



**TOURNERBURY WOODS ESTATE,
HAYLING ISLAND**
TRANSPORT NOTE

11 June 2021



TOURNERBURY WOODS ESTATE, HAYLING ISLAND

TRANSPORT NOTE

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Evoke Transport
The White Building
33 King's Road
Reading
RG1 3AR
T: 0118 380 0182
E: info@evoketransport.co.uk
W: www.evoketransport.co.uk
[Linkedin.com/company/evoke-transport](https://www.linkedin.com/company/evoke-transport)

APPROVAL					
Number:	Name:		Position:	Date:	Modifications:
01	Author:	Beth Wilson	Principal Consultant	10/06/2021	Client Comments
	Checked:	David Fletcher	Associate Director	11/06/2021	
	Approved:	David Fletcher	Associate Director	11/06/2021	

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1. Introduction

- 1.1.1. Evoke Transport Planning Consultants Ltd (Evoke) have been appointed on behalf of Mr. & Mrs. Phillips to respond to a live planning application at Tournerbury Woods Estate, Hayling Island. The local planning authority are Havant Borough Council (HBC) whilst the local highway authority are Hampshire County Council (HCC).
- 1.1.2. The live planning application (reference APP/18/00943) is for 'a material change of use of land as a wedding and events venue and ancillary operational development to the material change of use.' The application was submitted to HBC on 18th September 2018.
- 1.1.3. The purpose of this Transport Note (TN) is to explain the transport and highways reasons why this application should be **REFUSED** on the grounds that the proposals are contrary to Paragraph 108, 109 and 110 of the National Planning Policy Framework (NPPF), Policies DM11 and DM12 of the Local Plan (Core Strategy) as well as guidance at a national and local level:

- Key Principle: The existing access track from which this site is served is not suitable in either highway safety or capacity terms to accommodate the existing, or planned future, use of the site for large weddings and other events.
- There are discrepancies in the data provided for large event bookings which mean that the validity of the data and its use for the transport assessment is questioned. At present, the development fails to demonstrate compliance with Paragraph 109 of the NPPF;
- The trip generation assessment represents a lower assumption of the potential trip generation than will be expected in real terms when considering the venue's existing, advertised capacity and its aspirational future use including an uplift in large events, an increase in staff and future plans for a variety of other events. As a result, the traffic assessment, including impact on the existing track is considered under-represented and inaccurate and the potential impact on the track needs to be reassessed. At present, the development proposal does not comply with paragraph 111 of the NPPF.
- The existing track is narrow and deep ditches and lakes on both sides of the carriageway make it unsafe for constant use by unfamiliar users, particularly at night. The track constraints make the track unsuitable for use by non-motorised users and the transport assessment has not considered travel by these modes. The track cannot be demonstrated as being safe, secure and attractive and does not minimise scope for conflicts between pedestrians, cyclists and vehicles and therefore does not comply with paragraph 110 of the NPPF or Local Plan (Core Strategy) Policies DM11 and DM12.
- The peak hour traffic flows on the site access road exceeds 100 vehicles which is the recommended maximum flow for a shared surface road in MfS and therefore the shared surface arrangement is not acceptable in highway safety terms;
- Large sections of the site access road are insufficient in width to accommodate two-way movement of vehicles. As such any further increases in traffic will result in further driver delay and congestion which will impact the highway safety and carriageway condition;
- The application would result in additional conflicts between vehicles and vulnerable road users on the site access road which is in a poor state of repair, has no separate pedestrian

infrastructure and is not lit which, due to the significant constraints along the access track, could result in an unacceptable impact on highway safety; and

- Additional traffic on the access road would further reduce the suitability of the link for use by pedestrians and cyclists which would discourage travel by sustainable modes of transport, contrary to NPPF policy objectives and Policy DM11 of the Local Plan (Core Strategy).

- 1.1.4. The remainder of this TN sets out further detail to support each of the above considerations, guided by local and national policy and design guidance.
- 1.1.5. This TN has been informed by detailed review of the site's planning history including the current, live application and its' associated transport-related information, in addition to a site visit conducted on 8th June 2021.

2. Existing Site and Planning History

2.1. Existing Site

- 2.1.1. Tournerbury Woods Estate ('the Estate') is located to the south of Hayling Island and is accessed from Tournerbury Lane.
- 2.1.2. The Estate is currently designated as a woodland, agricultural and residential site, although it has been used commercially for a number of years for uses including holiday lettings, corporate hospitality events, charity events, shoots and more recently for weddings.
- 2.1.3. Whilst the Estate's website is currently under construction, the venue advertise on various online platforms, where the standing capacity for wedding guests is listed as 500 (https://cocoweddingvenues.co.uk/coco_listing/tournerbury-woods-estate/).
- 2.1.4. According to the most recent planning history (further detailed in Section 2.2) events at the Estate currently range in size from 15 people to 500 people. Between 2017 and 2018, 'circa 10,253 people' visited the Tournerbury Woods Estate according to the latest application Design & Access Statement.
- 2.1.5. Tournerbury Lane falls within the public highway to where it meets Eastwood Close; after which the road is under ownership of Mr. & Mrs. Phillips to where it meets the Estate's land. The length of road under private ownership is approximately 350m and is indicatively demonstrated in blue in Figure 1. Note that the Tournerbury Estate Track (coloured yellow) is under control of the Estate and is not the subject of this report.

Figure 1 Site Context

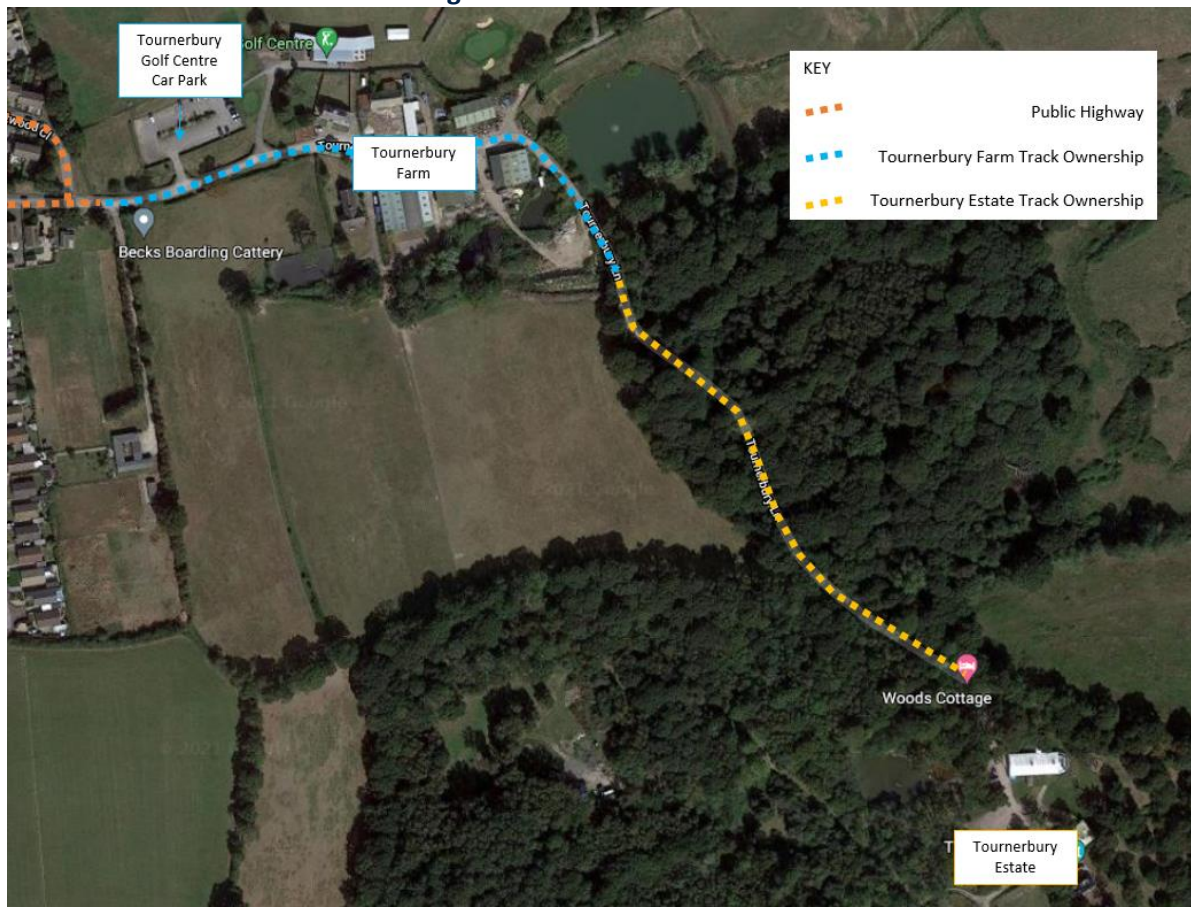


Image Source: Google Maps

- 2.1.6. The Estate claim to have full rights of access over the private section of Tournerbury Lane, which is owned by Mr & Mrs Phillips; the current owners and occupiers of Tournerbury Farm, which the lane also passes through. We understand that Mr. & Mrs. Phillips and the Estate are in dispute about the use of the existing access track. Mr. & Mrs. Phillips have received legal advice that the increased and excessive use of the express right of way caused as a direct result of the Estate's unauthorised use is not within the permitted uses of the track. The matter is subject to litigation, which is yet to be determined. However, that is not a relevant matter for the purposes of this report."
- 2.1.7. Access through the private section of Tournerbury Lane has taken place for a number of years since the Estate was first occupied; although use of the estate for commercial purposes including weddings and large events has increased significantly only in the very recent past. Before this time, the Estate was historically in agricultural and residential use only with the occasional family event.

2.2. Site Planning History

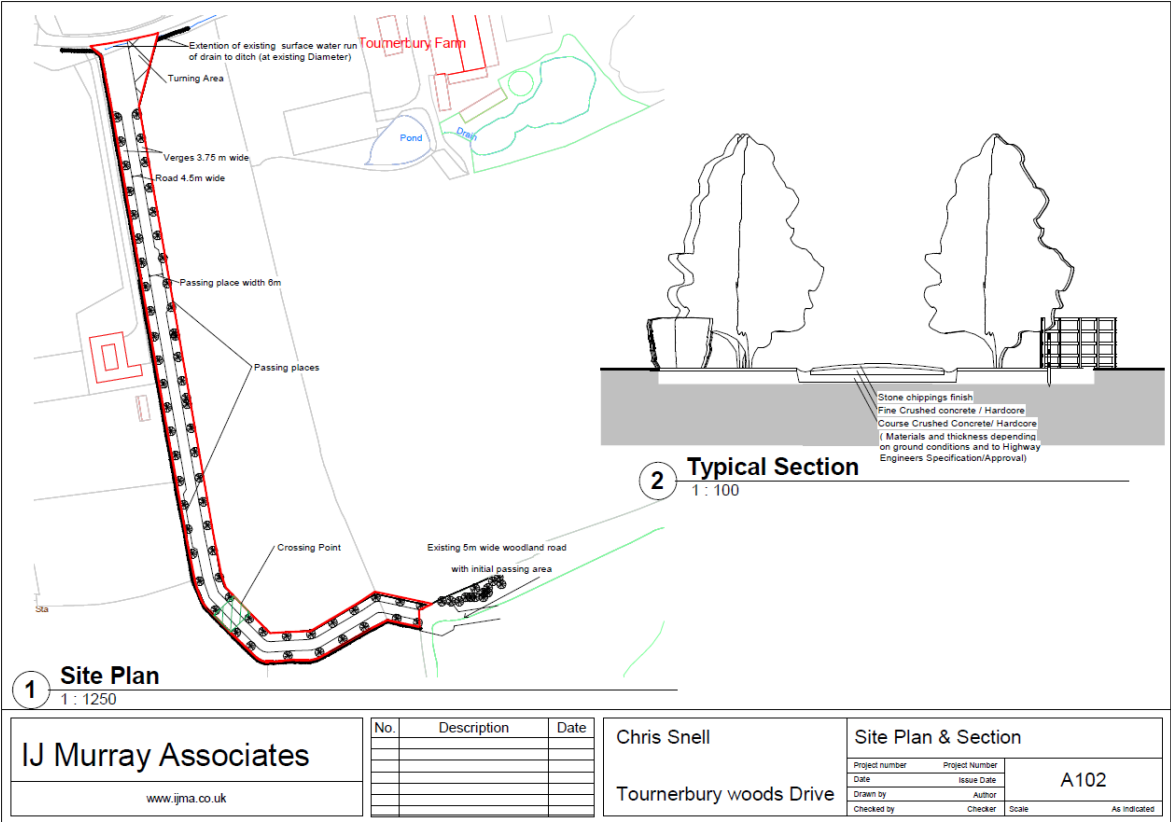
- 2.2.1. A planning application was submitted in September 2018 for '*a material change of use of Land as a wedding and events venue and ancillary operation development to the material change of use*' (application reference APP/18/00943). In December 2019, a 'certificate of lawfulness' application was submitted for the continued use of the venue for events, erection of log cabin, gazebo structure and marquee (application referenced APP/19/01262).
- 2.2.2. Whilst the live planning application (reference APP/18/00943) has not yet been decided and is the submission for which this report has been prepared, the certificate of lawfulness application (APP/19/01262) was refused on 2nd June 2021 on the basis that there has been a material change in the mix and balance of uses undertaken at the site over the years in which the lawfulness application relates to.
- 2.2.3. The live planning application is a retrospective application given that the recent material use of the land for weddings and large events does not benefit from planning permission. The retrospective application is supported by a number of documents including a Design and Access Statement (DAS), dated August 2018, a Transport Statement produced by Intermodal Transportation Ltd ('ITL TS', dated November 2019) and a 'Highway Review of Right of Way Through Tournerbury Farm' ('ITL Highway Review', dated November 2019).
- 2.2.4. The DAS provides details of historical use of the site including event data and staff numbers. The ITL TS provides transport & highway-specific information including further event data, Automatic Traffic Count (ATC) data and a review of the site's impact on the surrounding road network. The ITL Highway Review provides further information in regard to the venue's highway and traffic impact along the legal right of way between the site (in the south) and the public highway (in the north west). The transport reports were prepared to support the certificate of lawful use and/or to assist with a retrospective planning application and therefore do not contain any consideration of the potential future use of the site which is described in other submission documents.
- 2.2.5. The focus of the ITL Highway Review is the same focus of this report; albeit this report considers data from all available sources including this current live application and the (now refused) certificate of lawfulness application to ascertain the true impact of the venue's current and future practices on the legal right of way in particular.

2.3. Alternative Track Planning Application

- 2.3.1. In addition to the above planning history, also relevant to this report is an approved application at the site for the construction of a vehicular track from the public highway 'for the purposes of avoiding agricultural operations in Tournerbury Farm' (application reference APP/17/00207).

- 2.3.2. The track would be accessed from Tournembery Lane, adjacent to the existing access which leads to the Becks Boarding Cattery. It would extend southwards along the western edge of an existing field to join up with the existing track within the Estate. The track is within ownership of Mr & Mrs Phillips, but the Estate owners would, when constructed, be given full rights of access, including for use of the site as an events venue (subject to the relevant planning permissions).
- 2.3.3. The width of the track would be 4.5m, widening to 6m at passing places with 3.7m grassed verges either side. The surfacing would comprise a stone chipping surface over sub-bases of crushed concrete and hardcore. An image taken from the approved planning application is demonstrated in Figure 2.

Figure 2 Approved New Track to Tournembery Estate



- 2.3.4. The Committee Report states the following information which is relevant to this report:
- ‘At present, the only access into the estate is through Tournembery Farm which is causing an issue with the ongoing operations within the farm itself by way of additional traffic passing through.’*
- 2.3.5. The ‘Letter to Council’, prepared by the applicant and Estate owner, summarises the following issues with the existing access track:
- *Free passage to and from the estate ‘causes extreme difficulties and raises Health and Safety issues, both for farm workers and for the well-being of cattle during times of movement.’*
 - *The movements to and from the estate add ‘complexity and unnecessary delays to what should be normal farm operations.’*
 - *The farm is unable to be ‘secured at night or when on holiday, leaving valuable equipment and livestock potentially vulnerable to theft.’*
 - *Planned planting and sea wall repair will ‘result in increased disruption on Tournembery Farm over a substantial period of time and, without the proposed road, will result in ongoing and*

increased hampering of both farming operations in Tournerbury Farm and forestry operations in Tournerbury Woods.

- 2.3.6. The application received permission in May 2017 and is currently being constructed. However, since this application there have been minor changes to the route of the track due to the landowners (Mr & Mrs Phillips) wishing to retain an ash and an oak tree which would otherwise require unnecessary felling. A revised planning application has therefore been submitted and is currently awaiting decision.
- 2.3.7. As such, the current, live application relies on continued use of the existing track and does not consider the approved (and partially constructed) alternative access.

2.4. Summary

- 2.4.1. Tournerbury Woods Estate is currently designated as a woodland, agricultural and residential site, but has been used commercially for a number of years including for holiday lets, hospitality events and weddings. Were the application to be granted, use of the site for large events has, and will continue to, increase over a number of years as detailed through the live planning application.
- 2.4.2. The Estate is accessed from Tournerbury Lane which is private beyond Eastwood Close, running through Tournerbury Farm (who's occupiers also own the road) before meeting with Estate Land. The length of road under private ownership is c.350m.
- 2.4.3. There is a current, live planning application at the site which is retrospective in nature, relating to use of the site for weddings and large events. A second application at the site for a 'certificate of lawfulness' for continued use of the site for events was recently refused.
- 2.4.4. The live application is supported by documents which contain information on the historical, current and future use of the site including highway-specific data, although the transport reports do not consider the site's existing capacity or planned future uses.
- 2.4.5. An application for an alternative track to access the Estate was approved in 2017, and information provided by the Estate owner to support the application recognised significant issues with the existing access track. Nonetheless, the current, live application relies on continued use of the existing track and does not consider the alternative access.

3. National and Local Policy Considerations

- 3.1.1. This section sets out the relevant national and local policy which development applications should seek to comply with in order to be found acceptable on highway grounds:

3.2. National Planning Policy Framework (NPPF) (February 2019)

- 3.2.1. Paragraph 109:

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.

- 3.2.2. Paragraph 110:

- Within this context, applications for development should:
- Give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- Address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- Create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- Allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- Be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

- 3.2.3. Paragraph 111:

All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

3.3. Manual for Streets

- 3.3.1. Manual for Streets provides guidance primarily for residential streets, but also provides general design principles which can be used to consider other issues such as widths, maintenance and safety.
- 3.3.2. Section 7.2.8 relates to shared surface streets and squares. When designing shared surface schemes, careful attention is required to avoid problems such as:
- Undifferentiated surfaces leading to poor parking behaviour;
 - Vulnerable road users feeling threatened by having no space protected from vehicles; and
 - The positioning and quality of planting, street furniture and other features creating visual clutter.
- 3.3.3. Paragraph 7.2.14 states that shared surface streets are likely to work well ‘*where the volume of motor traffic is below 100 vehicles per hour.*’
- 3.3.4. Figure 7.1 provides guidance on carriageway widths and the types and numbers of vehicles that can be accommodated, as reproduced in Figure 3.

Figure 3 Carriageway Widths (MfS Figure 7.1)

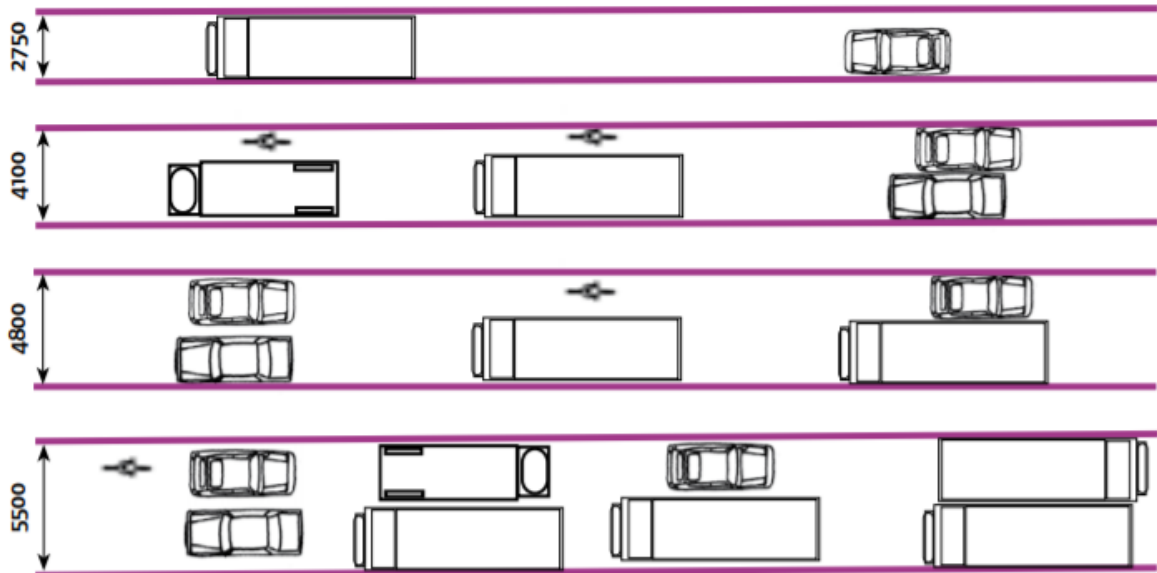


Figure 7.1 Illustrates what various carriageway widths can accommodate. They are not necessarily recommendations.

3.4. Havant Adopted Local Plan (Core Strategy) 2011

3.4.1. The 2011 Local Plan (Core Strategy) and 2014 Local Plan (allocations) for part of the Development Plan for Havant until the Emerging Local Plan is adopted. Policy DM 11 and DM12 are concerned with transport and state;

- DM11 Planning for More Sustainable Travel The council will seek to ensure that every opportunity is taken to increase integration of sustainable travel modes and availability of non-motorised modes by appropriate measures including:
 - 1. Securing on-site and/or off-site interventions that promote integrated travel and access by non-motorised modes.
 - 2. Requiring safe and secure vehicular and cycle parking and turning facilities to adopted standards.
 - 3. Securing appropriate improvements to public and community transport (including infrastructure requirements) in accordance with the Hampshire Local Transport Plan and (where applicable) the relevant sub-regional transport strategy.
 - 4. Proposals for reducing opportunities for informal parking in the area surrounding the development where this would impact on the capacity, operation and safety of the local highway network and/or the amenity of the locality.
 - 5. Ensuring that new developments are located and designed at the outset to encourage lower vehicle speeds and safe, permeable, inclusive layouts that integrate with existing pedestrian, cycle and public transport routes. This will facilitate and encourage short distance trips by cycle and walking, including to public transport interchanges.
- DM12 Mitigating the Impacts of Travel New developments will be required to mitigate their travel impact, including the environmental impacts of travel (such as noise, air and visual

pollution) and impacts on amenity, health and climate change by ensuring that, where relevant, the following criteria are met:

- 1. Adequate provision is made for integrated and improved transport infrastructure or appropriate mitigation measures, through direct improvements and S106 contributions in accordance with the Hampshire County Council Transport Contributions Policy.
- 2. The submission of a transport assessment and travel plan alongside any planning application on proposals for major development or where a proposal is likely to have significant transport implications.
- 3. The submission of a transport statement must accompany planning applications to explain changes to travel demand.
- 4. A bond is provided which will be used to mitigate negative travel impacts of the development, should the travel plan fail to achieve its targets. This bond will be held by the relevant local transport authority.
- 5. In relation to outline planning applications, a framework for the preparation of travel assessment

3.5. Havant Borough Design Guide SPD (December 2011)

Policy CS16: High Quality Design

*'Planning permission will be granted for development that is designed to a high standard, which helps to create places where people want to live, work and **relax** [Emphasis added]. All development should demonstrate that its design:*

1. *Responds to, draws inspiration from and respects local context and:*

f) Is well connected to and integrates with the immediate local area and the wider area by linking to existing pedestrian and cycle routes and encouraging people to use public transport where possible; and

e) The development does not cause unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking.

4. *Is inclusive by considering the needs of those with disabilities, ensuring safe and convenience access for all.*

3.5.1. Paragraph 5.32 states:

'Where access roads exclusively serve five dwellings or more the access road will need to be of an adoptable standard as agreed by Hampshire County Council.'

3.6. Hampshire's Local Transport Plan 3

- 3.6.1. HCC are currently developing their Local Transport Plan 4, but in the meantime the current guidance is the third LTP, produced in 2011 and subject to minor review in 2013. The LTP vision is for:

'Safe, efficient and reliable ways to get around a prospering and sustainable Hampshire.'

A key priority for the council is to improve safety on rural roads and tackle poor road user behaviour. *'Transport policy will also consider how it can reduce crime and the fear of crime, for example, through careful design and street lighting.'*

In the section 'villages and rural areas', the LTP3 states:

'The quality of life in rural areas can be disrupted by heavy traffic (including lorries) unsuited to country lanes, and by noisy or inconsiderate driving. As part of planning permissions, HGV-generating sites are increasingly required to adhere to HGV routing agreements, which mandate the use of the most suitable roads.'

3.7. Summary

- 3.7.1. Guidance at a national and local level is increasingly focused on providing and improving access to sustainable means of travel other than the private car, and the NPPF requires that the needs of non-motorised users are given priority when considering development proposals.
- 3.7.2. The NPPF requires that any application which will generate a significant amount of movement should provide a transport statement or assessment and a travel plan, and that development should be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 3.7.3. There is an emphasis on ensuring that development is safe, secure and attractive and minimises the scope for conflicts between pedestrians, cyclists and vehicles. Policy CS16 of the Havant Design Guide SPD requires that development does not cause *'unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking.'*
- 3.7.4. In terms of road width requirements, the Havant Design Guide SPD states that where access roads exclusively serve five dwellings or more the access road will need to be of an adoptable standard. Whilst this development is not residential, the general principle of vehicle numbers can be compared with the venue.
- 3.7.5. Manual for Streets provides width guidance for carriageways, where it states that widths of 2.75m can accommodate one-way movement only, widths of 4.1m can accommodate passing of two small vehicles and widths of 4.8m can accommodate passing of a car and a larger vehicle, or two cars comfortably.
- 3.7.6. The remainder of this report considers the above site planning history, local site context and national and local planning policy & guidance to outline some of the key issues in transport and highway terms which require this application to be either refused or have planning conditions imposed to ensure that the private track is suitable to support the Estate's ongoing commercial practices.

4. Issue 1: Discrepancies in Recorded/Reported Events

4.1.1. Event data and traffic information has been provided through the live application and in relation to the (now refused) certificate of lawfulness application. This includes:

- Design & Access Statement (August 2018) (Application APP/18/00943);
- ITL Transport Statement and ITL Highway Review (Application APP/18/00943); including:
 - ATC Survey undertaken 20th September 2019-8th October 2019;
 - 'Event Calendar and Guest Numbers for 2019'
- 'Booked Totals Summary' (Application APP/19/01262);
- Booking Calendar (details contained in APP/19/01262 Delegated Report p.22);

4.1.2. Through review of the relevant information provided to support both applications, the number of recorded/reported events differs both within the live planning application and in relation to the (now refused) Certificate of Lawfulness Application at the site.

4.1.3. A summary of all available information for bookings at the venue is provided in Table 1 for the latest available three-year period.

Table 1 – Summary of Available Booking Data

Year	Certificate of Lawfulness Application (APP/19/01262)		Current, Live Planning Application (APP/18/00943)	
	Booked Totals Summary (application APP/19/01262)	Booking Calendar (application APP/19/01262); contained in Delegated Report p.22	ITL TS	DAS
2019	64 spread over 73 days including: Smaller events: 14 Larger events: 47 Events using curtilage and outside (e.g. shoot days): 3	Shoot Event Days: 4 Corporate/Business Event days: 4 Corporate bookings/overnight accommodation: 0 Woods Cottage only: 5 Weddings as event days: 33 Wedding related bookings: 4 Other (5 (3 x wedding open days, 1 x family event, 1 x corporate project party)).	42	Not Provided
2018	92 spread over 108 days including: Smaller events: 23 Larger events: 51 Events using curtilage and outside (e.g. shoot days): 18	Shoot Event Days: 11 Corporate/Business Event days: 7 Corporate bookings/overnight accommodation: 1 Woods Cottage only: 6 Weddings as event days: 59 Wedding related bookings: 7 Other (17 (8 x wedding open days, 7 x forest school, 1 x family fun day, 1 x anniversary))	Not Provided	58
2017	73 spread over 112 days including: Smaller events: 14 Larger events: 47 Events using curtilage and outside (e.g. shoot days): 12	Shoot Event Days: 12 Corporate/Business Event days: 4 Corporate bookings/overnight accommodation: 0 Woods Cottage only: 24 Weddings as event days: 42 Wedding related bookings: 15 Other (14 (10 x bridal open days, 1 x family party, 1 x lunch, 1 x anniversary, 1 x charity event))	Not Provided	46

- 4.1.5. As shown in Table 1, there are clear discrepancies between the recorded/reported events which have taken place at the venue. The ITL TS provides the most detailed breakdown of 'large events' which took place in 2019. It includes details of guest numbers and arrival/departure times for 42 events. However, the number of events differ from the Booked Summary totals (47 large events) and from the booking calendar, which records fewer weddings (33) but includes other large events including 'other wedding-related bookings' (4), wedding open days (3), corporate/ business events (4) and 'corporate project party (1); totalling 45 events.
- 4.1.6. An assessment of online reviews for the venue demonstrates further potential discrepancies from the data presented in the ITL TS. For example, on wedding booking platform 'Hitched.com' a review is provided for a 'Big Party', held on 23rd July 2019 (https://www.hitched.co.uk/wedding-venues/tournerbury_5865.htm). A review of the ITL TS booking information records no large events, weddings or otherwise, on this date.
- 4.1.7. Whilst the visitor numbers are unknown for the events that are not recorded, it is clear that there is the potential for some unrecorded events to result a much higher number of guests than that presented in the ITL TS. For example, three wedding open days were held in 2019, eight in 2018 and ten in 2017. The wedding days were not recorded in the data provided in the ITL reports. Wedding open days are likely to result in significant numbers of two-way vehicle movements occurring consistently throughout the day which would have a greater impact on Tournerbury Lane than the more tidal flow experienced at weddings.
- 4.1.8. In addition, four corporate events/business days were recorded in 2019. When assessing the event data provided in the ITL TS, it is noted that one corporate event was recorded (on 26th September 2019), which also had the highest number of day guests. Whilst the traffic flow profile may have varied to a wedding, the number of guests for all four events should have been noted in the data as the total guest numbers may have been higher.

4.2. Summary

- 4.2.1. Overall, it is unknown whether the 42 events recorded, and ultimately used to assess the traffic impact of the development proposals, were a robust or representative assessment of all large events which took place over the year.
- 4.2.2. At present, the development proposal does not comply with paragraph 111 of the NPPF which requires that the likely impacts of the proposal can be suitably assessed.
- 4.2.3. There is also the potential that the proposal may well fail to meet the NPPF's key test in transport terms; that development should be prevented or refused on highway grounds if therefore would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 4.2.4. The data should therefore be re-assessed, considering all 'large events', with detailed breakdowns of the type of events and numbers of guests so that patterns can be established, with evidence to support each event and the number of guests in attendance.

5. Issue 2: Trip Generation Assessments

- 5.1.1. The trip generation assessment undertaken by ITL considers the existing use of the site on four of the 42 recorded 'large event' days between September and October 2019. The four events are taken from late September/early October; outside of peak wedding season.

5.2. ITL Assessment

- 5.2.1. The analysis recorded within the ITL TS details that, of the 42 recorded events (in the TS) in 2019, the maximum number of attendees was 215; on 10th August 2019. This includes 150 day guests and 65 evening guests. An average number of 107 day and 31 evening guests were recorded over the same period.
- 5.2.2. An ATC survey was placed on 20th September for 19 days; to 8th October. During this time, four 'large' events were recorded. The accompanying data shows that the largest of these occurred on 21st September, where 150 day guests and 0 evening guests were in attendance.
- 5.2.3. The ITL TS states that as the number of day guests were the same as the aforementioned event on 10th August, the peak time and flow were likely to be similar. It also states that the corporate event which took place on 26th September had a larger attendance (180 people) had a lower peak volume flow as *'there are variations in the arrival and departure profiles.'*
- 5.2.4. The peak traffic hour on 21st September recorded 50 arrivals and 24 departures during the hour 13:00-14:00 (the wedding began at 13:30). The highest peak hour for evening guests has been taken from the wedding on 28th September, where 70 guests attended (23 arrivals and 15 departures) during the hour 19:00-20:00.
- 5.2.5. The ITL TS states that the peak recorded movements of 74 (two-way) in one hour *'could occur as the absolute highest level of activity for any event and that this would be the exception rather than the rule, given the average number of day guests throughout the year would be some 29% lower than the case adopted for capacity assessment.'*

5.3. Evoke Analysis

- 5.3.1. When comparing the ATC survey period against recorded events, the four events recorded as being used to inform the traffic survey had a total, combined guest attendance of 614 guests (an average of 154 guests per event). It is noted that there are a number of other time periods in which more guests were in attendance overall, and these should have been compared with the recorded ATC to ensure a robust assessment. These include:

- 14th, 21st, 26th and 28th September: Combined total 686 guests (average 171)
- 15th, 21st, 22nd and 29th June: Combined total 657 guests (average 164);

- 5.3.2. It is correct that, of the four events recorded, the maximum peak hour flows have been established and used for a robust analysis of the potential traffic impact of the venue on event days. However, when assessing the summary of events in further detail it is found that there are a number of other events which have a larger numbers of guests in attendance than used for this assessment; in either the day or evening. These include:

- 2nd August 2019: 165 day guests;
- 14th September 2019: 151 day guests
- 30th March 2019: 80 evening guests;
- 18th May 2019: 80 evening guests
- 8th June 2019: 80 evening guests;

5.4. Summary

- 5.4.1. Overall, it is considered that the ATC data is not entirely fit for purpose as it does not include the peak month, nor a number of large events and guests. A more representative analysis would have been to undertake the survey in August 2019; where the highest number of large events (10 recorded) and the highest number of day guests were recorded. Evening guests, as noted in the ITL reports, tend to arrive and depart at more evenly spread intervals and are therefore not considered as key in traffic volume terms (although are important when considering other factors such as safety, disruption and lighting/road conditions as detailed later in this report).
- 5.4.2. At present, the trip generation assessment fails to adequately assess the potential impact of the development and is therefore contrary to paragraph 111 of the NPPF.

6. Issue 3: Venue Capacity, Future Events and Expansion

6.1. Existing Venue Capacity

- 6.1.1. Whilst the Estate's website is currently under construction, the venue advertise on various online platforms, where the standing capacity for wedding guests is listed as 500 (https://cocoweddingvenues.co.uk/coco_listing/turnerbury-woods-estate/).
- 6.1.2. The live application DAS also states that events at the Estate currently range in size from 15 people to 500 people.
- 6.1.3. The ITL TS and Highway Review have not considered the venue's capacity of 500 people within any traffic assessment when considering the venue's existing use. As there are discrepancies between the numbers of recorded events in each set of data (as detailed in 'Issue 1'), it is unknown whether any events over the last three-year period have involved up to 500 guests.
- 6.1.4. In any case, any transport assessment should have considered the venue's capacity of up to 500 guests given that the venue advertises as such. Currently, the potential impact of the site (both existing and future) is not properly assessed and therefore the application is contrary to paragraph 111 of the NPPF which requires that the likely impacts of the proposal are suitably assessed.

6.2. Future Events/Expansion

- 6.2.1. The Design & Access Statement associated with the live application states:

'It is hoped that over time Tournerbury will be on a par with the most successful of marquee venues. This would indicate holding between 100-200 events per year.

This is based on the understanding that a really successful barn or hotel wedding venue can hold up to 320 weddings or events per year. A really successful marquee venue may reach 100 to 200 events per year as the predominant operating season for marquee venues is mid-March through to end of November (250 days).

- 6.2.2. The DAS also states:

Recently Tournerbury has been approached by a local charity – Releasing Potential - with a proposal to work together to provide a site for their charitable and woodland based activities. This includes using parts of the site for camping in connection with the Duke of Edinburgh Award Scheme and using part of the site for a school holiday time forest school.

And:

We have also been approached with a view to hiring out Tournerbury for a wellbeing retreat location. This is also a very current demand as the range of wellbeing and mental health initiatives are expanding both locally and nationally.

And:

There is high demand for provision of overnight camping for wedding and event guests. Within our space we are able to offer this.

- 6.2.3. In terms of staff numbers, the DAS states:

The Tournerbury Woods Estate currently provides employment for 5-10 seasonal and part-time staff, 1 full time Director and 1 full-time administrator.

If Tournurbury is able to grow and develop it is anticipated that staff numbers will grow to 45 to 50 full time staff. This is in line with the staff requirements at other highly successful wedding / event venues.

- 6.2.4. The ITL transport reports contain no information surrounding the existing capacity of the site, for up to 500 guests, or the potential future traffic impact associated with an increase in staff numbers, an increase in the number of weddings (by approximately quadruple compared to current recorded events) or the future use of the venue for camping, retreats or for school children; all of which have different trip profiles and differing impacts on the local road network.

6.3. Evoke Analysis

- 6.3.1. As previously noted, the ITL TS and ITL Highway Review should have considered the marketed capacity of the site to provide a robust assessment of the traffic impact on the private track in addition to the wider highway network.
- 6.3.2. Considering the AM Peak hour recorded in the ATC data and extrapolating these to the capacity of the site of 500 guests, the Table 2 outlines the potential two-way trips that could be generated by the site in the peak period.

Table 2 – Assessed and Potential Two-Way Peak Period Trips

	Number of Guests	Peak Hour Trip Generation		
		Arrivals	Departures	Two-Way
	150	50	24	74
	500	167	80	247
Difference	X 3.33333333	+117	+56	+173

- 6.3.3. If considering the potential capacity of the site rather than assessing the impact of just four events over the September-October period, a significant difference is demonstrated, resulting in a potential additional traffic volume of 117 Arrivals and 56 departures during the peak period.
- 6.3.4. In this case, where the application is not just for continued use of the site but considers growth ‘to provide up to 100-200 events per year, with an increase in staff to up to 50’ in addition to other events including camping (including children) and retreats, it is extremely important to consider the potential future use of the venue. This has not been considered in the ITL TS or Highway Review.
- 6.3.5. Whilst alternative uses of the site may not generate the same traffic impacts in capacity terms as weddings, other potential issues should have been considered, such as overnight stays resulting in campers walking to the local Co-op (1.2km away; a 14 minute walk), the nearest Pub (also 1.2km away) or the Indian Restaurants along Elm Grove (1.3km; a 15-minute walk away). Many of these trips would likely occur at night and therefore carriageway widths, opportunities for refuge from oncoming vehicles, obstacles either side of verges, lighting and surfacing conditions should have been assessed.
- 6.3.6. Another important consideration is the potential increase in the number of coaches if school related holidays were to be accommodated. Whilst coaches currently use the site for weddings on occasion, an increase in the number of large vehicles for other events would negatively impact on the use of the road in both capacity terms and considering safety for non-motorised users in addition to further deterioration of the road surfacing.

6.4. Direction of Travel

- 6.4.1. When considering direction of travel, the ITL TS notes that the direction of traffic to weddings will be ‘heavily biased either inwards or outwards depending on the time of day.’ Whilst true to an extent, it

is important to recognise a number of scenarios where inward and outward movements would occur concurrently, which are also typical of large events including weddings:

- Guests arriving by drop-off or taxi (or perhaps coach), during one peak hour as previously identified, entering and exiting the site within a short window whilst other guests continue to arrive;
- Set-up staff (such as florists, caterers, event organisers) departing the site as guests arrive;
- Day guests leaving as evening guests arrive;
- Taxis/pick up entering the site whilst other guests are departing;
- Staff entering and exiting the site whilst taxis and pick ups are arriving/departing.

- 6.4.2. Whilst not noted within the ITL TS, this pattern is evidenced through the ATC data which shows, for example, 68% arrivals and 32% departures within the 21st September PM Peak hour, and 61% arrivals and 39% departures within the 28th September 2019 PM Peak hour. This data is an example of the directional flow of traffic being more balanced than otherwise discussed within the ITL TS.
- 6.4.3. The ITL TS has also not considered the direction of travel for other large events which currently take place at the venue such as wedding open days, in which there is no significant tidal flow as the venue is open all day and visitors arrive and depart throughout the day.
- 6.4.4. The direction of travel and lack of two-way movement assessment is particularly important when considering the narrow nature of the track with limited forward visibility and significant obstacles which make the potential for two-way movement dangerous, as detailed further in Section 7.

6.5. Summary

- 6.5.1. Overall, it is considered that the ITL trip generation assessment and resulting impact on the existing private track represents a lower assumption of the potential trip generation to/from the site than will be expected in real terms when considering capacity of the site (for 500 guests) and the future aspirations of the site to include a much wider range of events, including in frequency. This will be supported by an increase in staff numbers from c.12 to 45-50.
- 6.5.2. The ITL reports also do not fully consider the direction of travel for all event types which currently take place at the venue and therefore justify the poor and dangerous private track conditions through a low potential for two-way movement.
- 6.5.3. In order for a full assessment of the transport network to be facilitated the full potential venue capacity in terms of size, purpose and associated facilities must be suitably quantified and justified against any comparable site surveys.
- 6.5.4. At present, the application does not comply with paragraph 111 of the NPPF which requires that the likely impacts of the proposal can be suitably assessed.
- 6.5.5. Again, it is also likely that the application may well fail to meet the NPPF's key test in transport terms; that development should be prevented or refused on highway grounds if therefore would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 6.5.6. In addition, the application fails to consider non-motorised users and is therefore contrary to paragraph 110 of the NPPF and Policy CS16 of the Havant Borough Design Guide SPD.

7. Issue 4: Track Width Constraints

- 7.1.1. As previously described, Tournerbury Woods Estate is accessed from Tournerbury Lane. Tournerbury Lane falls within the public highway to where it meets Eastwood Close; after which the road is under private ownership to where it meets the Estate's land (a length of approximately 350m).
- 7.1.2. Tournerbury Lane is currently the only access route for all site users including staff, visitors and deliveries; and by all modes including HGVs (including coaches), vans, cars, taxis, pedestrians, cyclists and non-motorised disabled users.
- 7.1.3. The ITL TS and Highway Review provide a brief summary of the existing nature of the private track and note some pinch points, although do not detail these on plans or through photographic evidence.

7.2. Evoke Analysis – Private Track Conditions

- 7.2.1. The remainder of this section takes the details contained in the ITL TS and Highway Review and considers any conclusions against on-site measurements taken every 5m over the entire length of the route and photographic evidence taken on 8th June 2021.

Approach to Farm from West

- 7.2.2. Between the east of Eastwood Close and access to the Golf Centre car park (a length of c.41m), the width of the carriageway measures between 4.5m and 5.4m and is generally c.4.8m. Narrow grass verges of c.0.6m are available on each side of the carriageway.
- 7.2.3. A carriageway width of a minimum of 4.5m would allow two vehicles to pass in accordance with MfS, and it is therefore considered that this section of Tournerbury Lane is generally acceptable to accommodate two-way movement associated with the Estate, the farm and the Golf Centre.
- 7.2.4. In terms of surfacing, the road surface is in generally acceptable condition with various patched potholes in places. The approach to the farm from the west is demonstrated in Figure 4.

Figure 4 Approach to Farm from the West



- 7.2.5. Between the access to Tournerbury Golf Centre and the entrance to the farm; a length of 65m, the width of the carriageway is 3m which is not sufficient width for two vehicles to pass (4.1m) and therefore is only sufficient for one directional vehicle traffic at a time as demonstrated in Figure 5.

Figure 5 Approach to Farm between Golf Centre and Farm Entrance



- 7.2.6. On the northern side of the carriageway, the verge between the carriageway and the hedge measures 0.3m. On the southern side, the verge measures between 1m and c.2.4m, although immediately adjacent to the verge a deep ditch is located which is entirely covered by vegetation which is demonstrated in Figure 6, meaning that any vehicles wishing to pass on this section would be at great risk of traversing into this ditch.

Figure 6 Ditch on Southern Side of Carriageway



- 7.2.7. The ITL Highway Review notes that 'intervisibility to sight a vehicle at either end of this narrow section is good'. This is agreed, and there is potential for vehicles to wait either side of this section. The ITL Highway Review notes that, using a decision time of 3 seconds and a 15mph drive speed, it would take 15.5 seconds to pass the waiting vehicle and, under these conditions, the capacity of the link would be 232 vehicles per hour.

- 7.2.8. Whilst this calculation is generally agreed, it is important to note that the capacity of the venue is for up to 500 people, in addition to staff and other visitors (such as florists, event organisers etc). Using the calculations taken from the ITL reports and extrapolating these to 500 guests as detailed in Section 6.3 would result in a two-way vehicle flow in the peak hour of at least 247 movements; thus exceeding the capacity of this link.

Access to Farm

- 7.2.9. Access to the farm (and through to Estate land) is taken via a gate measuring 3.4m between the posts, allowing one-way movement only. This is demonstrated in Figure 7. The ITL Highway Review notes that vehicles are able to wait within the golf centre access which is considered a good passing point for vehicles entering and exiting the farm at the same time, although it should be noted that the golf club access is also within private ownership and so cannot be relied upon as a formal passing place.

Figure 7 Farm Entrance



7.3. Route through Farm

- 7.3.1. The route through the farmyard itself generally measures between 4.5m and 8m in width and, as noted in the ITL Highway Review, is unofficially defined on either side by farmyard paraphernalia. A gate is located within the farmyard which is kept open to retain the right of way. The gate measures 4.5m wide at its opening and is therefore suitable to allow two-way movement of small vehicles. There is sufficient forward visibility to allow waiting of larger vehicles on either side of the gate to allow passing. The gate is demonstrated in Figure 8.

Figure 8 Gate within Farmyard



- 7.3.2. Whilst the farmyard has suitable capacity for the passing of vehicles in width terms, the farm is a working farm and is operational throughout the year. For example, harvesting of hay occurs in June which requires constant back-and-forth of large vehicles and tractors throughout the month within the farm to transport hay between the fields surrounding the farm and the barns within the farmyard. These operations coincide with peak event season for the venue.
- 7.3.3. The 'Letter to Council', prepared by the Estate owner and detailed in Section 2.3 of this report in support of the alternative access track, recognised the impact of the Estate's event operation on the farm:
- *Free passage to and from the estate 'causes extreme difficulties and raises Health and Safety issues, both for farm workers and for the well-being of cattle during times of movement.'*
 - *The movements to and from the estate add 'complexity and unnecessary delays to what should be normal farm operations.'*
 - *The farm is unable to be 'secured at night or when on holiday, leaving valuable equipment and livestock potentially vulnerable to theft.'*
 - *Planned planting and sea wall repair will 'result in increased disruption on Tournurbury Farm over a substantial period of time and, without the proposed road, will result in ongoing and increased hampering of both farming operations in Tournurbury Farm and forestry operations in Tournurbury Woods.'*
- 7.3.4. It is clear therefore that, whilst in capacity terms this section may appear suitable for two-way movement of vehicles, in reality Estate traffic through the farm, particularly on large event days, imposes a significant risk to operations within the farm and results in potential highway safety and security concerns.
- 7.4. East of Farm**
- 7.4.1. To the east of the farmyard, the track passes through a further gate which measures 4.0m between the gateposts before traversing in a north/south direction as demonstrated in Figure 9. Notably this does not provide sufficient width for two cars to pass at the gate (4.1m).

Figure 9 Gate to the east of the Farmyard



- 7.4.2. The length between the gate (to the north) and the Tournerbury Estate boundary (to the south) measures approximately 80m.
- 7.4.3. The ITL Highway Review states that, from the gate the access track reduces to 3.7m in width, further narrowing to c.3m for a short section (approx. 18m), before widening again to c.4m for the final 30m section until it reaches the boundary of Tournerbury Woods; after which the applicant has full control of the access track.
- 7.4.4. Through on-site measurements undertaken on 8th June 2021, the section between the gate (4.0m) and narrowing has a varied width of between 3.4m and 4.0m and generally measures c.3.8m, defined on the eastern side by scrub which is not suitable for overrun, and to the west by vehicles associated with the farm as demonstrated in Figure 10.

Figure 10 Track South of Farmyard (looking South)



- 7.4.5. Generally therefore, two vehicles could not pass along this section in accordance with MfS guidance.
- 7.4.6. Past this point, the road narrows to between 2.8m and 3.0m in width. The length of narrowing measures approximately 18m in length, although the entire length along which two vehicles cannot pass; between the farm gate (4.0m) and the end of this narrowing measures c.46m.
- 7.4.7. If using the same calculation used by ITL to consider the north western section of the track, considering a length of 46m and a speed of 5mph, the capacity on this section would be 142 vehicles per hour. Again, as detailed in Section 6.3, 500 guests would result in at least 247 movements; thus exceeding the capacity of this link.
- 7.4.8. Whilst the 18m length of narrowing is recognised within the ITL Highway Review, it does not consider two fundamental issues with this section which are summarised below:

Lakes either side of Carriageway

- 7.4.9. Immediately alongside both sides of the carriageway along the 2.8-3.0m narrowed section are deep ditches and lakes. These lakes encroach right up to the carriageway and are covered by shrubs and reeds and therefore those unaware of the constraints may well seek to squeeze onto the 'verge' and immediately fall into the ditch and lake. This issue is also present when considering pedestrians moving over to wait for a passing vehicle, leading to serious accident concerns. The ditches and lakes on both sides of the carriageway are demonstrated in Figure 11 and Figure 12.

Figure 11 Ditch leading to Lake on Eastern side of Carriageway



Figure 12 Lake on Western side of Carriageway



Forward Visibility

- 7.4.10. Vehicles at either end of this narrowed section, waiting within the widening further south to allow a vehicle to pass could not see vehicles traversing through the farmyard gate from the north; or indeed from south when leaving the Estate as demonstrated in Figure 13.

Figure 13 Limited Forward Visibility for waiting Vehicles



- 7.4.11. This means that a vehicle entering this section and happening upon an opposing vehicle would need to reverse along the road, past farmyard vehicles and paraphernalia and through the gate to wait within the farmyard. Due to the aforementioned lakes alongside both sides of the carriageway, this manoeuvre would be dangerous, particularly at night-time with no street lighting and when vehicles were not familiar with the road (which is likely given the occasional use of the venue).
- 7.4.12. For these reasons, it is considered that there is a length of c.46m over which two vehicles, or a pedestrian and vehicle, cannot pass and with limited forward visibility, could not see an opposing vehicle.
- 7.4.13. Notably, the Health and Safety Executive (HSE) state that nearly a quarter of all deaths involving vehicles at work occur during reversing. Many other reversing accidents do not result in injury but cause costly damage to vehicles, equipment and premises. (Source: <https://www.hse.gov.uk/workplacetransport/information/reversing.htm>).
- 7.4.14. Whilst the ITL Highway Review notes that the characteristics of vehicle movements to and from weddings is tidal, it does not consider any event in which two opposing vehicles met each other which could well happen when considering the types of events which take place at the venue but have not been assessed, such as wedding open days.
- 7.4.15. The ITL review also does not consider movement of non-motorised users, which are expected to increase when considering the future uses of the site which include overnight stays, large groups of school children and a significant increase in staff numbers. Non-motorised users are further considered in Section 8 of this report.
- 7.4.16. In order for the track in this location to be found acceptable, it would need to be widened to allow passing of two vehicles; to at least 4.5m, with additional refuge for pedestrians. Forward visibility would need to be improved through cutting back of vegetation in the event that two large vehicles, which would require 5.5m to pass, were to pass.
- 7.4.17. This type of access track is evidenced in the aforementioned approved alternative access to the site, where the access track has been approved as measuring 4.5m with regular passing bays, widening

the total carriageway width to 6m. It is also noted that the 'new' access track is of a straight alignment, allowing good forward visibility along its length.

- 7.4.18. The following statement is made within the ITL reports with regards to road speeds and associated impact on highway safety along the access track:

'In safety terms, it is not physically possible to achieve high speeds when traversing the private right of way. This is for two reasons, firstly, the route is torturous and in places narrow which physically controls speed and secondly the road surface is not smooth and would be uncomfortable to traverse at high speed. Hence, generally it is considered that the majority of drivers would drive with care and in a safe manner.'

- 7.4.19. Following ITL's admission that the route is 'torturous', it is considered that the limited use of the track is, in some way, acknowledged by the applicant.

7.5. Summary of Track Conditions

- 7.5.1. The route between the highway and access to Tournerbury Golf Centre allows for the two-way movement of vehicles.
- 7.5.2. Between here and the entrance to the farm, one-way movement of vehicles is possible. Whilst there are grass verges on the southern side of the access road, a deep ditch which is overgrown and difficult to see would make overrun (and therefore two-way movement) unsafe. There is an informal passing place to wait at the farm entrance, although this access is within private ownership and is not part of the right of way.
- 7.5.3. As such, it is considered that there is a length of c.65m along this section which is not suitable for frequent two-way movement to the west of the farm.
- 7.5.4. Through the farm itself, there is sufficient room to allow for the movement of two-way vehicles and, where two-way movement for larger vehicles is restricted, there is sufficient forward visibility to allow for appropriate waiting. However, there are other issues with access through the farm which have been previously recognised by the Estate owner including farming operations which are hampered by large numbers of vehicles accessing through its' centre, and safety issues for both farm workers and the well-being of cattle.
- 7.5.5. To the east, the track narrows, passing through gateposts measuring approximately 4m in width, narrowing further to c.3.8m before narrowing again to 3.0m. The length over which two vehicles cannot pass is approximately 46m. The capacity of the link is exceeded when considering the capacity of the wedding venue, which has not been assessed by ITL.
- 7.5.6. Whilst the narrowing itself is a concern given the potential number and frequency of two-way movements, most alarming along this section is the lakes and deep ditches immediately either side of the carriageway which are overgrown and not easily seen by either vehicles or pedestrians, particularly if the route were unfamiliar.
- 7.5.7. Forward visibility along this section is limited, meaning that the likelihood of opposing vehicles needing to reverse along this hazardous section is high which would be particularly dangerous at night. The ITL TS has not assessed the potential impact of such movements in terms of likely frequency or the potential for accidents to occur (involving vehicles or non-motorised users).
- 7.5.8. For the track to be considered acceptable, it would need to be widened to accommodate two-way movement with refuge provided for pedestrians and improved forward visibility. A good example of the type of access which would be required is given in the previously approved 'alternative access' to the site.

8. Issue 5: Impact on Non-Motorised Users

8.1. ITL Assessment

- 8.1.1. The ITL TS notes with regards to 'alternative modes of travel':

'Clearly, wedding & event functions rely on a heavy bias of private travel by guests who would generally live a long distance away. Moreover, it is not untypical of wedding venues to be located in remote rural locations to offer a pleasant environment in which to be married; these typically can be converted farm buildings, heritage buildings and 'Marquee' venues in places of natural beauty, as with the TWE destination.

Some guests/participants do opt to use a taxi but this would not of itself reduce vehicular demand. On occasions, some guests organise a bus to ferry a number of invitees, from far away destinations or between the venue and overnight accommodation, as an efficient and cost effective way to travel.

It is therefore not realistic to apply harsh requirements in terms of travel planning for such venues given these circumstances or, to expect guests who are generally wearing their best finery to use public transport, even if it were available.'

8.2. Evoke Analysis

- 8.2.1. Whilst it is accepted that many wedding venues, including this site, are located in rural or semi-rural areas and that guests often travel from many miles away in their finery and may be more likely to travel by private car or taxi, access to the site for non-motorised users should still be considered in accordance with the NPPF.
- 8.2.2. In this case, the venue expects to increase the number of staff 'to 45-50' and will also provide, camping for overnight wedding guests and for school children. No mention or consideration of these potential non-motorised users has been undertaken.
- 8.2.3. As previously mentioned in Section 7, overnight stays are likely to result in campers walking to the local Co-op (1.2km away; a 14 minute walk), the nearest Pub (also 1.2km away) or the Indian Restaurants along Elm Grove (1.3km; a 15-minute walk away). Whilst the numbers of walkers under these conditions may be generally low, many of these trips would likely occur at night and therefore carriageway widths, opportunities for refuge from oncoming vehicles, obstacles either side of verges (the deep ditches and lakes), lighting and surfacing conditions should have been assessed.
- 8.2.4. In addition, there is the potential to encourage staff to travel to the site by sustainable modes given that the closest bus stops are located on Elm Grove; 1.2km (a 14-minute walk) away. Pedestrian facilities are available across the public highway network up to the access to the farm, and there is therefore no reason why access by foot (or by cycle) should not be encouraged, if the private track can be made safe and suitable for walking and cycling.
- 8.2.5. Policy CS16 of the Havant Borough Design Guide SPD requires that development should be:
- 'Well connected to and integrate with the immediate local area and the wider area by linking to existing pedestrian and cycle routes and encouraging people to use public transport where possible; and Is inclusive by considering the needs of those with disabilities, ensuring safe and convenient access for all.*
- 8.2.6. Paragraph 7.2.14 of MfS states that shared surface streets are likely to work well 'where the volume of motor traffic is below 100 vehicles per hour.' As presented above it is considered that the venue generates circa 247 two-way vehicle movements in the peaks and therefore the MfS threshold for a

shared surface is already significantly exceeded which could deter access by sustainable modes of transport to both the farm, golf club and the venue itself.

8.2.7. The NPPF Paragraph 110 requires that 'development should:

- *Give priority first pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport;*
- *Address the needs of people with disabilities and reduced mobility in relation to all modes of transport;*
- *Create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;*

8.2.8. At present, as previously described there are sections of the existing track which are wholly unsuitable to be able to encourage travel by sustainable modes due to the aforementioned width constraints, deep ditches and lakes which make sustainable movement dangerous. The access track therefore requires suitable improvements in order for it to be made safe, secure and attractive, to be delivered in accordance with Paragraph 110 of the NPPF and the Havant Design Guide.

9. Issue 6: Other Known Constraints & Further Evidence Base

- 9.1.1. Havant's Design Guide SPD Policy CS16 requests that development does not cause unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking.
- 9.1.2. Through discussions with Mr. & Mrs. Phillips a number of other issues have been advised which cause further distress and safety/security concerns as a result of ever-increasing large events at the Estate, including:
 - Drivers travelling through the farm and turning left (travelling north east) rather than right towards the Estate. The track to the north east is not properly surfaced and is used for ad-hoc access to fields and movement of agricultural vehicles and is unsuitable for most cars. An example of a car travelling out of the estate and turning the wrong way, trying to turn around and getting stuck is demonstrated in Figure 14. Mr & Mrs Phillips were required to use their machinery to relieve the car and have also erected further signage at their own expense. Other examples of similar instances on a number of other occasions are available, including video recordings;

Figure 14 Car Stuck after Making a Wrong Turn



- A number of instances have occurred with livestock leaving the farmyard due to the need to keep the gates open to retain right of way. Livestock either make their own way from the farm or are spooked by fast-moving vehicles. Whilst not evidenced through photographs, the Phillips have a number of witnesses to such events including their vet and the local police (including a police report which was made when livestock went missing);
- Taxis and pick-ups often knock on the farmhouse door in the early hours to ask for directions to the Estate which is poorly signed on Google Maps, waking up Mr & Mrs Phillips and their tenants who also live on the farm;
- There have been many incidents where wedding guests walk from the Estate late at night to wait for taxis either by the farm or at the Co-Op. In addition to the aforementioned safety issues for guests walking along the track at night, there have been instances where the Phillips have

found guests shielding from the rain within their hay barn, including guests urinating and smoking whilst sitting on hay bales. This causes a significant potential fire hazard;

➤ Due to the need to retain right of way to the Estate through the working farm, security is a significant and ongoing issue and there have been a number of incidents where equipment and machinery have been stolen or damaged.

- 9.1.3. These examples of some of the distress caused to Mr. & Mrs. Phillips through a lack of security or privacy are considered to cause unacceptable harm, again demonstrating that the application is contrary to Policy CS16 of the Havant Design Guide SPD.

10. Summary and Conclusions

- 10.1.1. Evoke have been on behalf of Mr. & Mrs. Phillips to respond to a live planning application at Tournerbury Woods Estate, Hayling Island.
- 10.1.2. The purpose of this TN has been to explain the transport and highways reasons why the existing access track from which this site is served is not suitable in either highway safety or capacity terms to accommodate the existing, or planned future, use of the site for large weddings and other events.
- 10.1.3. The Estate is currently designated as a woodland, agricultural and residential site, but has been used commercially for a number of years including for holiday lets, hospitality events and weddings. If planning permission were to be granted, use of the site for large events has, and will continue to, increase over a number of years.
- 10.1.4. There is a current, live planning application at the site which is retrospective in nature, relating to use of the site for weddings and large events. A second application at the site for a 'certificate of lawfulness' for continued use of the site for events was recently refused.
- 10.1.5. An application for an alternative track to access the Estate was approved in 2017, and information provided by the Estate owner to support the application recognised significant issues with the existing access track. Nonetheless, the current, live application relies on continued use of the existing track and does not consider the alternative access.
- 10.1.6. The ITL TS and Highway Review state that event traffic flows are based on 'worst-case assumptions' and are a 'robust assessment'. They state that the ATC survey placed at the car park to the venue allowed 'safe judgements regarding the worst case flow'.
- 10.1.7. It is however demonstrated through this review that there are discrepancies between the data provided in the ITL reports, and used to assess the impact of the existing venue, and data obtained through other planning documents within the same application and for a previous (now refused) application at the site. In addition, online sources demonstrate reviews from events which have not been recorded.
- 10.1.8. In addition to discrepancies in recorded wedding events, there are clearly other events which have not been recorded or analysed within the transport assessments, including those potentially generating far higher two-way movements such as wedding fairs and corporate events. Whilst the number of guests at some events, such as wedding fairs, may not be known, an appropriately-timed ATC survey would have picked up these types of vehicle movements.
- 10.1.9. The capacity of the venue is for 500 people and this is clearly detailed in other planning documentation and online within marketing material. It is not known whether any events have taken place involving this number of attendees due to the discrepancies in the recorded data, but in any case a transport statement or assessment should assess the likely impacts of a proposal which in this case has not occurred. The planning application is therefore contrary to paragraph 111 of the NPPF.
- 10.1.10. The capacity assessment which has been undertaken notes a capacity of 232 peak hour vehicles on the most north-westerly section of the private track. If an assessment of the potential impact of 500 guests (not including staff or other visitors such as organisers, florists etc) were to be undertaken, it would find a peak hour two-way flow of at least 247 vehicles; thus exceeding the capacity of this link.
- 10.1.11. An assessment has not been undertaken of the capacity of the most dangerous pinch point along the route, which is characterised by a 3m carriageway with deep ditches and lakes immediately on each side and reduced forward visibility. Using the same methodology as used by ITL for the north-westerly section would result in a link capacity of 142 vehicles (including this section and the section to the

immediate north); again the potential two-way flow of 247 vehicles would substantially exceed this capacity.

- 10.1.12. The resulting impact of an exceedance of link capacity along the access track results in potential highway safety issues. Given the dangerous nature of the bodies of water either side of the access track with no refuge for pedestrians, and the inability for two vehicles to pass with limited forward visibility resulting in the potential for dangerous reversing manoeuvres, with no street lighting, it is considered that the impact on highway safety has a realistic potential of being 'unacceptable' when considering paragraph 109 of the NPPF.
- 10.1.13. Whilst access through the farm is acceptable in terms of link capacity and the acceptance of two-way movement, there are other issues involving a working farm which include safety for workers and for livestock. These safety concerns have been previously recognised by the Estate owner including farming operations which are hampered by large numbers of vehicles accessing through its' centre, and safety issues for both farm workers and the well-being of cattle.
- 10.1.14. No consideration has been made to non-motorised users which is a key component of both national and local planning policy. Whilst it is recognised that there is limited opportunity to promote sustainable travel to and from weddings, consideration still needs to be made to movements for other uses associated with the site such as school children associated with the Duke of Edinburgh Award and overnight campers. As the ITL TS has not provided a Travel Plan, does not give priority to pedestrian and cycle movements or facilitate access to public transport, and does not consider vulnerable road users it is contrary to paragraph 110 and 111 of the NPPF, Policy CS16 of the Havant Borough Design Guide and not in accordance with MfS guidance.
- 10.1.15. As the potential impact of the venue capacity has not been properly assessed, and therefore the potential impacts of the application are not accurate and cannot be established on either the private track or the public highway, it is recommended that the application is refused on the basis that the proposals fail to adhere to Paragraph 109 and paragraph 111 of the NPPF.
- 10.1.16. It is on the above grounds that this application should be **REFUSED** as it is contrary to Paragraph 108, 109 and 110 of the National Planning Policy Framework (NPPF), Policies DM11 and DM12 of the Local Plan (Core Strategy) as well as guidance at a national and local level. In summary;
- The application will be unacceptable on highway safety grounds;
 - Safe and suitable access is not afforded to the site for all users;
 - The peak hour traffic flows on the site access road exceeds 100 vehicles which is the recommended maximum flow for a shared surface road in MfS and therefore the shared surface proposals would not be acceptable on highway safety terms;
 - Large sections of the site access road are insufficient in width to accommodate two-way movement of vehicles. As such any further increases in traffic will result in further driver delay and congestion which will impact the highway safety and carriageway condition;
 - The proposal would result in additional conflicts between vehicles and vulnerable road users on the access road which is in a poor state of repair, has no separate pedestrian infrastructure and is not lit which, due to the existing constraints on the access track, could result in an unacceptable impact on highway safety; and
 - Additional traffic on the access road would further reduce the suitability of the link for use by pedestrians and cyclists which would discourage travel by sustainable modes of transport, contrary to policy objectives.
- 10.1.17. Nonetheless, should a full and proper assessment be undertaken and the local authority conclude that the retrospective planning application should be found acceptable, it is requested that the

following conditions are imposed to ensure safe movement of all movements in accordance with the NPPF paragraph 110:

- **Condition 1:** Access Track should be widened to a minimum of 4.5m along its' length to allow two-way movement of cars. To allow occasional two-way movement of larger vehicles, passing bays should be provided at regular intervals, to be agreed with the local highway authority, measuring a minimum of 5.5m (preferably 6m) in width.
- **Condition 2:** A minimum of 1m wide verge should be provided either side of the access track to allow for the refuge of pedestrians due to the existing constraints including deep ditches and lakes along much of the access track. The length of track which is surrounded by lake should be made safe through refuge for pedestrians in addition to formal barriers and adequate signage, to be agreed with the local highway authority;
- **Condition 3:** Lighting should be considered along the length of the track which could comprise of low-level lighting to ensure safe passage for track users at night.