



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

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

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

www.hants.gov.uk

<i>Enquiries to</i>	Chris Hirst	<i>My reference</i>	6/3/13/134
<i>Direct Line</i>	0370 779 0563	<i>Your reference</i>	APP/21/00399
<i>Date</i>	20 th August 2021	<i>Email</i>	Chris.hirst@hants.gov.uk

For the attention of Lewis Oliver

Dear Sir

Full application for erection of discount foodstore, drive through coffee shop and drive-through restaurant with associated car parking, service yard, landscaping, means of access and associated infrastructure.

Thank you for consulting the Highway Authority on the above planning application. Under the outline planning application, the Highway Authority recommended no objection to the proposed development of this site, subject to S106 obligations and conditions. The latest full application provides updated information on the proposed on-site uses and their impact on the local highway network.

The applicant has submitted a Transport Assessment (TA) which has been reviewed. Following an assessment of this document, the Highway Authority wish to make the following comments.

Existing Conditions & Outline Permission

The proposed development is located within Waterloo Park which currently comprises a Lidl and McDonalds restaurant. The site is located to the west of the B2150 Hambledon Road and is accessed via a roundabout with Elettra Avenue and Waterberry Drive.

Resolution to grant outline planning permission was previously provided under planning reference APP/18/01072 which included a maximum 2787sqm of B8 trade counter and 4,334sqm of A1 (not including food retail), A3, A5 and D2. Within the transport assessment work, local junction modelling was undertaken assuming a trip assessment based on the potential land uses coming forward. The modelling work identified that the Hambledon

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

Road/Elettra Avenue Roundabout would operate over capacity in the future year scenario as a result of the development and would therefore require mitigation.

A scheme was presented to the Highway Authority which included a dedicated left turn facility onto the roundabout from the Elettra Avenue approach. The Highway Authority did not agree that the proposed improvement scheme would provide the stated capacity improvement and would also come at the detriment of capacity on Hambledon Road, a scenario which was not acceptable. Instead, a £60,000 contribution was agreed towards a wider scheme which would provide capacity benefits to the roundabout as a whole without compromising the operation of the mainline.

Alongside the roundabout contribution, a £150,000 contribution was secured towards the provision of a toucan crossing on Hambledon Road, a Framework Travel Plan along with the relevant approval and monitoring fees and a commitment from the applicant to investigate and deliver as required pedestrian and cycle improvements to the site once the internal layout had been fixed as part of any reserved matters application.

This application has been reviewed on the assumption that, should the application be approved, it would be linked in planning terms to the pending outline application and that implementation of this application would trigger implementation of the outline permission and therefore any associated mitigation measures would be triggered as set out within the outline permission's draft s106. If the S106 is not completed prior to any permission being approved for this application or implementation of this application doesn't trigger commencement in the outline permission then it would be expected by the Highway Authority that any agreed mitigation measures, be they physical or financial secured through the draft outline s106, would be resecured within this permission. If this is not an agreed position, then the Highway Authority will need to reconsider its response.

Development Proposals

The current full planning application is for land located in the north-western corner of the site only. The application consists of 1908sqm of food retail and 500sqm for two separate drive thru/restaurants. The former of the two land uses is a variation to the consented outline application in that it features food retail instead of non-food retail. An assessment of how this impacts on traffic generation is provided within this response.

The TA sets out what is considered as the 'worst case' outcome in terms of traffic generation following the land use change within the full application as agreed at outline. This is replicated below:

Full Application:

- 1908sqm food retail (class E(a));
- 500sqm A3/A5 class restaurants; and

Residual Outline (19,105sqm minus 2,414sqm development comprising)

- 2787sqm B8 trade counter;
- 11,990sqm class E (g)(iii), B2, B8; and
- 1,920 non-food retail (class E(a)).

Access into the site will be provided via the Elettra Avenue/Waterberry Drive Roundabout which will be altered as part of the new right turn lane arrangement into the north-western section of the site. New pedestrian and cycle connections are proposed through Waterloo Park to connect into the new site. These matters have been addressed further within this response.

Accessibility

Bus & Rail Travel

Through the outline planning application, it was established that the site is suitably served by bus stops located on Hambledon Road subject to the implementation of the toucan crossing which will provide a signalised crossing point between the southbound service and the site. The northbound bus facility can be accessed via the existing crossing facilities available on Elettra Avenue.

The aforementioned toucan crossing has since been implemented by the Highway Authority as required to ensure safe access to areas of the wider site which have already been occupied. This has been forward funded by the Highway Authority on the basis of the resolution to grant planning on the outline application and the agreed funding provision within the draft s106. This is still considered necessary to replace funding utilised by the Highway Authority from elsewhere.

The site is not directly served by a railway station and therefore was not considered as part of the previous assessment.

Walking and Cycling Accessibility

During discussions regarding the outline application, the applicant was unable to commit to pedestrian and cycle connection points from the development until the internal layout of the site had been fixed and matters such as servicing arrangements had been made clear. However, it was agreed that the existing footpath to the south of the existing McDonald's would be widened to accommodate cyclist movements into the development, subject to detailed design work. This matter was conditioned as a pre-commencement requirement of the development.

The widening of the link to shared use has been detailed within drawing number 19235-10. There is a risk that drivers exiting McDonalds will not look left based on the current highway arrangement and may conflict with cyclists using the extended shared use path provision. A Stage 1 RSA should be carried out for these proposals to confirm that the widened link will not result in a safety concern for cyclists.

A new pedestrian link is proposed on the western side of Waterberry Drive which features a tactile crossing point and new pedestrian refuge island on Elettra Avenue to cross pedestrians into the proposed development. This arrangement is shown in drawing number 19235-08f. A new footway is also proposed to the west of the site which would provide a new tactile crossing point in the north-western corner of the development which is shown within drawing number 19235-08f SERVICE. Visibility splays for pedestrians should be shown at each new crossing point to demonstrate that adequate visibility will be achievable in accordance with the Highway Authority's TG19.

The enhancement to the existing footway to the south of McDonald's would cater for cyclists approaching the site from the south; however, there are currently no proposals to provide for cyclists approaching the site from the north. On the northern side of Elettra Avenue there is an existing segregated cyclist facility which continues northbound along the eastern side of Waterberry Drive. On the southern side of Elettra Avenue, there are shared use facilities which stop at the existing tactile paving crossing point adjacent to Lidl. The applicant should investigate extending these facilities to provide continuous access for cyclists who approach the site from the north. This was a matter raised at the outline stage with a requirement set by condition for these matters to be addressed within the reserved matters in order to reduce the reliance on the private car and ensure a suitably integrated site for sustainable modes.

Vehicular Access

As previously noted, access to the site is proposed via a new right turn lane facility to the south of the Elettra Avenue/Waterberry Drive roundabout. This arrangement is detailed within drawing number 19235-08f GA.

There are concerns that the current design would result in a safety issue as you enter the site via the Elettra Avenue/Waterberry Drive roundabout. Traffic could use the offside lane on the westbound roundabout approach to enter what would be only the right turn lane into the site. This would not be acceptable to the Highway Authority as it builds in an inherent safety risk in relation to lane discipline on the approach to the Elettra Avenue roundabout. The internal layout should be amended so that the exit from the roundabout is 1 lane. A direct taper should then be introduced into the right turn lane south of the splitter island which would reduce the likelihood of conflicts. The design should be updated accordingly in line with DMRB CD116. A Stage 1 RSA should be undertaken once the design has been revised to confirm that it will not result in a safety concern on the highway. Speed surveys should also be undertaken in accordance with HCC TG3 guidance to confirm the required visibility splays from the access. The modelling will need to be reviewed as a result of these changes. Consideration should also be given on whether provision of carriageway markings in the form of directional arrows on the westbound approach to the roundabout would assist with ensuring lane discipline by road users

Visibility splays for the service yard goes through trees shown on the drawings, although it appears onsite that this is a combination of high hedgerow and trees. The applicant is required to confirm whether the vegetation is being cleared and replaced by planted trees. If so, trees must not restrict visibility meaning careful consideration of planting locations will need to be agreed so as not to obstruct sightlines. The proposed access drawings should be overlaid with the highway boundary to confirm the exact extent of the highway in this area.

Internal Layout

It's unclear how the northern block of parking spaces for the proposed food store will be accessed. There is hatched markings between the access road and these spaces and it is not clear whether this is physical separation or the purpose of the hatching. It is assumed that these spaces are accessed via the access road as they create tandem spaces if accessed from the car park itself. Given the level of traffic movements through the site's access road, it is not considered appropriate for vehicles to manoeuvre into the spaces directly from it without first entering the dedicated car park as this could result in queuing back to the site access, which in-turn results in queuing on the public highway which is not considered acceptable. Further information is therefore sought on the proposed parking arrangement and how parking levels proposed can be achieved in accordance with the requirements above.

Car Parking

As the local parking authority, Havant Borough Council should determine whether the proposed quantum of parking meets adopted standards. There is concern due to the nature of the development that during busy periods there may be pressure for vehicles to park on the highway. Funding should be provided by the applicant to implement parking restrictions on the surrounding highway network should overspill parking from the site become apparent. This should be secured through the S106, and the funding amount will need to be agreed with the Highway Authority.

Traffic Impact

Under the outline application, the Highway Authority agreed a total trip generation based on the proposed land uses. The agreed trip figures are set out below:

Time Period	Two-way Movements
AM Peak	212
PM Peak	297
Saturday Peak	433

The change in land use from A1 non-food retail to A1 food retail will result in additional trip generation above and beyond that which was assessed and agreed under the outline application. To ascertain the level of additional trip generation, the trip rates agreed under the recent application at Mill Lane, Alton have been utilised which is considered acceptable. The proposed trip

rates associated with the food retail element of the development are as follows:

Time Period	Two-way Movements
AM Peak	94
PM Peak	221
Saturday Peak	215

Given the presence of the existing Lidl food store located to the east of the site, the TA proposes to deduct 25% of the food retail trips because they are existing trips on this part of the network. The remaining 75% of food retail related trips should be assumed as new trips on this section of the network.

Taking account of the above, the total trip generation from the site is proposed as follows:

Application	AM Peak	PM Peak	Saturday Peak
Outline Application Trip Rates	212	297	433
Full Application Trip Rates	135	306	371
Full Application + Outline Application Trip Rates	248	444	516
Net Difference	+36	+147	+83

Trip Distribution

The TA has based the food retail trip distribution on the information available within the Retail Impact Assessment (RIA) which assigns 80% via Hambledon Road South, 15% via Milton Road and the remaining 5% via Hambledon Road North.

The Highway Authority requires further evidence to justify the 5% vehicle routing via Hambledon Road North. The catchment area shown in the RIA includes a number of towns and villages to the north, including Denmead and the northern section of the Waterlooville MDA, who would directly benefit from the new food retail provision. Whilst the population of these areas is lower than the urbanised areas to the south, it is not considered that the 5% trip figure is proportionate to the level of traffic which would approach the site from the north. Further evidence should therefore be provided and/or a sensitivity test which assumes a greater level of traffic approaching from the north to ensure that the modelling represents an accurate reflection of development trips once the site is operational.

Traffic Impact

To understand the additional trip impact from those assessed under the outline application, junction modelling has been undertaken for the Elettra Avenue/Waterloo Park Roundabout and the Hambledon Road/Milton Road Roundabout.

The traffic surveys undertaken in 2017 in support of the outline application have been uplifted using TEMPRO growth rates to a 2026 future year scenario. The TEMPRO rates used within the TA are considered acceptable.

The modelling assesses two separate scenarios:

- 2026 base + Outline.
- 2026 base + Outline + Net.

It should be noted that whilst changes are required before the modelling can be considered acceptable, the trip distribution will need to be agreed first to set the relevant trip generation parameters across the roundabout.

Elettra Avenue/Waterloo Park Roundabout

The model for this junction has been reviewed by the Highway Authority and whilst there are minor changes required to the geometries, this would not have a significant impact on the model outputs.

Under the 2026 base + outline + net scenario, the worst-case Ratio to Flow Capacity (RFC) is 0.40 on the Elettra Avenue (E) approach which equates to a queue length of 0.7 Passenger Car Units (PCUs). This junction will therefore operate within design capacity in the future year scenario with the additional development traffic.

Hambledon Road/Milton Road Roundabout

The model for this junction has been built assuming the improvement scheme presented as part of the outline application, shown in drawing number 19235 – 02i, is in place. The Highway Authority did not agree during the outline application that the improvement scheme would provide the capacity benefits stated. It was therefore agreed that a contribution towards a wider improvement scheme would be taken. Nonetheless, the applicant has modelled the roundabout assuming that the Elettra Avenue improvement scheme has been implemented.

To understand how the proposed development will impact on the roundabout prior to any amendments, the applicant is required to provide modelling for a future year scenario to 2026 which features the roundabout in its current form. Consideration also needs to be given to an improvement scheme focussed on pedestrian and cyclist connections across the roundabout currently being designed by Havant Borough Council. The scheme should be factored into the modelling to ensure that the future year models accurately represents the situation on the ground. The applicant should engage directly with HBC to obtain the relevant information.

Notwithstanding the above, the Highway Authority has undertaken a review of the model build which features the improvement scheme and will require the

amendments below to be made before the model can be considered acceptable.

The geometric parameters used within the model need to be updated. The approach width and entry width appear to be overestimated and will therefore need to be rectified. It is also noted that the effective flare length on Elettra Avenue (W) has a measured value of approximately 52m whereas in model effective flare length of 127.6m is provided. Effective flare needs to be re measured and updated after making necessary corrections for entry width and approach half width. A percentage capacity adjustment of 135 and 120 has been applied on Milton Road (E) and Hambledon Road (S) respectively, for which the reason and data is not provided. The Pedestrian crossing on Hambledon Road (N) and Hambledon Road (S) needs to be included within the model.

No HV volume is entered in model which needs to be updated. A 'FLAT' profile for demand has been used for which the reason is not specified. Traffic flows have been entered in PCU's, with a PCU factor of 2.0 for HGVs.

A review of the traffic data on the approaches also suggests that there is potential for unequal lane usage at the junction. Lane simulation should therefore be undertaken to test impact of unequal lane usage.

The model will need to be updated with the changes requested above and re-run before it can be considered acceptable.

However, it is noted that without the aforementioned changes, the roundabout will be operating over design capacity on the Hambledon Road (north approach) in the PM peak hour with an RFC of 1.00 and Elettra Avenue will be operating close to design capacity with an RFC of 0.95 too. The proposed development would result in 0.08 and 0.04 RFC increase across the respective arms of the roundabout above that assessed under the 2026 + outline scenario. A 2026 baseline without development traffic should be provided to cross reference against the 2026 + outline + net scenario which will establish the impact of the development as a whole.

Based on the assessment undertaken as part of the outline planning application, a £60,000 contribution was secured towards improvement works at the roundabout. The Highway Authority had concerns with the actual capacity improvements afforded by a dedicated left turn on the Elettra Avenue approach, hence the requirement for a contribution in lieu of works.

It is evident from the additional work undertaken as part of the full planning application that the roundabout is pushed over capacity and therefore would require additional mitigation, even when the Elettra Avenue improvement scheme is included within the modelling, despite the Highway Authority disagreeing with the level of improvement it would offer. Whilst a 2026 baseline scenario and changes to the junction model are sought, the applicant is required to consider a wider improvement scheme to mitigate the impact of

the development as a whole, as previously identified by the Highway Authority.

Travel Plan

As part of the outline application, the Highway Authority agreed to a situation whereby the entire site would be subject to a site wide travel plan, overseen by a site wide travel co-ordinator. Each unit which employed 20 or more employees would be subject to a unit specific travel plan, overseen by a unit specific travel plan co-ordinator who reported to the site wide travel plan co-ordinator to organise and prepare the annual monitoring report to submit to the Highway Authority.

A Framework Travel Plan has been submitted in support of the current full application. Whilst the plan in general is acceptable, the modal target reduction of 5% SoV should be increased to 10%. This point should be updated within the FTP. Given the scale of development being considered through this application, it is anticipated that at least 1 of the units will qualify for the unit specific travel plan, which will need to be agreed prior to occupation of any of the units. It is also worth noting that the Highway Authority have not yet been provided with a site wide travel plan which will need to be agreed before any unit on-site becomes operational.

Recommendation

The Highway Authority require additional information to address a number of concerns held with the application.

- Further information regarding the pedestrian/cycle links;
- Amendments to the site access;
- Further information regarding the vehicular distribution;
- Amendments to the junction modelling;
- An improvement scheme which mitigates the impact of development traffic at the Hambledon Road/Milton Road Roundabout; and
- Amendments to the Travel Plan.

I trust that the above is clear; however, should you have any queries, please do not hesitate to contact Chris Hirst on the number noted above.

Yours Sincerely,

Gemma McCart – Transport Team Leader