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<i>Date</i>	10 th January 2013	<i>Email</i>	david.murphy@hants.gov.uk

For the attention of Aaron Wright

Dear Sir

Copseys Nursery/manor Farm – Glenleigh Park Hallet Road/Fifth Avenue/Blenheim Gardens

I refer to the above hybrid planning application for the construction of a total of 191 dwellings which was passed to me for comment.

The site is indicated as a potential housing allocation within Havant Borough Council's 'Draft Allocations Plan'. The current application is in Outline for 100 dwellings for the northern section of the site and in Full for 91 dwellings within the southern section of the site resulting in an overall proposal for 191 dwellings.

Access

The outline development of 100 dwellings proposes access from the existing nursery access onto Blenheim Gardens which is in the form of a simple priority junction. Visibility splays have been demonstrated in accordance with Manual for Streets and swept path analysis has been undertaken indicating a refuse vehicle can enter and exit the site adequately. In addition, a vehicular link is proposed to the Full layout to the south together with two separate footpath links.

The full development for 91 dwellings proposes access by extending the existing cul-de-sacs of Glenleigh Park, Hallett Road and Fifth Avenue. Each access will involve minor work on the existing highway as the footways and carriageways are extended into the site. Details of the construction and appropriate licensing for carrying out the access works will need to be secured by a suitably worded condition.

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

The intended retention of a mature tree covered by a TPO at the eastern end of Hallett Road is stated to be the subject of detailed design which allows vehicular access without adversely affecting the tree. It should be noted that the construction of this link will need to meet necessary standards if this link is to be adopted as publicly maintainable highway.

The application site as a whole will receive traffic from Southleigh Road via the four separate priority ('T') junctions of Glenleigh Park, Hallett Road, Fifth Avenue and Spindle Close which serve existing residential properties. The TA has included information which demonstrates that the existing junctions can achieve visibility splays which are in accordance with current standards within Manual for Streets and based upon recorded speeds on Southleigh Road.

Although on-street parking occurs, the general width and alignment of these access roads is sufficient to allow a car and refuse vehicle to pass and is suitable for residential traffic.

Swept path analysis has indicated that it is possible to exit the existing roads without having to cross over the centre line although this may well take place on occasion. Analysis of refuse vehicles has also been undertaken for the priority junction from Blenheim Gardens demonstrating suitable access to the site. The extension of these cul-de sacs will also negate the need for refuse vehicles to undertake 3-point turns in these locations.

The proposed access arrangements utilise well established existing junctions on Southleigh Road which do not have any identifiable safety or operational issues which will be significantly exacerbated by the development proposal and are therefore deemed acceptable.

Trip Generation

The supporting Transport Assessment (TA) has provided the results of traffic counts of the exiting cul-de-sacs through which the development will be accessed. These counts have then been used to provide a trip rate per dwelling. The TA has also included reports from the TRICS database which has produced a higher trip rate. The TA has used the TRICS trip rate to establish the trip generation for the proposal which represents an appropriate robust estimation of 114 and 121 total movements in the AM and PM peaks respectively.

Traffic count surveys undertaken have established a base level of traffic flow which have been growthed to take account of increased traffic in future years. This process takes account of other allocated development within the area and is suitable for assessing future year scenarios.

Distribution

Data has been obtained from the Office of National Statistics (ONS) to establish the existing distribution of travel to be applied to the development traffic in addition to applying the existing proportional direction of travel on Southleigh Road in the immediate vicinity of the site access. In practice, driver direction may well be influenced on their experience of the level crossing with existing flows indicating that nearly 50% of the time southbound drivers may chose to travel a longer distance north to avoid delays at the level crossing.

The overall distribution of the site largely reflects the turning proportions for the existing cul-de-sacs and are deemed acceptable for the purposes of assessment.

Traffic Impact

Southleigh Road/Spindle Road

A PICADY assessment has been carried out for which indicates that the junction will operate well within capacity for all scenarios with minimal impact as a result of development.

Southleigh Road/Fifth Avenue

Assessment similarly indicates that this junction will operate well within theoretical capacity in all scenarios.

Glenleigh Park/Southleigh Road - Hallett Road/Southleigh Road

Similar levels of traffic are expected through the two southern access points of Hallett Road and Glenleigh Park. Both junctions would be able to operate in a similar manner to the access points of Spindle Road and Fifth Avenue with the proposed development traffic. The presence of a cross-roads at the junction of Hallett Road with First Avenue is noted which is well established junction. Whilst a serious single accident occurred at this location, this was attributable to a failure to give way and does not indicate any accident trend. I am satisfied that the development traffic will not have any significant detrimental impact on the safety and operation of this junction.

The TA notes that the existing queues forming as a result of the level crossing are not taken into account within the individual capacity models themselves, however the impact of queuing caused by the level crossing is acknowledged. The presence of 'Keep Clear' markings will aid vehicles to turn right, however those wishing to turn left (south) may incur delays as experienced in the existing situation. Modelling indicates queues of no more than 1 vehicle on the minor arms and as such the junction would be able to facilitate right turn movements for the majority of the peak periods, with the exception being at times when a left turning vehicle in front is prevented by queuing.

Wider network

Junctions further afield have been assessed on the basis of proportionate impact which is deemed to be acceptable due to the minimal impact.

Level Crossing

The results of the distribution indicate the following movements will travel towards the level crossing during the peak periods:

	AM	PM
Northbound	13	35
Southbound	38	20

Further analysis indicates that the development will add 1-2 vehicles to queue lengths when the level crossing barrier is down for an average length of time. At times when the barrier is down for the maximum period recorded (6-7 min)

the queue is expected to increase to a maximum of 4 vehicles for the AM southbound and PM northbound queues. Significant queuing is experienced on occasions during the peak periods when the level crossing barriers are down which the distribution of the development will exacerbate by an estimated 4 vehicles.

The level crossing is an existing constraint that is unable to be altered in connection with the development as the operation is not within the control of the applicant. The TA provides details of queuing experienced at the level crossing which records times of over 2 minutes to clear which has the potential to lead to a proportion of the queue failing to clear the crossing before the barriers are lowered again. The extent of queuing is noted as significant, however this also needs to be considered against the relative impact of the development proposal. The lack of dispersal at peak times will not be a direct effect of the proposal and will remain whether the development progresses or not. Considering the number of additional vehicles expected to queue at this point against the existing situation does not lead to a conclusion that the additional impact is severe with reference to the National Planning Policy Framework. Subject to the impact of the development being suitably mitigated through the provision of local improvements as identified in the Havant Borough Transport Statement, it is not considered that this impact would warrant such a reason for refusal when taking into account the existing situation, the option of alternative routing to/from the site and the promotion of sustainable modes through the Travel Plan and a suitable contribution.

Southleigh Road/Emsworth Road/Emsworth Road/Pook Lane

Modelling of this signalised junction has taken place which indicates that the junction has 10.8 and 12.1% spare capacity in the future development AM and PM peaks respectively. Queuing is noted as part of queue length surveys in the peak periods and is reflected in the modelling. The development scenario indicates that the proposal will add an additional 1-2 vehicles to the existing queues experienced in any lane.

The TA provides potential for increased capacity at this junction in the form of reallocating straight ahead traffic from Southleigh Road (heading for Pook Lane) to the offside lane allowing for a filter left turn to be triggered at the same time as right turning movements from Emsworth Road (east). Whilst some capacity improvements may be possible, the re-allocation may result in habitual drivers continuing to use the left hand lane for straight ahead movements and creating a conflict. It is therefore unlikely that any such capacity improvements to this junction can be provided at this time but this could be investigated further using Section 106 contributions which will be necessary as part of the overall mitigation package required for this development.

The impact of the development on this junction is not of a level to be considered significantly detrimental and operation has been demonstrated to operate within theoretical capacity at peak times.

Internal Layout

As the site is the subject of a hybrid application, the internal layout of the development seeking permission in full will need to be assessed by the

Agency Engineer under the terms of the Agency Agreement. The internal layout of the remainder of the site will need to be assessed as part of any reserved matters application.

Accident data

Accident data for the area in the vicinity of the site has been provided. Whilst a number of accidents have been recorded along the length of Southleigh Road, these predominantly relate to driver error and failure to give way and there is no identifiable trend of accident type or location.

A fatal accident is noted, however this was attributable to driver error rather than any inherent fault with the highway layout. Reports have been noted of accidents occurring at the junction of Southleigh Road/Emsworth Road and Pook Lane as a result of right turners into Pook Lane failing to see traffic travelling from east to west on Emsworth Road. Safety improvements have previously installed and have appeared to have some impact evident by the single recorded accident at this location in the past 5 years. The proposed development is unlikely to increase the frequency of right turn movements into Pook Lane or straight ahead traffic from east to west. Consequently there is no accident trend that is likely to be exacerbated by the development traffic.

Sustainability

The site is located within 2km of local shops, employment and facilities including Warblington School and Fairfield Infant School which offers the potential for trips to be undertaken by sustainable modes of transport such as walking and cycling. The site is therefore well located for residential development in terms of transport and has potential to minimise trips undertaken by the private car.

The TA notes the potential for a transport contribution to be put towards the provision of a pedestrian footbridge and improvements on Southleigh Road. Although the principle of a financial contribution is accepted, the exact level of contribution has not yet been agreed with the applicant and further costs associated with the provision of a pedestrian footbridge over the level crossing to the south is awaited.

Whilst it is intended that contributions from the proposed development are utilised towards the provision of a pedestrian footbridge, the full costs are not yet fully confirmed and will involve the use of Network Rail land. Consequently the contribution from this development alone cannot be guaranteed to provide the footbridge until all implementation costs are confirmed.

The contribution figure will need to be appropriate to the development impact in accordance with Hampshire County Council's 'Transport Contributions Policy' and would need to be secured by an appropriately worded Section 106 agreement. A contribution will be necessary to mitigate the traffic impact of the development around the site and elsewhere within the borough and to make the best of opportunities to reduce reliance on the private car to comply with guidance set out within the National Planning Policy Framework.

A contribution will be related in scale and kind to the proposed development as the contribution figure will reflect the number of multi-modal trips

anticipated to be generated by the proposal and the associated cost as set out within Hampshire County Council's adopted 'Transport Contributions Policy'.

The contribution would be directly related to the development proposal as it would be used towards transport measures of benefit to the site to encourage sustainable modes of transport from the site to shops, services and facilities and to mitigate the traffic impact. Such measures include the potential for a pedestrian footbridge over the level crossing to the south of the site, traffic management measures on Southleigh Road and/or any other such measures within the 'Havant Borough Transport Statement' which would benefit the site.

Travel Plan

A Travel Plan has been submitted in support of the application to promote sustainable modes of transport for potential residents of the development which has been assessed using Hampshire County Council's TRACES evaluation and, although it has scored fairly well, there are several areas that require improvement before the plan can be approved. These elements are discussed under the headings below.

Site and travel surveys

The Travel Plan states that the baseline travel survey will be undertaken on occupation of the 100th unit. It is not possible to ascertain from the Travel Plan at what stage it is anticipated that 100 units would be occupied (for example is the build out being phased?) and therefore, in order to ensure that the plan is implemented and monitored within a reasonable timeframe, it is suggested that a time-limited alternative threshold is also provided. For example the baseline survey could be undertaken on occupation of the 100th unit or *12 months after occupation of the first unit*.

A sample survey should also be included or, if one is not yet developed, then the Travel Plan should set out what questions the travel survey will include along with any measures for ensuring a reasonable response rate.

Visions, Objectives and Targets

Section 4 of the Travel Plan includes modal shift targets for each mode with a target reduction for car or van driver of 5% over 5 years. A more ambitious target would be to reduce single occupancy vehicle travel by 10% over 5 years. It is noted that the targets as stated in the travel plan only list the mode as driver rather than 'single occupancy vehicle' suggesting that the percentage values for this mode will include those car sharing. It would therefore be necessary when undertaking the baseline survey to ascertain the percentage of single occupancy vehicle drivers at the development and revise the targets accordingly in agreement with the County Council.

Action Plan and Measures

An action plan has been included in Section 8 although further measures should be included. In particular the plan should include financial incentives for residents to use sustainable modes of transport. It is noted that the action plan includes the provision of a PlusBus pass for each unit although the main text of the Travel Plan only states that the developer will liaise with bus operators about the potential for funding such a pass. More commitment is therefore required regarding such measures and the plan should also offer a

greater variety of financial measures, for example the offer of a cycle voucher. The Travel Plan also states that residents will be encouraged to sign up to car sharing car schemes although it is not made clear how this will be achieved.

Funding

Funding information should be provided regarding the cost of each measure in the action plan (including the cost of the Travel Plan Coordinator role). This information is required so that the cost of the Travel Plan can be included as a bond within the Section 106 Agreement to ensure that the Travel Plan can be delivered as approved. There should also be a commitment to paying the Hampshire County Council travel plan monitoring and evaluation fees. The provision and implementation of the Travel Plan will need to be secured together with Hampshire County Council's approval and monitoring fees by a Section 106 agreement.

Construction traffic

The construction period for the proposal will involve a number of HGVs and contractor vehicles which will need to utilise the existing residential roads referred to for the access arrangements. There is therefore the potential for disruption to the existing highway and residents. To minimise this disruption a Construction Management Plan should be produced to address the issues of delivery arrangements, contractor parking and general construction issues. Such a plan should also include provision for a condition survey of the access points to be undertaken and for repairs to be undertaken where necessary throughout the construction period and upon completion of the development. This should be secured by condition or within a suitably worded Section 106 agreement, whichever is considered the most appropriate mechanism.

Recommendation

In consideration of the above I have no objections subject to the applicant entering into a suitably worded Section 106 agreement securing the provision of a Travel Plan together with Hampshire County Council's approval and monitoring fees, provision of construction related repairs and a suitable financial transport contribution and the following conditions:

- There shall be no commencement on site until such time as a Construction management Plan has been submitted to and approved in writing by the Local Planning Authority

Reason: *In the interests of highway safety*

- There shall be no commencement on the land identified as 'Copseys Nursery' on drawing 'P754/LOC/01 Rev B' until such time as the details of the access arrangements for the site access onto Blenheim Gardens have been submitted to and approved in writing by the Local Planning Authority. No dwelling on this land shall be occupied until such time as the approved access details have been completed to the written satisfaction of the Local Planning Authority.

Reason: *To ensure safe and appropriate access to the site*

Continued...

- There shall be no commencement on the land identified as 'Manor Farm' on drawing 'P754/LOC/01 Rev B' until such time as the details of the access arrangements for the site access via Glenleigh Park, Hallett Road and Fifth Avenue have been submitted to and approved in writing by the Local Planning Authority. No dwelling on this land shall be occupied until such time as the approved access details have been completed to the written satisfaction of the Local Planning Authority.

Reason: *To ensure safe and appropriate access to the site*

Should you be minded to refuse the application, I would ask that you include the following reason for refusal to protect the County Council's position:

- *In the opinion of the Highway Authority the proposed development does not reconcile with the National Planning Policy Framework in that the opportunities for sustainable transport modes have not been taken up and secured and is contrary to policy DM12 of the Havant Borough Local Plan (Core Strategy). The failure to secure mitigation measures and adequately promote sustainable modes of transport will place overdue reliance on the private car and a severe impact on the local road network.*

I trust the above is clear however should you have any further queries please contact David Murphy on (01962) 846826.

Yours sincerely

Steve Jenkins
Team Leader – Highways Development Planning

Cc HBC – Transport – Peter Marshall