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Enquiries to

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My reference

6/3/13/134 (APP1819)

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Your reference

APP/18/01072

Date

12th March 2019

Email

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For the attention of Mr D Eaves

Dear Sir

Land West of the Crematorium, Bartons Road - Outline Application with all other matters reserved, for up to 72 new homes plus associated green infrastructure including community orchard.

Thank you for consultation on the above planning application. Outline planning permission is sought for the construction of 72 dwellings with associated green infrastructure works. The site to the north of the application land is an emerging allocation within the East Hampshire District Council Local Plan for 78 dwellings. This emerging allocation would be directly accessed only through this application site. The full 150 dwellings will therefore need to be considered by the Highway Authority when reviewing this application, in particular when considering the access arrangements to the site.

It is also noted that a separate application has been received for public open space within EHDC, formal comments have been provided by the Highway Authority on this matter. The response to this separate application stated that comments on the greenspace provision are not a matter for the Highway Authority, however comments on the highway impact of development proposals would be considered within the review of this application.

Existing Conditions

The proposed development is located west of Havant crematorium. To the west, the application for 55 dwellings (APP/14/00863) is currently under construction and to the south the land south of Bartons Road application (APP/15/01435) has received outline planning permission for 175 dwellings and works have commenced on site under application APP/18/00565 for the construction of the site access road. To understand existing speeds along

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

Bartons Road, ATC surveys were undertaken between 15th – 21st March 2018. The results of these ATC surveys found the 85th percentile speeds to be 39mph eastbound and 39.8mph westbound. Adjusted for wet weather, these speeds are measured at 36.5mph and 37.3mph respectively.

Vehicle flows in the peak hours were observed as 532 eastbound and 627 westbound in the AM peak and 545 eastbound and 692 westbound in the PM peak. The extent to which the Linden homes site was occupied during these surveys has not been detailed and should be clarified.

Committed Development

3 committed developments have been considered as part of this application, including the Linden Homes development to the west (55 dwellings), Land South of Bartons Road (175 dwellings), and Southleigh Park House (full application for 20 dwellings and an outline application for 70 dwellings). The committed developments noted are agreed, however, no consideration has been given to the redevelopment of the Colt site (APP/18/00244), the Land East of Horndean application (55562/005) or the Eastleigh House development (9 dwellings). These approved applications should be considered alongside the other committed developments noted above.

Accessibility

Walking and Cycling

Proximity to local facilities has been assessed within the TA. Assuming a 'maximum preferred' walking distance of 800m for town centres, 1200m for elsewhere and 2km for commuting/sight-seeing (as set out in the CIHT guidance 'Providing For Journeys on Foot'), some of the identified retail facilities, business parks and leisure facilities sit within proximity to the site. Both Sharps Copse Primary School (1.4km) and Saint Alban's CoE Primary School (1.6km) are situated above the acceptable walking distance of 1km and are therefore less likely to attract walking trips especially for younger children to either primary school.

Opportunities exist to extend the shared use footway/cycleway provision along Bartons Road to the east to further encourage walking and cycling trips. A number of local trip attractors such as Havant College and Solent Retail Park sit outside the walkable distance and are a 3km and 3.6km respective cycle from the development. Improving local footway and cycle links around the development to improve the routes to school and local facilities should therefore be investigated further and discussed with the Highway Authority.

Bus

The nearest bus stops to the site sit 500m from the proposed emergency access, serving bus routes 20 and 21. Taking the distance from the centre of the site places this distance at circa 700m, although it is noted that the proposals to widen the footway on the southern side of Bartons Road to a 3m

wide shared footway/cycleway to the west, which this development proposes to tie into, will increase the accessibility of these stops.

Rail

Warblington Station is the closest form of rail travel from the development, circa 2km away. This sits at the maximum preferred walking distance for pedestrians and is therefore less likely to attract many walking trips when travelling by train when considering current conditions along Bartons Road. Improving shared use facilities along the road to the east will help to increase the accessibility of the station and pedestrian and cycle travel to the station.

Personal Injury Accident Data Review

Personal Injury Accident Data (PIA Data) has been provided and reviewed for a 5-year period up until 31/12/2017. While the scope of this assessment is considered acceptable, it is noted that the data is now over a year out of date. The Highway Authority requests up-to-date PIA data is provided to allow a comprehensive review of accidents within the local area.

Site Access Proposals

Primary vehicular access into the development is proposed via the existing crematorium access onto Bartons Road, with access to the crematorium site now served via a bellmouth junction internal to the site. The proposed development will upgrade the access to provide a 6.75m carriageway and 10m kerb radii, this is demonstrated in drawing number 17-55-011. An emergency access point to the site is also proposed which will double up as a shared pedestrian/cycle access.

The works to link the internal route through the site to the Bartons Road access and the realigned crematorium access sit outside the highway boundary. Confirmation needs to be provided as to who owns this land and whether the applicant has rights to carry out the works heading north into the site as detailed in drawing number 17-055-011 Rev H.

The proposed visibility splays are considered acceptable for the emergency access; however, the applicant needs to demonstrate that the visibility splay to the west is possible in the vertical plane as there is an embankment and land which is potentially outside of the control of the Highway Authority/the developer. If this is the case, an easement or dedication will be sought. The highway boundary should be demonstrated to clarify this point. The existing dropped kerb to the field gate must be replaced with a full height kerb to prevent it from being mistaken as an access.

Access to the development has been considered in line with the land south of Bartons Road development with the implementation of a right left staggered junction between the access to this site and the crematorium access. The access proposals and associated pedestrian and cycle improvements along Bartons Road are currently progressing through HCC's Section 278 design checking process. The interaction between the proposed site access and

approved land south of Bartons Road access have been reviewed and are considered acceptable.

Tracking has been provided for a number of vehicles while considering the revised Bartons Road layout noted above. Following a review of these drawings, the following issues have been raised which need to be addressed:

- Drawing number 17-055-022 Rev B demonstrates that a bus turning left into the site overrides the southbound lane from the development, conflicting with a vehicle egressing the site. Although this is only considered an occasional vehicle, tracking still needs to be provided that the access can accommodate this movement.
- Drawing number 17-055-034 Rev A indicates a conflict between a super large refuse and family car on both the main access onto Bartons Road and the junction with the crematorium.
- Drawing number 17-055-044 tracks a super large refuse via the old Bartons Road alignment. This drawing should be removed as it will not reflect the revised alignment.
- A bus and hearse should also be tracked through the crematorium access given the change in junction form.

Sustainable Travel Improvements

Shared pedestrian/cycle access to the site is proposed through the emergency access, demonstrated in drawing number 17-055-011. A short section of 3m footway/cycleway is proposed to the west of the site to tie into the access to the Linden Homes development. No detail has been provided as to how this will tie into the provision from the Land South of Bartons Road development. It is also noted that the effective width of the shared use path will be 2.5m as there is a requirement for a 0.5m strip against the carriageway (also stated within the RSA). This should be addressed in a revised drawing.

It is noted that no investigation has been carried out by the applicant, as discussed during pre-application advice, into connecting the site by providing shared use facilities across the site frontage on the northern side of Bartons Road, heading eastbound towards the junction with Eastleigh Road. As part of the Southleigh House development, shared pedestrian/cycle provision has been secured to the Bartons Road/Eastleigh Road junction, the shared use route from this development should tie into these works. The land south of Bartons Road development has also secured a link through to Wyevale Garden Centre which will also need to be tied into. Given the extended provision to the west, secured through the South of Bartons Road, Southleigh House and Colt International developments, providing a shared use path eastbound from the access should be explored as part of this development to create a continuous route along Bartons Road between Eastleigh Road and Martin Road.

Providing this continuous route along Bartons Road will increase the viability of both walking and cycling to and from the development in particular to key employment areas including for example to Havant Town Centre, Havant

College and Langstone Technology Park. Currently, a pedestrian refuge island and 2m footway are proposed on the western side of the site access. These facilities should be upgraded to accommodate cyclists to tie in with the shared use noted above.

Parking Provision

Details of car parking requirements will be responded to by Havant Borough Council as parking authority. However, it is noted that the parking will be provided in accordance with HBC's SPD which is considered acceptable.

Trip Distribution and Generation

Following pre-app discussions with the applicant, it was agreed that the trip rates from the Land South of Bartons Road application should be adopted to calculate the number of vehicular trips occurring in the peak hours from the development.

The vehicular trip rates agreed for the aforementioned application were 0.557 in both the AM and PM peak (two-way). Considering these rates against residential development of 72 dwellings place the two-way vehicular trip rates at 41 in the AM peak and 42 in the PM peak.

A sensitivity test has been undertaken for the additional 78 dwellings to the north of this site, falling within East Hampshire's jurisdiction. Vehicular trip rates for the full 150 dwellings have therefore been accounted for under the sensitivity test. This results in two-way trips of 84 in the AM peak and 87 in the PM peak for the full 150 dwelling allocation.

The approach towards calculating the distribution of vehicle trips from the site has been carried out in the same manner as the land south of Bartons Road application. This was originally derived from 2011 Journey to Work census data which assigns traffic based on the locations of people travelling to work during the peak hour from the Havant output area.

When considering the methodology above, Petersfield Road South is the most utilised route from the development with 34% of vehicle trips from the site, followed by Eastleigh Road at 33% of trips which turn right at the junction with Southleigh Road, heading southbound. The routing of vehicles past Southleigh Road is unclear, although it is assumed some of these vehicles will be sent to the A27. The Bartons Road/Horndean Road junction provides an alternative route to the A27 in the peak hours, although traffic figure 08 only shows 1 vehicle heading southbound in the AM peak, compared to 10 via the Eastleigh Road junction. Clarity is therefore sought over the split of trips routing to the A27 via the aforementioned junctions.

Future Year Scenario

To account for growth rates in traffic, TEMPRO has been utilised to a forecast year of 2023, applying the general 'Havant' geographical area. These growth rates have been applied to the observed 2018 traffic flows and are provided as the following:

- AM: 1.0729
- PM: 1.0685

These growth rates are considered acceptable.

Junction Assessments

To assess the impact of development traffic on key junctions in the area, junction modelling has been undertaken. The extent of modelling required was discussed at pre-app. It was agreed that the following junctions would be modelled:

- Crematorium Access/Bartons Road junction;
- Bartons Road/Horndean Road, Emsworth Common Road/Comley Road junction;
- Bartons Road/B2149 (Petersfield Road) junction;
- Bartons Road/Eastleigh Road junction; and
- Eastleigh Road/Southleigh Road junction.

The junctions have been assessed under the following scenarios:

- 2018 Observed;
- 2023 Baseline; and
- 2023 Baseline + Development.

Owing to the wider site allocation comprising 150 dwellings in total, a sensitivity test has been undertaken to assess each of the identified junctions under the full allocation assumption. No consideration has been given towards the Colt International and Land East of Horndean applications. Both of these applications generate vehicular movements at the identified junctions and therefore need to be considered within this assessment. No analysis of the junction modelling has been undertaken until the aforementioned applications have been considered within the model scenarios.

Travel Plan

The Travel Plan (TP) has been assessed using Hampshire County Council's (HCC's) evaluation criteria for the assessment of travel plans – "A guide to development related travel plans". The TP encompasses the development of 72 dwellings, as well as an additional 78 dwellings (subject to a separate planning application). It should be noted that the TP was of very high standard. However, there are minor areas that shall need to be addressed before it is accepted as part of the proposed development.

The planning application has all matters reserved other than access. Although site users are known, as the site specifics are not, we would consider this a Framework Travel Plan (FTP) at this stage.

Background

It is noted that both the developer and the consultant are included. In addition, it is expected to include a comment from the developer with regards to their

position on travel planning / sustainable travel. Previous examples have included:

- A previous development where sustainable travel has been encouraged successfully;
- A statement from the developer in support of this TP

The aims and objectives are well thought out and are considered adequate for this development.

It is noted and welcomed that an extensive policy section has been included. In addition to those policy documents highlighted, further additions include:

- National Planning Policy Framework (NPPF) 2018 – <https://www.gov.uk/government/collections/revised-national-planning-policy-framework>
- IHT's (2000) 'Guidelines for Providing Journeys on Foot'
- CIHT's (2018) 'Buses in Urban developments'
- Havant and East Hants' Parking SPDs. Although mentioned in section 5, it is expected that they be defined within the policy section.

Site Audit

The site audit was to a high standard. There are minor additions / clarifications, which would be expected within an application of this description:

- Inclusion of referenced figures within the text;
- Will there be off-highway links to the Linden Homes development to the west and the woodlands to the north to increase the site's permeability?
- Inclusion of infrastructure at the closest bus stop and rail station, including but not limited to;
 - Type and quantity of cycle parking
 - Number of car parking spaces
 - Description of waiting areas and facilities
 - Other provisions which may increase the appeal of the relevant public transport

Targets

Section 6.5 states that the target mode shift is 5% from the use of a car. This target is not considered ambitious for a site of this description. Previous examples from other travel plans (of similar specification) have aimed at a 10% reduction in SOV. In addition to updating the target, mode-share for years 1 and 3 should also be included within table 6.1 as well as a brief justification as to why you expect each mode-share to shift.

Consultation and partnerships

It is noted and welcomed that residents will be part of the travel planning process as well as the inclusion of liaison with local cycle shops to enable discounts. In addition, we would expect a commitment for the TPC to liaise with:

- Local public transport operators, to encourage the distribution of promotional materials as well as the bus vouchers outlined in the measures

- Other TPCs in the area; residential, business and schools. This will help align travel planning targets as a community and potentially allow for larger scale events to be held as a group.

Measures

The measures are well thought out and reasonable for this development. In addition to those outlined, the following should be included / clarified:

- Will there be parking management enforced within the site?
- There should be a commitment for the welcome packs to be approved by HCC prior to their distribution.
- To form a resident steering group. This is with the goal to hand over the responsibilities of the TPC at the end of their term.
- It is noted in section 7.22 that further incentives are a “potential”, for example bus taster tickets and discounts to cycle shops. What do these depend on and why would they not be included as standard?
- Will information on local BUGs be included within the welcome pack?
- It is noted and welcomed that an action plan has been included. We would expect for a time-frame and cost for each measure to be included within table 8.1.
- Will there be consideration for EV infrastructure?

Roles and responsibilities

It is noted that a Travel Plan Coordinator will be appointed. This is welcomed and encouraged. In addition to this information, we would expect the following:

- Start date of the TPC. Previous plans have provided a rough estimate, such as “to be established at least 3 months before first occupation for the duration of the travel plan”
- Statement addressing the duration of the TPC
- A breakdown of the TPC’s resources including;
 - Number of hours the TPC will spend on the site per week
 - A total cost for the TPC over the life of the travel plan
- Commitment to provide HCC’s development planning team with the date of first occupation and the TPC details as and when they are appointed

Monitoring

The survey appended to the TP is not considered adequate. There are too many questions, of which many have no direct relevance to the travel plan. At the end of this review is an example survey, which you may adapt to make site specific.

The monitoring section requires minor clarifications:

- There should be a timeframe to which monitoring reports are to be submitted to HCC, for example “within X months of surveys being conducted”.
- Commitment to supply HCC with an updated example survey prior to its distribution for approval

Delivery and enforcement

In addition to the sanctions in 9.8, there should be a commitment made for the TPC to enter talks with HCC, to determine the best course of action for future measures, should the site fall short of targets.

Conclusion

The TP will require minor work as set out above, as it does not currently meet the minimum standards set out in HCC's "A guide to development related travel plans". The issues raised should be addressed in a new revision of the TP before it can be considered acceptable for submission in conjunction with the proposed residential site. We would expect a cover sheet identifying where changes have been made to be provided.

Recommendation

The Highway Authority requires further information to address a number of concerns held with the application:

- Up-to-date PIA data for the most recent 5 year period;
- Updated tracking drawings addressing the points raised in this response;
- Comments addressed with regards to the emergency access;
- Further consideration into shared use provision on the northern side of Bartons Road heading eastbound;
- Clarity over the distribution of vehicular traffic from the site;
- Sensitivity testing for the Colt International and Land East of Horndean development in revised junction modelling; and
- Amendments to the Travel Plan.

I trust the above is clear, how please do not hesitate to contact Chris Hirst on the number noted above should you wish to discuss matters further.

Yours Sincerely,



Ben Clifton – Transport Team Leader