facilitate the movement of people and freight within the County Borough, to reduce reliance on the private car and to improve connectivity to neighbouring areas.

The implementation of key transport projects including Harbour Way (PDR), Coed Darcy Southern Access Road and the integrated transport hub at Port Talbot will help to facilitate projected demographic and economic growth while allowing a more efficient use of the network.

In order to reduce the need to travel and restrict negative impacts of traffic growth, the LDP will assist in developing a sympathetically designed, high quality and well maintained network of public transport, cycle and walking routes in and between communities. The Plan will support the implementation of planned new walking and cycling routes and will give favourable consideration to proposals that will improve the cycle and walking network and public and community transport.

Parking provision for both motor vehicles and bicycles will be required to be incorporated into developments focusing in particular on meeting the needs of

residents. In addition, park and share facilities will provide an opportunity for car sharing, reducing road traffic for both leisure and commuting purposes.

The identification of the road hierarchy establishes the most important routes within the County Borough, identifying the main corridors for movement and highlights local roads of significant importance.

The Primary network comprises the M4 motorway, the A465(T) and the A483. These are routes that are fundamental in allowing Neath Port Talbot to function regionally and provide the key network for the movement of people and goods, carrying a substantial amount of traffic. The Core network comprises the A48, A4109, A4107, A474, A4067, A4221 and A4069. These routes are identified in the Joint Transport Plan as the Regional Strategic Highway Network and consist of major roads that provide key routes through the County Borough.

Neath Port Talbot is also well served by alternatives to road transport. The main London to Swansea rail line provides good links across South Wales and is due to be upgraded and electrified within the Plan period bringing the prospect of improved services, while proposals for Port Talbot Parkway Station and transport interchange will further enhance local and regional travel. There is significant potential for the movement of freight using the harbour, docks, river wharves and rail lines which will help to reduce road congestion and environmental effects. Alternatives to road transport will be supported wherever possible.

Policy TR2 Design and Access of New Development

Development proposals will only be permitted where all of the following criteria, where relevant, are satisfied:

1. The development does not compromise the safe, effective and efficient use of the highway network and does not have an adverse impact on highway safety or create unacceptable levels of traffic generation;
2. Appropriate levels of parking and cycling facilities are provided and the access arrangements for the site allow for the safe manoeuvring of any service vehicles associated with the planned use;

3. The development is accessible by a range of travel means, including public transport and safe cycle and pedestrian routes;

4. Transport Assessments and Travel Plans are provided for developments that are likely to create significant traffic generation.

New development will be required to demonstrate that it will have no adverse effect on the existing highway network and traffic or congestion will not be increased to unacceptable levels.

In respect of the Primary network, new direct access will generally not be appropriate unless it can be demonstrated that a new access is required to facilitate wider regeneration initiatives and any development will be expected to demonstrate that the proposal will not be detrimental to the flow of traffic or highway safety. In respect of the Core network, generally the provision of on-street parking, new direct frontage access, and turning movements will be restricted in the interest of highway safety and the efficient movement of traffic.

In the interests of creating more sustainable communities new development proposals should be accessible by a variety of means, not just the private car. Walking, cycling and public transport play an important role in reducing the number of shorter journeys taken by car and contribute towards the Plan's aim to provide a sustainable and more integrated transport network. Where appropriate, new developments will be required to demonstrate how they connect to existing, adjacent settlements.

The Authority has set out parking and access standards that developments will be required to meet in line with the 2008 County Surveyors Society Wales Parking Standards. Due to the diverse nature and varying characteristics of the County Borough, the Authority has divided the area into parking zones, with respective parking standards applied to each zone. Full details will be set out in Supplementary Planning Guidance.

Larger developments will be required to submit a Transport Assessment in accordance with national guidance. The Transport Assessment will need to identify what the transport impacts of the development will be and set out measures that will be taken to address anticipated transport impacts and how any negative effects can be mitigated.

Previous Assessment

The previous Transport Assessment assessed trip generation based on the uses and the scale of development proposed;

Trip generation

“As outlined above, the entire development (phases I and II), will include: Retail floor space; Commercial floor space; and, Residential accommodation.

6.2.2 In terms of traffic generation, it is considered that the retail floor space will generate the majority (if not all trips) to/from the regeneration area as: The residential accommodation will be a ‘car-free’ development; The pricing strategy within the car park will actively discourage long-stay (commuter) parking, which will be accommodated elsewhere within the town centre.

6.2.3 The likely volumes of traffic generated by the retail element of the development are detailed below.

Mixed use retail

Vehicle trip generation rates for the proposed development have been obtained from the TRICS 2013(b) trip generation database. Sites were selected on the basis of the following selection criteria:

- Land use: Retail – mixed shopping malls;*
- Survey days: Monday – Friday and Saturday;*
- Floor area: up to 37,000sq.m; and,*
- Location of the development: UK, excluding Greater London, Northern Ireland and Republic of Ireland.*

*The TRICS outputs and the peak periods are summarised in **Table 6.1** below. It should be noted that average trip rates have been used, as there are insufficient surveys within the database to provide 85th percentile trip rates.”*

Table 6.1 Summary of trip rates/vehicular generation – mixed shopping malls

Peak Period	Arrival trip rate	Departure trip rate	Total trip rate	Vehicle arrivals	Vehicle departures	Total vehicles
Weekday						
0800 – 0900	0.124	0.020	0.144	10	2	12
1700 – 1800	0.123	0.263	0.386	10	21	31
Saturday						
1000 - 1100	6.551	5.359	11.91	521	426	947

In relation to the impacts of the development the assessment concludes that;

*“As part of the development, it is proposed to construct a large mixed use development in two phases, as follows: Phase I comprises approximately **2,148sqm** (23,118sqft) of A1 retail accommodation, together with a 604 space multi-storey car park and substantial area of public realm; Phase II comprises approximately **12,309sqm** (132,495sqft) of A1 and A3 retail accommodation, together with commercial office and residential accommodation.”*

Impact of the proposals

“In order to determine the impact of the proposed development, and to identify any potential mitigation measures, capacity analysis has been undertaken at each junction within the study area.

The results of the capacity analysis indicate that development generated traffic can be accommodated on the existing highway network with minimal impact on existing queues and delays. It is therefore considered that no mitigation measures are required as a result of the proposed development.”

Conclusion

“In summary, it is considered that the existing highway network has sufficient capacity to accommodate the scale of development proposed, with minimal increases in existing queues and delays for road users. 8.2.2 It is also considered that the impact of the development can be further reduced through the implementation of an effective Travel Plan – a management tool designed to minimise the adverse impacts of travel on the local environment.”

The development now proposed is set out previously within this report, noting that the multi-storey car park has already been constructed.

Comparison.

In total the development will provide 5,375 m² of ground floor space, with an additional 1,707m² of first floor space, together with service yard, and public realm

The original assessment was made based on a trip generation comparable to up to 37,000sq m. With the total area permitted under that hybrid application as 12,711sq m, with a capacity after this application of 2,907.8 m² remaining to be developed.

The proposed uses include retail/commercial units, and a replacement leisure centre use, that will replace the existing facility at Dyfed Road plus library.

Unit Number	sqm	sqft	Use class
1	338sq m	3638.2 sqft	A1/D2
2	292sq m	3143.06 sqft	A1/D2
3	217sq m	2335.77 sqft	A1
4	193sq m	2077.43 sqft	A1
5	169sq m	1819.1 sqft	A1
6	145sq m	1560.77 sqft	A1
Total	1,354 sq m	14574.33 sqft	

Relocation of Library and Leisure Centre.

The leisure centre use provides swimming, gym ,health suite and associated café over 3,345.8 sqm, and the library 617sqm.

These 2 uses, are presently located in the town centre, the Library having no dedicated car parking, only on street parking, and the existing Dyfed Road facility having a total of approx 62 spaces for customers, with the remainder relying on on-street parking, or more likely the existing multi-storey car park.



Existing Library location off Victoria Gardens.

The library presently houses the lending and reference libraries, music, and children's library, and provides a number of other facilities and drop in sessions.

The library presently operates the following opening hours;



Neath Library

Day	Time
Monday	9.00 - 6.00
Tuesday	9.00 - 6.00
Wednesday	9.00 - 6.00
Thursday	9.00 - 5.00
Friday	9.00 - 7.00
Saturday	9.30 - 1.00

With some services limited to specific hours or days

Dyfed Road Leisure Centre



The existing leisure centre at Dyfed Road has a car park for approximately 62 spaces, and provides a wider range of facilities than the proposed new centre. It is understood that visitors travel to and from the site by a variety of means and a proportion of the visitors lie within walking distance, or use sustainable private or public transport to visit. In addition, visitors utilise other parking facilities within the town centre, which is only a short distance away, and combine trips.

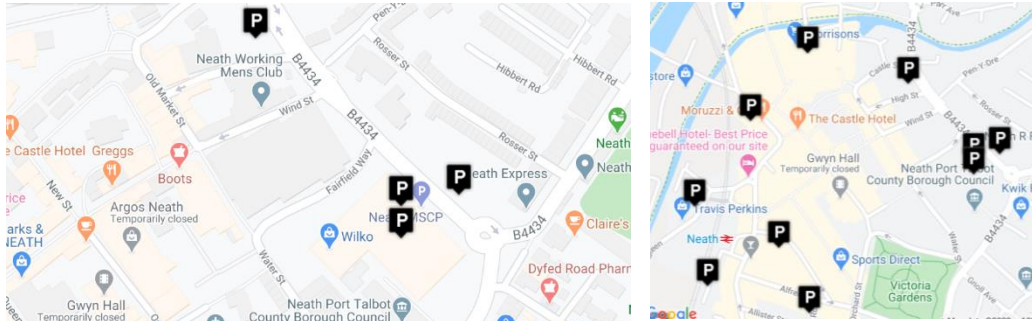
The site presently operates the following opening hours.

Day	Members	Pay & Play
Monday	6.15am - 9.00pm	9.00am - 9.00pm
Tuesday	6.15am - 9.00pm	9.00am - 9.00pm
Wednesday	6.15am - 9.00pm	9.00am - 9.00pm
Thursday	6.15am - 9.00pm	9.00am - 9.00pm
Friday	6.15am - 9.00pm	9.00am - 9.00pm
Saturday	9.00am - 6.30pm	9.00am - 6.30pm
Sunday	8.00am - 6.30pm	

Parking in Neath Town Centre

There are presently 3 public car parks within proximity of the site.

Beyond this there are a further 6 facilities within the Neath town centre area



Of the 3 nearest to the site, these provide a total of 670 spaces, with a further 450 spaces provided at Milland Road.

The new multi-storey car park, constructed as part of Phase 1 of this development provides a total of 600 of these spaces.

Number of Spaces:

Level	Spaces	Disabled
Ground Floor	65	17
Level 1	96	9
Level 2	190	8
Level 3	206	

Total: 600

Opening Times:

Monday - Friday 7.00am - 7.30pm

Saturday 7.30am - 6.30pm

Sunday 8.30am - 5.30pm

Within the specified opening times there are free parking times.

It is envisioned that the car parking times will be extended to accord with those of the Leisure centre, to ensure that visitors can utilise this provision.

It is considered therefore that the assessment made previously, remains relevant and that the following outstanding matters would still need to be considered as part of this application to ensure that the construction phase, and the operational phase are dealt with in terms of highway and pedestrian safety, and the free flow of traffic.

Mitigation Measures.

Construction Phase.

A Construction Management Plan will be necessary to address both site deliveries, construction compound and construction parking etc.

The site is constrained within an existing town centre, and in proximity to other retail and associated uses that will require careful consideration, to ensure minimisation to any disruption.

In addition there is a school in close proximity, and the access to the existing multi-storey car park, which provides parking for workers and visitors to the town centre. All of these issues, including delivery times avoiding school pick up and drop off times will need to be addressed within the CMS.

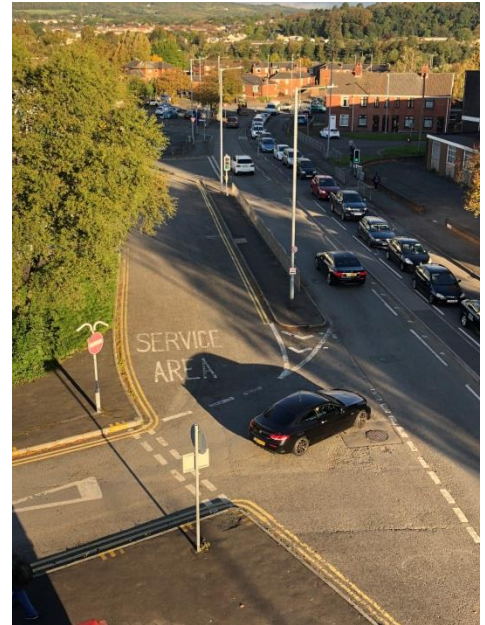
Service Yard access and operational Phase.

The application includes details of the access to the service yard, and this area is 50% larger than previously indicated, due to the overall reduction in the depth of the units (based on retail advice). The tracking shown on plans supporting the application provides confidence that there is more than sufficient space within the yard for parking of service and delivery vehicles to serve the units proposed, and all turning of these vehicles.



An indicative location for the access to the service yard is shown on the submitted drawings, however, further work including a Road Safety Audit will be necessary to ensure that its micro-siting is undertaken to reflect its proximity to the access and exit of the multi-storey car park.

This can be dealt with through the imposition of a suitable condition by the Local Authority.



Service Yard Management.

In relation to increased traffic generation through servicing, a management plan for the service yard is necessary and should be dealt with via a suitably worded planning condition. This could prevent or limit servicing of the units between specific hours, to mitigate any potential impacts upon any potential conflict with timing of deliveries on the free flow of traffic on Prince of Wales Drive.



Quiet Deliveries Good Practice Guidance – Key Principles and Processes for Retailers

April 2014

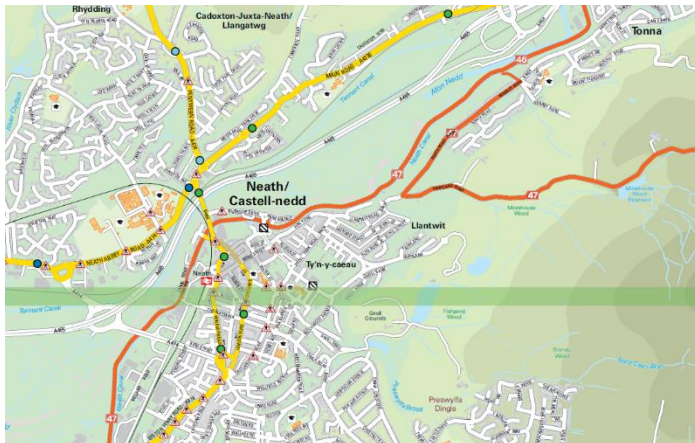


In the production of this management plan the Quiet Deliveries, good practice guidance should also be considered. As referenced within the Noise Assessment report, submitted with this application.

<https://www.gov.uk/government/publications/quiet-deliveries-demonstration-scheme>

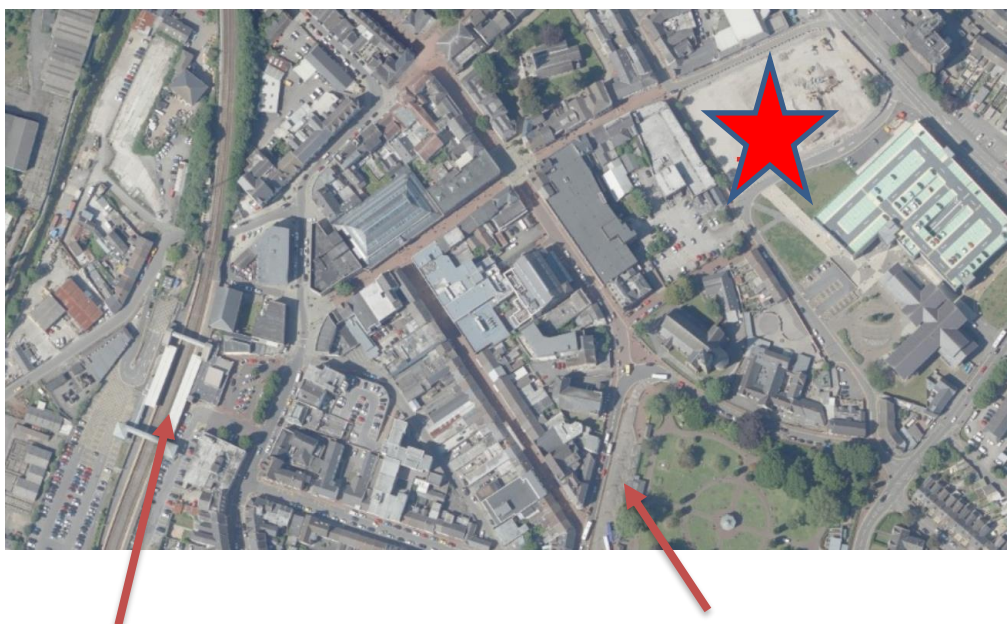
Sustainable travel and travel plan

The site lies within the existing Town Centre, and as such is served well both public transport, and is connected by active travel routes to the wider area, including the valleys, and beyond.



The extract here shows the connectivity with the national cycle route network.

In addition the site lies within walking distance to the railway station serving the mainline between London and Swansea, and the bus station, which provides services to the valleys and communities of Neath Port Talbot and beyond.



Neath Train Station

Bus Station

The taxi rank also lies adjacent to the site, along Wind Street.

In terms of accessibility the site is therefore well served by public transport, and connected to sustainable route for walking, cycling, notwithstanding the provision of parking within proximity of the site, and further afield.

The opportunities to reduce a reliance on private vehicular transport is available, and as such the promotion of these opportunities is necessary.

Occupiers Sustainable Travel Welcome Packs.

The proposal relates to the provision of 3,626 sq m of retail floor space. Clearly each operator may have specific programmes and incentives, and therefore at this stage, being to prescriptive in the content of programmes offered would potentially stifle any new ideas. However, the physical measures that can be incorporated into the development itself to encourage sustainable transport will be as follows.

Welcome packs to each operator addressing the key aspects

- **Promotion of active travel**
- **supporting public transport.**
- **Managing parking and traffic.**

In addition, as part of the development cycle parking has been shown within the service yard for staff to utilise.

EXAMPLE OF DATE AND INFO TO BE INCLUDED.

Cymru

Contact Number 0800 464 0000

<https://www.traveline.cymru/>



TravelineA4Poster.pdf

Public Transport Bus Operators in NPT

<https://www.firstgroup.com/south-west-wales>

<https://www.southwalestransport.com/>

<https://www.natgroup.co.uk/news/nat-group-purchases-select-local-bus-neath>

<https://bustimes.org/operators/select-local-bus-services>

<https://www.ridgwayscoaches.co.uk/bus-timetable>

<http://www.dansa.org.uk/>

Car sharing schemes

<https://sharecymru.carbonheroes.com/WelshLanding.aspx>

Further details of this will be put together as part of a suitably worded condition imposed by the Local Planning Authority.

Traffic Monitoring and post occupation controls.

It is considered, that monitoring should take place on the capacity of the multi-storey car park. This will identify any potential congestion issues within the town centre, at the earliest stage.

Annual data provided on the use of the car park, either through the form of traffic counters placed on the access and exit, or manual survey would highlight any capacity issues, and a suitably worded condition, requiring appropriate mitigation measures could be imposed upon any permission issued.

Conclusion.

It is considered that subject to the mitigation and controls highlighted within this report, that can be dealt with through the imposition of suitable conditions if necessary by the Local Authority that the proposals would accord with Policies SP20 and TR2 of the Neath Port Talbot Local Development Plan.