



Head of Planning
Havant Borough Council
Civic Offices
Civic Centre Road
HAVANT
Hampshire
PO9 2AX

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

Tel: 0300 555 1375 (General Enquiries)
0300 555 1388 (Roads and Transport)
0300 555 1389 (Recycling Waste & Planning)
Textphone 0300 555 1390
Fax 01962 847055

www.hants.gov.uk

<i>Enquiries to</i>	Chris Hirst	<i>My reference</i>	6/3/13/212
<i>Direct Line</i>	0370 779 0563	<i>Your reference</i>	APP/21/00200
<i>Date</i>	24th March 2021	<i>Email</i>	Chris.Hirst@hants.gov.uk

For attention of D Haywood

Dear Sir/Madam,

Thank you for consulting the Highway Authority on the above planning application which seeks permission to redevelop the former Pfizer site located to the east of New Lane. The Highway Authority have reviewed the Transport Assessment (TA) submitted alongside the application and wish to make the following comments.

Pre-Application

The applicant has engaged in pre-application discussions with the Highway Authority to discuss the impact of the proposed development on the local road network. Conversations on the transport elements of the development have remained ongoing until the submission of the planning application.

Existing Conditions

The former Pfizer site is situated in the industrial estate located on the eastern side of New Lane. The site currently serves a number of industrial units which are internally connected via access roads. The site is currently served via 2 bellmouth junctions on New Lane. To the west of New Lane are a number of residential estates while Havant town centre is located to the south.

The site itself has been subject to a number of planning applications; however, the 2020 schedule of site uses (the most recently available), consisting of the planning permitted uses, is outlined below:

Land Use	Floorspace (sqm)
Office (b1a)	4,311
R&B (B1b)	2,427
Industrial (B1c/B2)	22,539
Warehousing (B8)	5,231
Total	34,508

Sustainable Transport

Pedestrian/Cycle

Footways are present on both sides of New Lane, separated from the carriageway by grass verges. The footway on the eastern side of the road terminates to the south past the allotments, requiring pedestrians to cross and utilise the existing provision on the western side of the carriageway.

A pedestrian refuge crossing is provided circa 200m north of the site, consisting of dropped kerbs, tactile paving and a refuge island. The site does not currently benefit from any pedestrian crossing facilities to the south; however, it is noted that the applicant is proposing to implement a new dropped kerb/tactile crossing facility to the south. The proposed crossing is very wide and could present a safety issue. Visibility splays should be shown from the mid-point of the crossing landings corresponding to the sight stopping distance (SSD) of the main road.

New Lane benefits from on-road cycle lanes which connect into NCN routes 2 and 22. The Highway Authority have highlighted to the applicant the existing safety concerns at the Crossland Drive/New Lane junction which impacts on cyclists. This matter is addressed under the Personal Injury Accident Data section of this response.

Bus

The nearest bus service facilities are located on St. Albans Road, to the west of the site, approximately a 2-minute walk away. The number 20 and 21 bus provide two services an hour between Portsmouth and Havant.

The Highway Authority identified at the pre-application stage that the local bus facilities could be upgraded to improve the uptake of sustainable transport to the site. The existing stops on St. Albans Road consist of a flag pole and timetable only. The applicant should address the potential upgrade of these facilities in any follow up transport documents.

Rail

Havant railway station is approximately 1.1km south-west of the site. Services are provided to destinations including Southampton, Portsmouth and London. Services to Portsmouth are available 7 times an hour from the railway station and therefore represent an alternative mode of transport to the private car for those based in the on-site warehouse.

Personal Injury Accident data

The applicant has provided Personal Injury Accident data (PIA) obtained from Hampshire Constabulary for the most recently available ten-year period, up to 31st December 2019. The study area covers the lengths of New Lane, New Lane Industrial Estate Access, Crossland Drive/New Lane Junction and Crossland Drive/ St. Albans Road Junction. Given that the data is now over a year out of date, the Highway Authority have undertaken an internal review of accident data in the vicinity of the site.

During the above time frame, a total of 11 recorded accidents occurred within the study area. Of these, 7 were recorded as slight, whilst there were 4 recorded as serious, no fatalities were recorded.

The Crossland Drive/New Lane junction recorded 3 slight and 3 serious PIA over the time period, 3 of these accidents involve cyclists utilising the on-road cycle lanes on New Lane. As previously noted, Hampshire County Council have expressed concerns about the collision rate at the junction and have agreed with the applicant during the pre-app stage that a scheme should be designed to address the accident record at this location. The junction has been subject to a number of improvements schemes implemented by HCC over the years to reduce the frequency and severity of accidents at this location. The historical concerns at this junction relate to the interaction between HGVs and cyclists.

During pre-application discussions, the applicant was requested to investigate an LTN 1/20 compliant scheme which would improve the safety of cyclists at the junction. The improvement scheme presented within the TA consists of two new traffic islands located either side of the New Lane/Crossland Drive junction, shown in drawing number 205452/PD03.

The TA states that the purpose of the islands is to reduce vehicle speeds on New Lane. The applicant has undertaken speed surveys on New Lane in September 2020 which recorded 85th percentile speeds as 37.3mph northbound and 36.8mph. Whilst the Highway Authority acknowledge that the new island may provide benefit in reducing vehicle speeds, it has also previously stated that the proposed improvement scheme does not address the accident history at the junction. The introduction of the traffic islands would reduce the working width of the cycle lanes which would not improve cyclist safety, nor does it meet the standards set out in LTN 1/20. It is noted that the safety auditor has identified this issue within the RSA. The PIA data does not indicate a link between the accidents and speeding on New Lane; instead, the accidents are attributed to the large visibility splays afforded along New Lane which results in drivers becoming making decisions about turning from the junction early and failing to see oncoming cyclists.

The Highway Authority requires the applicant to revisit the proposed improvement scheme at the junction and would welcome further discussions around this point.

Development Proposal:

The proposed development would see the re-development of the former Pfizer site to convert it into a distribution centre 15,546 sqm in size, where parcels are delivered via vans to the local area. 868 delivery vans shall be branded and stored on site, this is opposed to the vans being stored by workers at home addresses.

It is proposed that the vans stored onsite will undertake what is referred to as the last mile of the distribution. The vans will leave the site in the morning between 07:00-12:00 and return between 16:00-21:00 and deliver within an hours catchment area from the depot site. The vans will be loaded to ensure they can deliver goods for 6 hours, thus ensuring only one trip to and from the distribution centre is required by the delivery vans. Additionally, onsite staff will have a shift pattern outside of the network peak hours (08:00-16:00, 16:00-12:00 and 12:00 – 08:00). Given the specific details on the operational requirements for the site forming the basis of the assessment, the Highway Authority would seek planning conditions restricting the use for the current applicant only. An open permission for any end user would not be appropriate as the assessment assumes that the impacts are reduced by the development type as a result of the operational model for this particular occupant. The Highway Authority would welcome further discussions with the applicant and the Planning Authority on this matter.

Access:

The proposed development will provide three separate vehicle accesses from New Lane, all in the form of a priority junctions. The southern and middle junctions are pre-existing and are not proposed to be amended as part of the development. The northernmost junction is new on the network and has been shown in drawing number 205452/PD02.

Movements between the 3 accesses will be disaggregated based on the employee's role. HGV access will be achieved solely via the existing southern access only. This will be secured through the design of the internal layout and should be conditioned appropriately. The existing central access will be used by staff based on site in the distribution centre and through design of the internal layout only provides access to the staff car park. Van drivers delivering goods from the site will use a mixture of the new northern access and existing southern access.

To confirm that the proposed accesses are suitable for the level of flow along New Lane, annual average daily traffic flows should be provided. The Highway Authority also require further information regarding the speed survey data undertaken by the applicant to confirm that it is inline with the Highway Authority's TG3 guidance. The speed surveys should have been undertaken in

free-flow conditions and near to the expected 'y' distance of the access visibility splays and not at the junctions themselves.

The visibility splays have been shown to 43m; however, it is noted that the current speed survey data would require 62.0m and 60.0m visibility splays in the respective northbound/southbound directions. The existing and proposed accesses are spaced too close based on a 43m SSD, which is also too short considering the higher recorded speed values. Therefore, there is a greater risk of visibility obstruction caused by adjacent accesses which will need to be evaluated in safety terms against the proposed site usage and intensification of the accesses.

The tracking drawings have been provided at a 1:1000 scale which makes them difficult to assess. The Highway Authority will require 1:200 scale drawings to review.

Parking Provision:

The car park serving employees, accessed via the central vehicular access, will provide a total of 208 parking spaces. In their capacity as local parking authority, Havant Borough Council should determine whether the proposed quantum of parking meets adopted parking standards. The Highway Authority will need to be confident that the site development will not lead to on street parking by employees from the site.

In addition to the above parking facilities proposed, it is also proposed to include 866 van storage spaces within a van storage deck within the site. The intention is for all delivery drivers to travel to the site, pick up their van, load it up from the distribution centre before departing on their delivery route. For those delivery drivers travelling to the site via their personal vehicle, they will park in the operational van storage spaces whilst the deliveries are made.

Trip Generation:

Proposed Development Trip Generation

During the pre-application stage, the Highway Authority agreed that the applicant should base their trip generation assumptions on occupier-based data, given the lack of available and comparable TRICS data on last mile distribution centres. The total trip generation has been split between cars, LGVs and HGVs and is therefore agreed as follows:

Peak Hour	Car (two-way)	LGV (two-way)	HGV (two-way)
AM	121	216	2
PM	105	216	0

The applicant was also requested to run a comparison search of TRICS which confirmed that the two-way traffic movements noted above were robust when compared to the TRICS data.

Existing Site Trip Generation

During pre-application discussions, the applicant noted that the Pfizer operations on-site had been winding down for a number of years, but there remained some existing level of on-site traffic generation. It was therefore agreed that an element of the existing site traffic generation could be net from the proposed development trip rates.

Within the TA, the applicant has presented assessments which compare the proposed trip generation against the previous maximum site use (taken as the time at which consent was granted for an on-site Cold Storage unit in 2010) and the 'existing' site use by looking at TRICS data. During pre-application discussions, the Highway Authority raised that whilst an element of netting should be applied to the site, it is not proportional to do so against the maximum site use. The Highway Authority also expressed concern with assuming a blanket 'existing' assumption which bases the trip rate on the current occupiers GFA which is not representative nor reflective of the wind down in operation of the Pfizer site. Whilst the Highway Authority acknowledges that the site has planning permission and have, in the past, fulfilled their operational needs within the confines of the permission, this does not reflect the fact that the site has not been operating at full capacity for a number of years and therefore requires a new planning application to re-develop the site.

The Highway Authority therefore requires an assessment which robustly present the existing site use to net against the proposed development trip rates. Further discussions with the applicant would be welcome on this point. The purpose of netting the existing site use is to ensure that double counting is not taken when assessing junctions in modelling terms. The Highway Authority cannot permit the netting of trips beyond this level given the nature of the operation of the site for some period of time.

Traffic Distribution:

During pre-application discussions, the Highway Authority agreed the form and use of a gravity model to distribute traffic to and from the proposed development. The model assumes that deliveries are weighted based on the population of areas within a 1-hour drive of the site, forming the catchment area. Population data to inform the model has been extracted from the Census 2011 which is considered acceptable.

HGV's traffic distribution will not be based in peak conditions. This is down to the HGV's operating overnight delivering goods. The main networks associated with the travel of HGV's are along Crossland Drive, which is a designated HGV route. Whilst these may not be a concern for operational capacity these are relevant when considering the safety of the Crossland Drive/New Lane junction as set out above. Clarification is sought on the level of any increases or change in distribution of HGV traffic at the junction as a result of the proposed development.

Utilising the gravity model, Table 5.8 identifies that the Crossland Drive/New Lane junction will take 70% of the site traffic. This figure reduces to 66% at the B2149/Park Road North Roundabout and 57% at the A27/Langstone Road Roundabout when accessing the strategic road network. The remaining circa 30% of trips route north of the site to the New Lane/Bartons Road junction. To reaffirm the routes shown within the gravity model, a comparison has been drawn against the distribution agreed through the nearby planning application at 38 New Lane (APP/19/00660). It is noted that the distributions are comparable and therefore the gravity model distribution is considered robust.

Based on the identified percentage of traffic at each junction, a comparison has been drawn against the maximum and 'existing' site use. As set out above, the Highway Authority has queried this approach and will require an assessment of the existing site trip generation before the impact at individual junctions can be identified.

Junction Assessment:

The following junctions have been modelled to ascertain the impact of the development:

- New Lane site access
- Further to the comments raised above regarding the provision of AADT flows to confirm that the junction form is appropriate, junction modelling should also be undertaken for the 2 existing accesses to confirm that they will operate within capacity following the increase in traffic movements.

The junction has been modelled under the following scenarios:

- Baseline Future Year 2023.
- Baseline Future Year + Development 2023.

The modelling for the new site access identifies a maximum RFC of 0.50 on the New Lane (S) in the PM peak hour. It is noted that the modelling has been based on the traffic distribution presented within Table 5.7 of the TA which states that 0% of traffic will use New Lane north, 29% of traffic will use New Lane south and 1% of traffic will use Crossland Drive. This data varies from the percentages set out in Table 5.8 which is outlined above. The applicant should therefore clarify what set of distribution data has been used and if Table 5.7 has been used for the assessment, why the localised impact of traffic has not been fully accounted for.

Until the applicant has provided an updated assessment which robustly analyses the existing site trip generation, the Highway Authority reserves its position to request further junction modelling on locations identified through the further assessment. However, it should be noted that the following junctions receive an increase in 30 or more trips when comparing the proposed development against the 'existing' use and would therefore need to be considered for modelling:

- Crossland Drive/New Lane;
- B2149/Crossland Drive;
- B2149/Park Road North Roundabout; and
- A27/Langstone Roundabout.

Framework Travel Plan

The Framework Travel Plan is being reviewed by Hampshire County Council's Travel Plan team and any comments will be forwarded to the applicant direct.

Recommendation

The Highway Authority requires further information on the following points before a recommendation can be made of the application:

- Updated mitigation proposal for the New Lane/Crossland Drive Junction;
- Pedestrian visibility splays annotated on the southern crossing plan;
- Provision of further information regarding the site accesses;
- Updated assessment to net trips from the existing site from the proposed development;
- Junction modelling for the pre-existing site accesses;
- Further discussions with the Highway Authority regarding junction modelling once the trip generation has been agreed; and

I trust that the above is clear but please contact Chris Hirst should you need further information.

Yours faithfully,

Gemma McCart
Team Leader – Highways Development Planning