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<i>Date</i>	23rd August 2016	<i>Email</i>	Holly.drury@hants.gov.uk

For the attention of D Haywood

Dear Sir,

**Land North of Havant Road and West of Selangor Avenue, Emsworth:
Erection of 192 dwellings with associated parking, access, landscaping
and surface water drainage, pumping station and sub station.**

Thank you for the opportunity to comment on the above application.

The site is located north of the A259 Havant Road. The site is bounded by the A27 and the existing residential development on Selangor Avenue. The site is currently greenfield used as arable farmland. There is an existing field gate onto Selangor Avenue. There is currently no access to the site from the A259.

Traffic Surveys

An automatic traffic count was undertaken on Havant Road between the 3rd and 11th January in the vicinity of the site access which has demonstrated 85th percentile speeds of 35.3mph westbound and 35.6mph eastbound with average annual daily weekday traffic of 10,536 westbound and 10,360 eastbound.

Site Access Junction Type

A simple T Junction has been proposed for the access. This junction has been modelled and shows that the maximum RFC for the junction is 0.704 in the AM peak on the site access arm of the junction. Whilst this is within capacity there are significant concerns with the form of the proposed access arrangements and these are set out below.

Total 5 day average movements are equal to 20,896 on the A259 Havant Road with daily flows from the site access estimated at 860. TD42/95

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

therefore specifies that a roundabout (or other type) of junction should be used rather than any form of T Junction. The Highway Authority considers that a signalised junction would be the most appropriate junction type in this location and this was the basis of the advice given at the pre-application stage.

In response to the pre-application advice a signalised access has been modelled. No drawing of the layout has been provided and the modelling appears to be based on the proposed T Junction arrangement with inadequate road widths for the site access if the junction was signal controlled (2.75m at the stop line but should be 3m). The modelling results show that the signalised junction is forecast to operate with degrees of saturation of 89.8% in the AM peak and 88.5% in the PM peak. However whilst the applicant deems this to be unacceptable based on the queue lengths on the A259 it does not acknowledge the safety benefit the controlled operation would provide for those vehicles exiting the development. The modelling work has been done on a worst case scenario and included calling the pedestrian phase every cycle which is unlikely in reality. Further more refined modelling is required in order to assess the operational capacity of this junction type and the impact on the A259.

A signalised junction would be in accordance with DMRB guidance and provide a more conspicuous site access for the development. The applicant has not fully considered the ability to implement a signalised junction as the site entrance despite the design guidance requirements and our previous request. A signalised site access should be fully assessed with a drawing and site specific modelling before assumptions are made about the suitability of a signalised site access arrangement.

Within this modelling/design work a layout with right turn facilities on the A259 should be reviewed in order to reduce the westbound queue and prevent unnecessary delay. A controlled pedestrian crossing would also be required across the site access arm to cater for the new shared use path.

Proposed Priority Junction

Notwithstanding the above the Highway Authority has the following observations on the proposed junction type.

If a T Junction was to be considered the flows from the site itself would at a minimum require a right turn facility as they exceed the 500 two way movements set out within the design guidance.

The proposed T junction access is located between established hedgerows which means the junction will not be a prominent feature as you enter the 30mph speed limit. The recorded speeds demonstrate that vehicle speeds are higher than the posted speed limit and with no change to the street scene this is unlikely to change. Vehicles entering the A259 from the site will also be obstructed until they reach the junction.

The junction design shown in drawing 041.0025.003 Rev B shows tracking for a large refuse vehicle. This should be shown for a super large vehicle. It should also be shown passing a car turning at the junction. The current

tracking demonstrates that a refuse vehicle would not be able to enter the junction if a car was waiting to turn out. This would result in it being stationary on the A259 causing a safety concern with regards rear end shunts.

A drawing showing forward visibility of a turning vehicle should also be provided along the A259 from both directions. Consideration should be given to the speed of vehicles as they approach from the west as they would have recently exited a national speed limit and speeds demonstrate that they are not driving at 30mph by the time they reach the proposed access.

Onsite observations have been undertaken of the Selangor Avenue junction to gain an understanding of how vehicles currently gain access to the A259 via a simple T Junction arrangement. From these observations during peak times it has apparent that a number of vehicles pull into lane 1 when clear in order to turn right. Delay can also be significant with vehicles observed to wait for up to 54 seconds. The applicant has also determined through there own video survey that vehicles on that day were observed to wait up to 37 seconds. It is well established that frustration when trying to exit a junction leads to drivers accepting smaller gaps or taking risks in order to make progress. This is likely to occur at the proposed access and therefore a concern to the Highway Authority.

A site layout drawing 18-2059-001 has been submitted with the application which shows a signal controlled crossing east of the proposed access on the A259. No details of the requirement for this crossing have been provided or reference made to the proposals within the TA. Whilst a controlled crossing with the proposed T Junction access would aid with pedestrian and cycle movements, pedestrian and cycle counts would be required to support the need for a controlled crossing implemented in isolation. This should be provided should this option be required. In addition this drawing also appears to be showing works to Selangor Avenue around the emergency exist. Again details of these are required.

Parking

Matters relating to the internal layout and parking are dealt with by our Agent at Havant Borough Council. A separate response on these matters will be provided to the Planning Authority.

Trip Generation and Assignment

TRICS data has been obtained for private houses to determine a robust trip rate for the site. The search criteria is for housing sites with 50-150 dwellings generates a two way trip rate of 0.507 in the AM peak and 0.503 in the PM peak resulting in a total of 860 daily trips, 98 in the AM peak and 96 in the PM peak. The trip rate is a little low but within a tolerable variation given the proposed housing numbers.

Traffic surveys on the A259 have given an indication of the proportion of eastbound and westbound movements along the corridor. These have been used to determine the split of right and left turn movements from the site. In the AM peak 70% are expected to turn right from the site and 30% left. This is reversed in the PM peak period.

Junction Assessments

The following junctions have been assessed within the vicinity of the site. The scope of this has been agreed through pre-application discussions with the Highway Authority. These include the following:

- Havant Road/North Street/High Street Roundabout (the Emsworth Roundabout)
- Victoria Road/North Street Junction
- Havant Road/A27 Slip Road/Church Lane Roundabout
- Emsworth Road/Havant Road/A27 Slip Road Roundabout
- Southleigh Road/Emsworth Road Junction

Surveys of these junctions have been undertaken to determine the baseline situation. Background traffic growth has then been applied to 2021 using TEMPRO growth factors of 1.0955 in the AM peak and 1.1005 in the PM peak.

Havant Road/North Street/High Street Roundabout (Emsworth Roundabout)

The modelling of this junction demonstrates it to be operating within capacity both in the 2021 baseline scenario and the 2021 with development scenario. The maximum RFC experienced without development is 0.79 on the A259 (west) approach in the PM peak this increases to 0.80. As the junction will be operating within capacity no capacity improvement works are required at this junction.

Victoria Road/North Street Junction

Traffic flow surveys have been undertaken to understand the existing situation. A total of 11 additional vehicles are forecast to route through this roundabout in the peak hours. The percentage increase in figures has been calculated across the whole junction and not on the specific arms in which the traffic will impact upon. However this level of additional traffic at this roundabout cannot be considered significant and therefore no further modelling work is required.

Havant Road/A27 Slip Road/Church Lane Roundabout

The modelling of this junction demonstrates that the junction is operating over capacity when development traffic is added with RFC's of 1.03 on the Havant Road arm in the AM peak. These modelling results are not truly reflective of delay. ARCADY assumes that all capacity on an entry can be maximised however at this roundabout the entry lanes are split into ahead and left turn movements on the Havant Road and Emsworth Road arms. The flows on these arms are not however evenly split between these movements. Entry lane analysis has not been used to determine the impact of this. This work should be undertaken to understand the true operation capacity of the junction.

The TA goes on to proposed capacity improvements back to the 2021 base scenario. In reality the proposed improvements will not provide any benefit. For example amending the entry width at the roundabout approach from 7.4m to 8m will still only provide a 2 lane entry and nothing above what is already present and achievable on site. The results of the ARCADY modelling are

therefore not truly representative and benefits forecast in reality will not be achieved. The baseline situation is also considered to be 2016 and the applicant should demonstrate mitigation measures to show the junction operating at these levels. At present no modelling of the 2016 base scenario has been provided. This additional modelling work may demonstrate that queues on the Emsworth Road arm reach back to the Emsworth Road/A27 Roundabout and it would be beneficial to model the two junctions within one model as linked roundabouts.

The current assessment is showing this roundabout to be operating above capacity and therefore requiring improvement.

Emsworth Road/Havant Road/A27 Slip Road Roundabout

This roundabout has been modelled in the same way as the Havant Road/A27 Slip Road/Church Lane Roundabout. The comments relating to lane capacity analysis also apply along with the benefit of modelling the two junctions together. The comments relating to the proposed improvements here are also the same. Therefore the junction should be remodelled with a 2016 base scenario and a comparison and appropriate mitigation measures proposed.

The current assessment is showing this roundabout to be operating above capacity and therefore requiring improvement.

Southleigh Road/Emsworth Road Junction

Traffic flow surveys have been undertaken to understand the existing situation. A total of 18 additional vehicles are forecast to route through this roundabout in the peak hours. The percentage increase in figures has been calculated across the whole junction and not on the specific arms in which the traffic will impact upon. However this level of additional traffic at this roundabout cannot be considered significant and therefore no further modelling work is required.

Sustainable Modes of Access

Train

The nearest station is Warblington Railway Station which is 1.3km from the site. Services from Warblington Station are good and there is a direct route to the station via Southleigh Road which is suitable for walking and cycling.

Bus

Bus stop facilities are located on Havant Road approximately 280m from the site entrance. This stop is serviced by the Stagecoach Coastliner 700 bus service which runs every 20 minutes and provides access to Flansham Park, Bognor Regis, Chichester, Havant and Portsmouth. Passenger waiting facilities are good although the shelters could be upgraded to provide a more attractive waiting area.

Walking and Cycling

Existing on road cycle facilities are present on Havant Road along with a section of shared use footway between the A27 underpass and Selangor Avenue. A non-motorised user audit has been undertaken as part of the application. Within the assessment the facilities for pedestrians, cyclists have been considered. The footway/cycle links on Havant Road were considered to be of a high standard and suitable to cater for journeys from the site. Selangor Avenue has also been reviewed. It highlights that the footways are narrow in places and it is noted that the condition could be improved. The NMU also highlights this route as the route to school and the Emsworth centre for both pedestrians and cyclists. Selangor Avenue does not have any formal cycle facilities.

Walking and cycling distances from the site to keys services in the majority of cases are above those deemed acceptable although are within the preferred maximum in most cases. Therefore the routes need to be attractive and easily negotiated in order to encourage walking and cycling journeys.

The TA refers to a contribution for walking and cycling improvements within the vicinity of the site and highlights areas where improvements could be made such as to footway widths and surfacing. A contribution towards providing a more attractive walking and cycling environment on Selangor Avenue should be provided by the applicant towards such measures to encourage sustainable travel to the Emsworth and the school.

Personal Injury Accident Data

Personal injury accident data has been collected for the period 2010-2015 and provided by the applicant. This is now out of date. An assessment of this data has been undertaken by the applicant. They state that there were a total of 29 injury accidents occurring in the vicinity of the site. (between North Street/High Street/Havant Road roundabout and west of the A27 junctions). Eight of these accidents were serious the remainder slight. The applicant has attributed the accidents to driver error and stated that there is no pattern to these accidents.

A more detailed review of HCC's records of the current accident data has been undertaken. For the up to date period 01-05-2011 to 30-04-2016 there have been a total 14 personal injury accidents along this route between the Emsworth Roundabout and the 60/30 speed limit change. A review of these accidents shows that 11 of the 14 occur at simple priority junctions (equal to 79%). Using the flow data provided it is possible to calculate an accident rate for this route. This is equal to 0.32 accidents per a million vehicle km's. This is a rate higher than would be expected from Road Casualties Great Britain which has an average of 0.29 accidents per a million vehicle km's for a urban A road.

As discussed at the pre-application stage the accident history here demonstrates that the current arrangement is giving cause to a road safety concern. The A259 is included in our 2017/2018 accident reduction programme for detailed investigation and remedial measures. On this basis therefore the proposal for a further simple junction on the A259 is not the

preferred option, especially in combination with the points raised regarding design standards earlier in my response. Alternative junction arrangements should be explored.

Travel Plan

The Travel Plan (TP) has been assessed using Hampshire's evaluation criteria for the assessment of travel plans - "A guide to development related travel plans." Overall, it is of a very high quality and there are only a few areas that need attention before it can be approved for the proposed new residential units.

General

The TP references HCC's guidance and is well laid out with broadly appropriate aims and objectives. It should also make reference to Barratt Homes' own policies towards sustainable travel and travel planning.

Consultation and Partnership

The TP commits to consult with public transport operators and bicycle shops and also local schools to potentially develop joint travel plan events. However, it does not mention consultation (planned or undertaken) with local employers who may also be developing and/or delivering travel plans. A commitment should be made to do so as there may be additional advantages of joint working.

The TP also recognises that it is the responsibility of the Travel Plan Coordinator (TPC) to establish a residents group to continue the travel plan at the end of the monitoring period; this is supported.

Site Audit

The information regarding off-site infrastructure is good but could be improved by providing details of first and last bus and train times. The TP notes that recent footway and cycleway improvements were implemented by Hampshire Constabulary – this should read Hampshire County Council.

The information provided on on-site infrastructure demonstrates that the site provides a slight under-provision in car parking, and will adhere to the cycle parking standards of Havant Borough Council (HBC). HBC may wish to provide further comment on this area. The TP gives full details on how cycle parking will be provided for residents but not for visitors – it would be beneficial if this could be included.

Targets

The targets proposed look stretching but reasonable and are supported. Details should be given of projected progress at each of the reporting stages of the five year monitoring period, and for each of the modes within the table provided. E.g. what will the mode share look like at years 1, 3 and 5?

Measures

The action plan is comprehensive. It would be beneficial to see personalised journey planning included in the offer if possible.

Roles and responsibilities

The Travel Plan Coordinator role is clearly outlined. The TP states that the Full Travel Plan will be submitted prior to occupation – presumably this is the Full Travel Plan so perhaps this paragraph needs addressing.

Monitoring

The survey methodology, sample survey and review methodology are appropriate. The TP should reference that a minimum 35% survey response rate is desirable.

Funding and Section 106 Agreement

The TP sets out proposed funding sources for each of the measures. It also makes reference to the Section 106 Legal Agreement but not the sanctions in place for non-compliance, a paragraph detailing the types of measures that could be implemented should the mode shift targets be missed should be included.

The bond should equal 110% of the costed measures and should therefore amount to £91,547 and not the amount proposed in the TP.

Conclusion

The TP will require a few minor amendments, as set out above, as it does not currently meet the minimum standards set out in HCC's "A guide to development related travel plans." The issues raised should be addressed in a new revision of the Travel Plan before it can be considered acceptable for submission in conjunction with the proposed residential site.

Recommendation

Additional information is sought from the applicant relating to the following:

- Site access arrangements
- A27/Havant Road Roundabout modelling and mitigation
- A27/Emsworth Road Roundabout modelling and mitigation
- Sustainable transport contribution
- Travel Plan

If you are minded to determine the application before this additional information is submitted, I would request that the application is refused for the following reasons:

- In the opinion of the Planning Authority the proposal involves development that cannot be reconciled with the National Planning Policy Framework in that the significant movements generated could not be accommodated adequately on the existing transport network.

This would result in a severe impact on the road safety and operation of the local transport network contrary to the NPPF and Policy DM12 of the Havant Borough Council Core Strategy.

- In the opinion of the Planning Authority the proposal involves development that cannot be reconciled with the National Planning Policy Framework in that proposed access is inadequate to accommodate the development safely. This would result in an unacceptable impact on the safety of users of the development and adjoining highway contrary to the NPPF and of the Havant Borough Council Core Strategy.

I trust that the above is clear but I would ask you not to hesitate to contact Holly Drury should you wish to discuss anything further.

Yours faithfully

Dominic McGrath
Strategic Transport Manager- Highways Development Planning.

CC Peter Marshall, Development Engineer, Havant Borough Council