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Enquiries to

Holly Drury

Direct Line

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Date

27 June 2014

My reference

HD6/3/13/154 (APP481)

Your reference

APP/14/00547

Email

holly.drury@hants.gov.uk

For the Attention of Heather Lealan

Dear Sirs,

Outline Planning Application on Land West of Horndean Road and south of Southleigh Road, Havant.

Thank you for the opportunity to comment on the proposed development of 125 residential units and a water retention area with all matters reserved except the access and levels.

A Transport Assessment has been submitted in support of this application which looks at the impact of development of up to 130 dwellings.

Existing Highway Conditions

The site is adjacent the B2148 Horndean Road which is approximately 5.5m wide and subject to a 30mph speed limit. Footways are in place on both sides. Southleigh Road runs to the north of the site which is also a 5.5m wide carriageway with a 2.2m shared use path on the southern side. Southleigh Road is subject to a 40mph speed limit and a 7.5 tonne weight restriction.

Public Transport

Emsworth Rail Station is located 1.2km south of the proposed site on the B2148. This provides hourly services to Brighton, Southampton, London Victoria, Portsmouth and Littlehampton.

A review of existing bus services identifies a number of bus routes in operation; however the majority of these are infrequent or restricted to certain days. The main bus service to the site is the number 27 service from

*Director of Economy, Transport and Environment
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Southbourne to Havant which provides a 30 minute frequency. The report refers to existing bus stops located on Horndean Road approximately 300m from the centre of the site. However the services at these stops are infrequent and unlikely to attract much patronage from the site. The nearest stop from which the service 27 operates from is located on Allendale Avenue/Southleigh Road, which is 450m from the site frontage, whilst parts of the site will be even further away. It is desirable to have bus stops located within 400m of a development. As this is not achievable here, it will be important to demonstrate that a safe and convenient walking route is in place from the site to the bus stop, and to identify any deficiencies that can be mitigated, including crossing provision.

Pedestrian and Cycle Access

Emsworth Centre is located within 2km of the site. This is considerably further than the 800m recommended within the IHTs 'Guidelines for Providing for Journeys on Foot' document. The existing footway provision on Horndean Road is narrow in places, and there is a lack of formal crossing places. Further information should therefore be provided on the existing walking route from the site to Emsworth Centre and to identify improvements to encourage walking trips from the site.

Pedestrian and cycle access from the site is restricted to two entry points both to the north of the development proposals. Residents living in the southern half of the site would therefore walk north through the site adding considerably to their journey length (up to 500m) before continuing to destinations to the south, including Emsworth centre, St James' School and Emsworth Park. The applicant should explore the opportunity to provide pedestrian and cycle access from the south of the site in order to provide a more direct connection and encourage sustainable travel to the site.

The site is served by a shared use footway/cycleway on Southleigh Road. However this does not provide a complete off road link to Warblington School, as it returns to a marked on road facility at Spindle Close. Improvements to this route to school should be explored with the aim of extending the off road cycle provision in order to make it an attractive route for sustainable trips from the site.

On Horndean Road there is no provision for cyclists and therefore a missing link with the shared route in Emsworth Park. The carriageway is narrow at 5.5m and 85th percentile speeds higher than the posted 30mph limit at 36mph northbound and 37mph southbound. Cycling on road here is therefore not deemed an attractive option and access improvements south of the site should be explored.

Highway Safety

Personal Injury Accident data has been provided in the vicinity of the site, although it is not clear the exact area which has been searched. Additionally the data supplied is for the period 06/06/2008 to 31/05/2013. This data is over a year out of date and requires updating. The area to be covered within the

search also needs to be agreed with the Highway Authority. The analysis should include:

- Southleigh Road including the level crossing at Warblington Station
- B2148 junction with Southleigh Road
- B2148 junction with Emsworth Common Road
- Horndean Road up to and including the junction of A259 Havant Road.

Site Access

Access to the site is proposed via two priority junctions, one on Southleigh Road and one on Horndean Road. It is not clear from the Transport Assessment work what the rationale for providing two vehicle access points to the site are, or the locations chosen. There is a concern that the layout could lead to some traffic using the on-site network to effectively bypass the Southleigh Road/Horndean Close junction. Further information should therefore be provided setting out the rationale for the access locations.

There is also insufficient information provided on the layout of the proposed site access arrangements. Engineering drawings (to scale) of the proposals, including visibility splays in accordance with Hampshire County Council Standards are required before further comments can be provided. The design of the Horndean Road junction should include crossing provision to the eastern side to provide access to bus services and linkages to the existing residential areas.

Trip Generation and Assignment

In order to estimate the number of trips generated from the proposed development total people trip rates have been obtained from the TRICS database. National Census 2001 Travel to Work data has then been used to obtain a modal split of these trips. This has resulted in vehicular trip rates of 0.795 two-way in the AM peak and 0.762 in the PM peak.

It is noted that the search parameters on the TRICS assessment include data up to 15/06/10 and for sites with dwelling numbers between 135 to 170. Due to this a very small sample has been produced which includes 3 sites from Ireland and Scotland. These areas have very different travel characteristics and are therefore generally discounted from analysis of sites in Hampshire. A revised TRICS assessment should therefore be undertaken, with the search parameters widened to include more recent data and for housing sites in the region of 50-250 units. This would provide sufficient data to estimate vehicle trip rates from the TRICS database.

Vehicle trips have been assigned to the highway network using National Census 2001 journey to work data and this approach is acceptable. This estimates that the majority of outbound trips (42.8%) will travel south on the B2148 with 34.3% travelling west on Southleigh Road. Inbound trips will see 52.7% entering the site from the south on Horndean Road.

In order to ensure a robust theoretical assessment of trip generation a survey of a similar location in the vicinity of the site would ensure that the trip generation and assignment is realistic.

Traffic Impact

Automatic Traffic Counts have been undertaken both on Horndean Road and Southleigh Road and a turning count has been undertaken at the Southleigh Road/Horndean Road junction. This has identified the peak hour periods of 08:00-09:00 and 17:00-18:00.

Background traffic growth up to 2019 has been calculated using TEMPRO with factors of 1.0916 for the AM peak and 1.0967 for the PM peak. These factors appear on the high side predicting nearly 10% growth in the PM peak over a 6 year period. Therefore further information on how these figures have been derived is required. In addition there is a committed site in Emsworth known as Hampshire Farm. How this development has been accounted for within the background growth should be detailed out within the Transport Assessment.

Assessments of the impact of the increase traffic flows on Horndean Road and Southleigh Road have been undertaken. This indicates increases in the link flows of between 0.3% and 10.1% and it is concluded that the links will still operate within theoretical capacity as set out within TA79/99. However it is unclear what assumptions have been made to determine this, as it would appear in the PM peak Horndean Road would be operating above theoretical capacity. Additional details are required in order to understand the impact on the network.

Capacity assessments have also been undertaken for the following junctions:

- Horndean Road junction with Southleigh Road
- Horndean Road junction with Bartons Road
- Horndean Road junction with Emsworth Common Road
- Southleigh Road junction with Eastleigh Road
- Warblington Railway Station Level Crossing
- A27 junction with A259
- Horndean Road in the vicinity of St James' School

It is concluded within the TA that the growth in traffic at these locations is not considered to be significant in relation to the existing background traffic growth at these locations.

However at Warblington Station Level Crossing the additional traffic may have a significant increase in queues and congestion. This is especially the case in the morning peak hour which coincides with school drop off times for Warblington School. The applicant is therefore requested to submit further information detailing the impact of development traffic at this location.

The TA has not assessed the capacity of the B2148/A259 junction. Based on the numbers of vehicles routing through the junction, appropriate modelling work should be undertaken to demonstrate the capacity of the junction and assess the impact of the development.

Assessments should be undertaken using the forecast flows without any estimated reduction through the implementation of the travel plan. This is to

ensure that the highway network can operate efficiently in a worst case scenario.

Detailed modelling work has been undertaken by the applicant for the two proposed site accesses and the B2148 Horndean Road/Southleigh Road crossroads.

B2148 Horndean Road/Southleigh Road Junction

A PICADY model has been produced to model the 2013 base, 2019 forecast and the 2019 forecast with development traffic impact scenarios at this junction. The assessment demonstrates that in the 2013 scenario the junction operates well within capacity with a maximum Ratio of Flow to Capacity (RFC) of 0.625 from Southleigh Road (east) in the AM peak and 0.745 from Southleigh Road (west) in the PM peak.

In 2019 without development Southleigh Road (west) in the PM peak is forecast to be exceeding design capacity (RFC of 0.85) with RFCs of 0.959 for the left turn movement and 0.933 for all other movements. It is not clear from this modelling however why a reduction in RFCs is then forecast for the Southleigh Road left turn movements. The increased queue forecast for all other movements from this arm will increase delay for left turners as the junction flare only allows for two cars to queue before the left turn movement becomes blocked. Further clarification behind this change is required. It is noted that table 6.3 refers to PCU's and table 6.4 is in vehicles. These two units of measurement are not directly comparable and may be the source of the discrepancies in the results.

Based on the information available the modelling demonstrates that this junction will be operating with RFCs above 0.85, the point at which the junction would begin to suffer from congestion and delay. The change in operating capacity is deemed significant and the applicant should therefore determine what improvements can be provided here to mitigate the impact of the development traffic.

B2148 Horndean Road Site Access

The proposed site access is forecast to operate within capacity in 2019 with a maximum RFC of 0.162.

Southleigh Road Site Access

The proposed site access is forecast to operate within capacity in 2019 with a maximum RFC of 0.055.

Mitigation Measures

The proposed mitigation measures for the site relate to providing internal links to existing walking and cycling infrastructure and undertaking measures through the Travel Plan to encourage sustainable travel. However, as set out in this response, there are a number of options for improvements to this

infrastructure that need to be fully explored and set out to facilitate sustainable travel and accessibility to the site.

Further analysis is also required to determine the impact of the proposed development on road safety and the capacity of the surrounding network.

Travel Plan

The Travel Plan (TP) has been assessed using the evaluation criteria for the assessment of Travel Plans. The TP for the proposed residential development on land west of Horndean Road Emsworth requires further work before it can be considered acceptable to support the outline planning application for 130 residential units.

Consultation and Partnerships

Evidence of early liaison with the local authority, local highway authority and public transport operators needs to be included within the TP. It is noted that one of the responsibilities of the Travel Plan Coordinator (TPC) once in place, is to negotiate cycle discounts. Evidence of early discussions with the local authority and public transport providers to secure information and public transport discounts for residents is also important.

Site Audit

Further information should be included in Section 2, site assessment as follows:

- Rail - While there is a reasonably good rail service from Emsworth station, walk and cycle linkages from the station to the proposed development should be considered.
- Bus - While there is one stop within 400metres of the site and two others within 500metres there is no information on the waiting facilities at these locations. Given the frequency of services set out in Table 2.2 it is not appropriate to conclude at 2.17 that the site is well provided for by bus as there is only one regular service with the last bus running at 17:09. This is likely to be unattractive to residents who need to commute during typical peak periods.

It is noted that the figures provided in appendix 5 relating to local walk and cycle distances do not relate to the figures quoted in Section 2.

Targets

The TP includes forecast baseline trips by mode for the AM and PM peak periods based on TRICS and 2001 Census travel to work data. It is proposed that a survey is undertaken upon occupation of the site to determine the actual modal split and a 15% reduction in single occupancy vehicle (SOV) trips during the AM and PM peak period over the 5 year "duration" of the TP is proposed. As the target specified is a ceiling trip rate based on full occupation at year 5 post occupation, the annual monitoring proposed must monitor this target in relation to the proportion of the site which is occupied, not the ultimate ceiling level.

An overall modal split target for the development must also be included in the TP. As this is a residential development rather than an employment development further modal targets should be set by trip purpose at the first review period.

It should be noted the TP does not have a “duration” or a “life” – the 5 year period referred to is the minimum period the developer is responsible for implementation and monitoring. The TP does not then cease but should become engrained in the site over this period and be handed over to residents or similar. Proposals for implementing the TP longer term need to be included within the TP and reference to “duration” and “life” removed.

Measures

In addition to the measures included within Section 5 of the TP, please include the following:

- No information is included on the type of units proposed at the development. Where flats or apartment type units are provided (in addition to terraces where there is no direct access to the rear of the property) there must be a commitment to provide secure and covered cycle parking to local standards.
- Incentives for public transport and cycle use must be provided. It is suggested a trial bus voucher and a discount voucher for the purchase of a bike is included in the welcome pack.
- Promote hants.liftshare.com rather than a site specific car share scheme as this is likely to offer a better chance of matching residents with those making similar journeys rather than a pool of only 130 units.
- Personalised travel planning must be offered to residents upon occupation. There should be a commitment to offer at least one session per residential unit and it must be promoted via the welcome pack. This can be provided by the TPC however the time allocated to the role will likely need increasing as a result.
- Secure improved waiting facilities for residents at the key local bus stops close to the site and investigate extended services (as current service finished at 5pm). Liaise with the local highway authority and bus operators; however a developer contribution may be required.

Funding and Section 106 Agreement

While an Action Plan is included at Table 5.1 this does not meet all the requirements of the HCC guidance. An Action Plan must be provided setting out all of the measures to be implemented (including the provision of the TPC) along with timings, responsibilities, costs and funding sources as required by the HCC guidance. The estimated costs for any infrastructure improvement measures should also be added to the Action Plan. This is so the travel plan and its commitments including the final amount can be set out in the Section 106 Legal Agreement and bonded against the targets when finalised.

There should also be a commitment in the TP to paying the Hampshire County Council travel plan monitoring and evaluation fees. The amount of money payable is dependent on the planning application fee. Further details can be found on the following web page;

http://www3.hants.gov.uk/workplacetravel/information_for_developers/fees.htm

Roles and Responsibilities

Once in place, contact details for the Travel Plan Coordinator (TPC) must be passed to HCC. This should be stated within the Travel Plan. Contact details of the TPC should also be circulated to all residents in the welcome pack.

Proposals for managing and implementing the TP after the funded travel plan coordination role ceases should be included in the document.

Monitoring and Review

A draft travel survey must be provided. The implementation of resident travel surveys is covered, but the plan currently lacks any details about ensuring an adequate response rate, or information about incentives offered. If an adequate response rate is not achieved the results could be deemed unrepresentative of the site. There should also be a commitment to feeding back the results to residents.

Travel Plan review meetings are required as set out within the HCC guidance and should be identified within the TP for years one, three and five. The review meetings may involve the TPC, representatives of the local planning authority, the County Council, public transport operators and community representatives.

Delivery and Enforcement

There is no mention within the TP as to what happens should targets not be met. The TP needs to set out what will happen if targets are not met. It should make reference to the Section 106 and the sanctions in place for non-compliance.

The TP requires additional detail and amendments in line with the comments above before it can be considered acceptable for submission. Notably costs and funding sources are missing from the action plan and these are required at this stage in order that a S106 can be secured.

Internal Layout

A response on Highway matters relating to the internal layout of the site including car parking provision shall be provided by our Agents at Havant Borough Council.

Community Infrastructure Levy (CIL)

Havant Borough Council have an adopted CIL charging schedule and whilst the County Council would previously have sought a Transport Contribution in accordance with the adopted Transport Contributions Policy to mitigate the

impact of development on the Highway this can no longer be secured in this way. The County Council will be looking to work with Havant Borough Council to bring forward appropriate transport infrastructure in this area.

Recommendation

I am not in a position to provide a positive recommendation on these proposals from a highways and transport perspective until the following information has been submitted to my satisfaction:

- Information and improvements regarding pedestrian access to bus services and potential improvements
- Information and improvements to pedestrian and cycle access especially to the south of the site
- Personal Injury Accident Data
- Details on the site access proposals including pedestrian and cycle provision
- Revised trip generation
- Assessment of the traffic impact on the B2148/A259 junction
- Assessment of the traffic impact on Warblington Station level crossing on Southleigh Road
- Revised assessment of the impact on the Horndean Road/Southleigh Road junction
- Explanation on the rationale behind two vehicle access points to the site
- An amended travel plan.

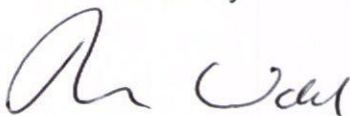
If you are minded to determine the application before this additional information is submitted, I would request that the application is refused for the following reasons:

- In the opinion of the Planning Authority the proposal involves development that cannot be reconciled with the National Planning Policy Framework in that there is insufficient provision of, or support for, sustainable transport options. This would result in a greater number of trips by private car which will create a severe impact on the local transport network and environment contrary to the NPPF and policy DM11 and 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 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 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(es) are 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 hope the above is clear. If you wish to discuss our response please do not hesitate to contact Holly Drury.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Tim Wall', written in a cursive style.

Tim Wall
Team Leader - Highways Development Planning

CC. Peter Marshall – Havant Borough Council Highways Development Planning