



# Hampshire County Council

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|--------------|--------------------------------|----------------|--------------------------|
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| Date         | 16 <sup>th</sup> February 2016 | Email          | Holly.drury@hants.gov.uk |

## For the attention of David Eaves

Dear Sir / Madam,

### Outline application for residential development (175 dwellings) with associated infrastructure.

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

### Policy Review

The transport assessment (TA) considers the policy background to the proposals, providing a summary of national, regional and local policies.

The site is an allocated site within Havant Borough Councils allocation document under policy UE3b for up to 203 dwellings. Within this document the policy regarding access is set out. This includes:

- Vehicular access to be provided north onto Bartons Road (running to the east of land at Helmsley House).
- Pedestrian/cycle access to be provided south into existing residential development in Denvilles (improvement to existing link).

### Site Location

The proposed development site is located on land to the south of Bartons Road between Eastleigh Road to the east and residential properties to the west. Barton Road itself is a 7.5-8m wide carriageway that runs west to east connecting Peterfield Road with Comely Hill/Emsworth Road. Speed data along Bartons Road has been collected in June 2015. This demonstrated 85<sup>th</sup> percentile speeds of 40.9mph eastbound and 42.7mph westbound.

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

## **Site Access**

Access to the site is proposed via a priority junction with a right turn lane and is consistent with other accesses along Bartons Road. The details of the proposed access can be found on drawing 14-018-002 Rev D.

DMRB visibility splays of 120m are appropriate for the nature of the road based on the recorded speed data.

There are however concerns regarding the forward visibility of turning vehicles both into the new access and the Crematorium. The provision of right turn lanes means forward visibility of a turning vehicle would be obstructed if a vehicle is sat in the opposing right turn lane. Drawings detailing the achievable forward visibility are required at 1.5 times the SSD.

The road safety audit has highlighted an issue regarding the visibility splays from the crematorium entrance. Whilst the applicant has provided a designers response demonstrating no change to these visibility splays the Highway Authority are concerned regarding the achievability of these when considered against the vertical alignment and the skew angle which is exacerbated by the kerb realignment. Further details regarding the achievability of these visibility splays are required.

The length of right turn lane and entry taper are not compliant with design guidance and therefore should be adjusted to ensure they provide sufficient length for deceleration and for stacking of any waiting vehicles. In addition the stagger distance between the two junctions does not meet the minimum required distance of 60m between the junctions as set out in TD42.

Annotated lane widths have not been shown on the drawings provided. These need to be 3m minimum and 3.65 maximum with a turning lane width of 3.5m. Confirmation that these widths have been met is required.

## **Trip Generation**

TRICs has been used to determine the expected trip generation from the proposed development. This has produced two way trip rates of 0.557 in the AM peak and 0.577 in the PM peak. These rates and the approach are acceptable.

## **Traffic Distribution and Assignment**

Traffic from the development has been assigned to the site using 2011 census journey to work data. This is an acceptable approach.

In order to forecast background traffic growth to 2020 by using TEMPRO figures of 1.0735 for the AM peak and 1.0767 for the PM peak. This accounts for sites allocated within Havant's Local Plan and is agreeable.

In addition to the local plan site there is also a committed development of 55 dwellings to the north of Bartons Road which is relevant to this assessment.

The forecast traffic from this site has therefore been added to the assessment which is an acceptable approach.

### **Junction Assessments**

The impact of traffic from the development has been assessed for the following junctions:

- Site Access/Bartons Road
- Bartons Road/Eastleigh Road
- Bartons Road/B2148 Comley Hill/Horndean Road/Emsworth Common Road Junction
- Bartons Road/B2149 Petersfield Road

Manual classified turning counts have been undertaken on the 11<sup>th</sup> June 2015 during the AM and PM peak periods in addition to automatic traffic counts during the same week on Bartons Road to determine the link flow, speed and vehicle classification. This data has been used to determine the 2015 baseline traffic flows and is deemed acceptable.

#### Site Access

The site access has been assessed using the 2020 with development scenario and demonstrates that the junction will operate within capacity with a maximum RFC of 0.142.

#### Bartons Road/Eastleigh Road

Bartons Road/Eastleigh Road junction is an existing priority junction with a right turn lane. The operational assessment of the junction demonstrates maximum RFC of 0.717 occurring on Eastleigh Road in the AM peak.

#### Bartons Road/B2148 Comley Hill/Horndean Road/Emsworth Common Road Junction

This junction has been modelled using a PICADY model and left turn movements have been removed as these operate as slip roads rather than giveways. However the model as it is currently clearly shows that the straight over movement suffers from significant delay with RFC's of 1.105 in the AM peak and 0.971 in the PM peak (in 2020 with development traffic). The stacking distance on the Barton's Road arm accommodates 2-3 vehicles and beyond this the left turn filter is blocked. These blocked left turn movements are not accounted for within the model therefore underestimating the level in which the junction operates over capacity. Modelling work is required which accounts for all left turn movements at the junction. It is clear that improvements to the operation of this junction are required in order to accommodate the development traffic and suitable mitigation proposals should be submitted for consideration.

#### Bartons Road/B2149 Petersfield Road

A Linsig model of this junction has been provided however amendments are required to geometry and layout of the modelling to ensure a robust

assessment. The applicant has been made aware of the specific details regarding this. The model shall need to be reassessed once resubmitted.

### **Sustainable Modes of Access**

The route through the site to Japonica Way is currently an unsurfaced link. The site boundary appears to directly abut the highway at this point and therefore the applicant should provide a pedestrian/cycle link to the site from Japonica Way as part of their development.

The existing pedestrian route to Bartons Road to the East of the garden centre does not currently feature on the definitive rights of way map. However it does appear to have been dedicated to the Highway Authority via an agreement with Havant Borough Council. Therefore it will be possible for work to be undertaken to this path with approval from the Highway Authority. The width of dedication is 3.2m and therefore there is sufficient width to provide a shared use facility along this corridor. A commitment to do so should be included within the applicants transport assessment.

The TA currently refers to these improvements as requiring a contribution for the Borough Council to deliver. However these pedestrian and cycle accesses make up a fundamental part of the access strategy for the development and therefore need to be delivered by the applicant prior to occupation of any dwelling.

Wider cycle access facilities to the Town Centre are limited. There is an existing off road route on B2149 Petersfield Road however this does not extend to the site along Bartons Road. A short section is being provided by the development North of Bartons Road. Provision of shared use path between the site entrance and Petersfield Road should be explored by the applicant and proposals put forward to complete this route.

Provision for pedestrians through Japonica Way, Southleigh Road and Bartons Road are good. This provides satisfactory routes to Warblington School. However the current catchment area for this site for 4-11 year olds is Sharps Copse Primary and Nursery School. For secondary school education the current catchment is for Havant Academy. A more detailed NMU audit of the pedestrian and cycle routes to primary education sites is required and appropriate improvements identified. It is likely that there are improvements that can be made to these routes to aid with pedestrian crossings including the provision of a pedestrian refuge on Bartons Road at the Wakefields Road junction.

### **Access to Public Transport**

#### Buses

There are bus services provided on Wakefords Way (route numbers 20 and 21) running two services an hour to Leigh Park, Portsea and Farlington. In addition from Southleigh Road there are further services via route 27 every other hour Monday to Saturday to Rowlands Castle, Havant and Emsworth

Castel along with the 28 running Monday to Saturday every hour to Southbourne, Emsworth and Havant.

The applicant has approach the bus company regarding running the service into the proposed development which will not be considered commercially viable. However there is scope for further discussions regarding the frequency of the service. At the current frequency bus travel is not a reliable means of access to the wider areas and therefore improvements where viable should be provided to the frequency of the service.

In addition the bus waiting facilities especially on Southleigh Road require improvement in order to encourage bus patronage. The applicant should provide details of how these areas can be improved.

### Rail

Warblington Station is located 1400m from the centre of the site and Havant Rail Station is located 2500m from the centre of the site. These are within acceptable cycling distances. However there needs to be the facilities in order to encourage these journeys. Southleigh Road caters for cycle journeys and Japonica Way provides a traffic calmed route appropriate for on road cycling therefore providing an acceptable link to Warblington Station. However the route to Havant via Bartons Road is not ideal. Bartons Road is subject to a 40mph speed limit and is an intimidating road for less confident on road cyclists. Therefore provision should be made off road along Bartons Road to encourage cycle travel to the station and reduce the reliance on the private car.

### **Access to key services**

The TA refers to Havant town centre being easily accessible by bus. Whilst a route does exist the frequency of this route does not make this an attractive alternative to the private car. This is also the case for access to employment. The TA specifically refers to being able to walk to the Spire Hospital. However whilst there is a footway on the southern side of Bartons Road between the site and the Spire Hospital, there are no crossing facilities on Bartons Road into the site. For this to be an attractive walking route a crossing would need to be provided as well as a footway link to the Hospital.

### **Personal Injury Accidents**

Accident analysis has been undertaken for the length of Bartons Road for the period 1<sup>st</sup> July 2010 to 30<sup>th</sup> June 2015. This has shown 17 recorded personal injury accidents along Bartons Road during this period. All accident occurred at or around a junction.

There are a number of accident clusters along the route. These have been reviewed by our Safety Engineering team. Locations along this route have previously been of concern and accident remedial measures were undertaken at the junction Wakefords Way and the B2149 in 2015. There are at present therefore no further remedial measure required along this route.

## **Parking and Internal Layout**

Matters relating to parking and the internal layout shall be responded on by our agent at Havant Borough Council under the terms of the agency agreement.

## **Travel Plan**

The Framework Travel Plan (FTP) has been assessed using Hampshire County Councils (HCC's) evaluation criteria for the assessment of travel plans - "A guide to development related travel plans". There are a number of areas that need addressing before this travel plan can be approved for the residential development.

Firstly it is noted that the FTP is contained within the Transport Assessment for the proposed residential development. It is recommended that when the FTP is revised with the comments contained within this document, that the FTP is submitted as a standalone document.

### Consultation and Partnership

The FTP makes no commitment to undertaking consultation and partnership with residents of the site, public transport operators, local walking/cycling groups, local cycle shops and other third parties such as local businesses, schools and other residential developments nearby. A commitment to undertake such consultation should be included as best practice demonstrates that it can deliver a wide range of benefits for the travel plan.

### Site Audit

The existing infrastructure and development proposals are set out within Section 3 and 4 respectively of the Transport Assessment. When the FTP is revised in accordance with the comments set out in this response and submitted as a standalone document, information regarding the existing site and proposed development details should be contained within the FTP.

Despite this, the information contained within the aforementioned sections clearly sets out the existing infrastructure and development proposals, providing a clear overview of the transport provision.

### Targets

Modal shift targets are not identified within the Framework Travel Plan. Targets to reduce the number of single occupancy vehicle (SOV) trips should be included within the revised FTP. Whilst it is understood that a baseline for the site cannot be determined at this stage, targets should be based on evidence; therefore, initial targets should be based on Census (2011) data for existing residents of the local area, or TRICS data for sites of a similar nature and quantum. This baseline can be adjusted once the first resident travel survey has been undertaken and analysed.

Furthermore, modal shift targets should be set for the corresponding increase in sustainable transport modes which will result from the reduced number of

SOV trips. These targets should reflect the scale of measures proposed for each mode of transport.

An overall modal shift target should be identified for the five year travel plan period, and intermediate targets (broken down year on year across the initial five year travel plan) should be provided to assist with monitoring and evaluation.

### Measures

Whilst a few appropriate travel plan measures have been identified which reflect the nature and type of the development, further measures should also be included as these are not considered to suitably mitigate the impact of the proposed residential development. The FTP should also be revised to include a comprehensive action plan, which sets out the actions required to be undertaken; a timescale for completing each action; and details of who is responsible for undertaking the task, and provide estimated costs associated with implementing the plan.

### Roles and Responsibilities

The Travel Plan Coordinator (TPC) role and responsibilities are clearly outlined and it is noted that the TPC will be appointed prior to occupation. However, further details are required with regards to the resources available to the TPC, the amount of time that the TPC will work on implementing and monitoring the Travel Plan, and a commitment that the TPC will be appointed for the initial five year travel plan period. Details regarding how the travel plan will be managed in the long term (i.e. after the initial five year period) should also be outlined.

Whilst it is understood that it is not possible to provide the contact details of the Travel Plan Coordinator at present, a commitment should be made to providing HCC with the TPC contact details within one month of the site being occupied.

### Monitoring

A brief monitoring and review strategy is set out in the Framework Travel Plan; however, additional details are required.

The travel survey timeline and monitoring years (annually from the month of the baseline surveys being carried out) are considered suitable for the proposed development; however, no indication is given to when the first survey will be undertaken. HCC guidance states that initial travel survey should be carried out within three months of the development opening; consequently a full travel plan could be prepared and submitted for approval by HCC within three months of the development being occupied.

Elements of the travel survey are set out in section 7.23 of the FTP, nonetheless, a sample travel survey should be included in the revised FTP. Furthermore, the HCC travel plan guidance states that response rate of at least 35% is required for results to be statistically significant; therefore the travel plan should be amended to reflect this.

Whilst it is stated that survey results will be made publically available, a commitment should also be made to providing HCC with a Travel Plan Monitoring Report within three months of the surveys being undertaken. An outline of the contents of the Monitoring Report should also be provided.

#### Funding and Section 106 Agreement

Delivery of the measures will be secured through a bond or cash deposit set out in the S106, thus enabling Hampshire County Council to deliver the measures in the event of non-compliance. Consequently, details of the estimated costs associated with implementing the Travel Plan measures should clearly be set out within the FTP. The FTP should be amended to reflect this.

Furthermore, there should also be a commitment to paying the HCC travel plan monitoring and evaluation fees. The amount of money payable is dependent on the planning application fee. More information can be found from the link below:

[http://www3.hants.gov.uk/workplacetravel/information\\_for\\_developers/fees.htm](http://www3.hants.gov.uk/workplacetravel/information_for_developers/fees.htm)

In addition, a commitment should be made to providing remedial measures should the target modal shifts not be met. The FTP should be amended to include suggested adaptations and improvements which could be implemented in the event that the targets and outcomes are not met.

#### Conclusion

The Travel Plan will require further work, as set out above, as it does not 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 Framework 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:

- The Site Access
- Bartons Road.B2149 junction modelling
- Improvements to sustainable transport including pedestrian/cycle links to the site and wide area via Bartons Road
- NMU Audit of the routes to school
- Improvements to the bus services/infrastructure
- 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 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



Ben Clifton  
Team Leader- Highways Development Planning.

CC Peter Marshall, Development Engineer, Havant Borough Council