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<i>Date</i>	19 <sup>th</sup> December 2019	<i>Email</i>	nick.gammer@hants.gov.uk

### For the Attention of Richard Wright

Dear Sir

### **Land to the South of Romsey Avenue, Fareham – Hybrid Planning Application For Residential Development Of 225 Dwellings And Bird Conservation Area, Seeking Full Planning Permission For 58 Dwellings And Outline Planning Permission For 167 Dwellings With All Matters Reserved Except For Access.**

Thank you for consultation on the above planning application. The application seeks full planning permission for 58 dwellings and outline permission for the remaining 167 dwellings with all matters reserved except for access. An initial response on highway matters, responding to the submitted Transport Assessment, was provided 29<sup>th</sup> October 2018 requesting further information. Following extensive discussions with the applicant in the interim, a Transport Assessment Addendum Rev B dated October 2019 (TA Addendum) has been submitted. This aims to address the Highway Authority's outstanding concerns. The comments below are in response to this TA Addendum.

### **Site Access**

The TA Addendum proposes formalising the existing site access/ Romsey Avenue junction arrangement, with road markings and installation of an uncontrolled crossing point as presented in drawing 5611.002 Rev D. These proposals are considered acceptable. It should be noted that the uncontrolled crossing point proposed may require relocation, however, this can be captured during detailed design should the development come forward. The TA Addendum clarifies that the existing concrete site access road will be rebuilt to current standards by the developer and tied into the Romsey Avenue carriageway.

Concerns were previously raised over Romsey Avenue being the only vehicular access to the site as access for emergency vehicles could be prohibited by parked

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

vehicles. The TA outlines the proposed parking restrictions to keep the route from the A27 to the site free from on carriageway parking, details the constraints associated with providing a secondary access and states the appropriateness of the site access in geometric terms. Evidence of consultation with the emergency services has been provided in appendix B of the TA Addendum and confirms no objection is raised by the emergency services. A single point of vehicular access is considered acceptable.

It was previously requested that tracking of the access road is provided for a super large refuse vehicle, HCV and pantechnicon, including consideration of on street parking. A number of design iterations were undertaken and acceptable tracking of the layout from the A27 to the proposed site has been provided for a super large refuse vehicle and pantechnicon. Please note that the submitted Construction Environment Management Plan (CEMP) restricts the size of construction traffic so articulated vehicles are not used. The CEMP should be secured via condition and will be reviewed and formally agreed prior to commencement of development.

The forecast future year increase in two-way vehicular flow on Beaulieu Avenue due to the development is 81% in the AM peak (147 to 266 vehicles) and 120% in the PM peak (87 to 191 vehicles). The Highway Authority's previous response requested consideration be given to on-road parking currently limiting the available width for vehicles to safely enter and egress the site and the achievable visibility splays at the junctions of Beaulieu Avenue/ Romsey Avenue and the site access/ Romsey Avenue. The extent of these parking restrictions has been discussed at length with the applicant. The proposals are shown on drawing 5611.025 Rev C.

In terms of capacity, the relevant guidance (DMRB TA79/99) states that the capacity of a UAP3 road is 900 vehicles in the busiest direct of flow (1,500 total two-way flow). With the parking restrictions in place the route from the A27 to the site is akin to a UAP3 (that is, two-way flows can be accommodated), although slightly narrower in width than stated in DMRB TA79/99. The maximum hourly total two-way flows are 266 vehicles in the busiest hour, well within stated capacity limits. This is supported by Manual for Streets where traffic flows of up to 10,000 vehicles per day are considered acceptable on streets with direct frontage access. As such, the proposals are considered adequate to allow safe and convenience traffic movements with the development in place in technical highway terms. Notwithstanding this, The LPA should satisfy themselves regarding the amenity impact of the increased vehicular use of this section of highway, both in terms of the amenity acceptability of displaced parking due to the introduction of parking restrictions (discussed below) and the amenity acceptability of other impacts to the surrounding residential area, such as air quality and noise levels.

In summary, the proposed parking restrictions are required to enable access for larger vehicles such as delivery vans, refuse vehicles and emergency service vehicles, to mitigate congestion and conflict (leading to undesirable and potentially unsafe manoeuvres, which would be exacerbated by a substantial increased traffic) and to ensure adequate visibility splays are maintained. The additional parking restrictions at the junctions of Beaulieu Avenue/ Romsey Avenue and the site access / Romsey Avenue are necessary to make the development acceptable and as such

the TRO process should be progressed and funded by the applicant should the development be permitted.

While the principle of parking restrictions would be agreed through the planning process should permission be granted, it should be noted that the TRO process is open to public consultation and the implementation of the proposed parking restrictions as presented is therefore not guaranteed. As such, any works requiring a TRO must be satisfactorily completed prior to commencement of the development. Furthermore, a contribution of £6,000 is required to implement an additional TRO should further parking restrictions be required on the western side of Beaulieu Avenue, to ensure two-way flow is maintained.

It is noted that the base mapping has been upgraded from OS to a topographical survey, which provides an acceptable level of accuracy and a suitable basis for reviewing the proposals.

A Stage 1 Road Safety Audit (RSA1) has been completed for the proposals shown on drawings 5611.002 Rev D and 5611.025 Rev C. A number of issues were raised, which have either been adequately addressed in the designer's response or, in the case of drainage comments, the Highway Authority are comfortable these can be addressed during detailed design should the development come forward.

All works shown on drawings 5611.002 Rev D and 5611.025 Rev C are to facilitate acceptable access to the proposed development and should be carried out by the developer prior to commencement should the application be granted permission.

### **Sustainable Modes of Access**

The A27 has existing on-road cycle lanes east of the A27/ Beaulieu Avenue junction and shared use pedestrian/ cycle facilities to the west, with an existing on-road cycle lane across the A27/ Beaulieu Avenue junction. The applicant commissioned a Road Safety Audit of the initially proposed works to this junction, which raised concerns regarding the proposals. Given these comments, the on-road cycle lanes as shown on drawing 5611.025 Rev C have been retained as recommended by the Road Safety Auditor.

The Highway Authority previously requested consideration be given to measures to aid delivery of safe walking and cycling routes to the key destinations of Portchester railway station and Portchester centre. A pedestrian/ cycle audit has been completed, improvements identified and costed and a contribution of £37,400 agreed. In addition, a contribution of £18,000 has been agreed to widen footways in the vicinity of the site to current standards.

### **Highway Safety**

Personal Injury Accident data has been updated to 31<sup>st</sup> August 2018 in the TA Addendum. The Highway Authority has also undertaken an independent assessment using the latest available accident data. This shows there have been 18 accidents,

with 14 of these involving a cyclist, at the Cornaway Lane roundabout. The high level of accidents at this location is supported by the Road Safety Foundation, which has identified the A27 route from the Delme Roundabout to M27 Junction 12 as a persistently higher risk road.

Hampshire County Council are working to improve safety by treating the route with appropriate countermeasures. Given the proposed development will increase vehicular and cycle traffic along the A27 corridor and in particular at Cornaway Lane Roundabout, exacerbating the existing safety concerns, and that the Transport Assessment concludes that the local road network offers conducive routes for cycling that will encourage this mode of travel from the development, mitigation to improve safety is required. A scheme has been developed to improve cycle safety at this location and a contribution towards delivery of this scheme of £907,179 has been agreed.

### **Vehicular Trip Distribution**

In addition to the two parking surveys carried out by the applicant, two site visits have been undertaken by the Highway Authority to establish traffic conditions in the local area during the school drop off and pick up periods (8.30-9.15 and 14:30 – 15:30). During these visits driving conditions along Romsey Avenue/ Hatherley Crescent/ Hatherley Drive became congested due to the number of parked cars and additional delay was observed. It is considered likely there will be some route variance for eastbound development traffic at school times based on existing parking conditions and the agreed traffic distribution may not remain consistent across the day, with more traffic routing via Beaulieu Avenue at school times. However, conversely, if there is significant delay at school times egressing Beaulieu Avenue, traffic may reroute via Romsey Avenue/Hatherley Crescent/Hatherley Drive to avoid potential delay accessing the A27.

It was previously requested that the impact of this route variance should be considered by the applicant. A TRICs assessment has been undertaken to forecast development trips at the PM school peak (which does not coincide with the traditional traffic peak as it does in the AM peak) and the operational capacity of the A27/ Beaulieu Avenue has been modelled. This is forecast to operate within capacity, although with a forecast average delay of 17 seconds to egress Beaulieu Avenue. Given these competing pressures on route choice, it is considered the traffic distribution presented in the original Transport Assessment is also representative at school drop off and pick up times.

The development is forecast to generate 29 vehicles in the AM network/ school peak and 15 vehicles in the PM school peak routing via Hatherley Crescent/ Hatherley Drive/ Cornaway Lane to the A27. This is a traffic increase of 17% in the AM peak (the PM school peak existing traffic on Hatherley Crescent was not surveyed).

The TA Addendum acknowledges the impact school parking has on highway operation, but states this is for short time periods. The TA Addendum also states that the development will generate limited, if any, vehicular school trips. While the proposed development site is approximately 1km from Wicor School, it is unrealistic

to assume that it will generate no additional car trips to the school; the majority of the existing school catchment area is already within 1km of the school and clearly generates vehicular trips. Parents and carers are likely to link school drop off and/or pick up with other journeys by private car, for example the work commute, especially for younger pupils.

Given the above, it is considered the proposed development would exacerbate the existing parking and traffic flow issues during school pick up and drop off times in the vicinity of Wicor Primary School. A contribution of £85,000 has been agreed to provide an updated School Travel Plan and implement measures to maintain safety and encourage sustainable modes access to the school, with the aim of improving conditions for those traveling by foot, cycle, scooter or bus and reducing reliance on low occupancy private car travel. Given the relatively compact nature of the catchment area, it is anticipated travel planning measures will have a substantial impact on mode choice. This is considered adequate mitigation for the forecast increase in movements in the vicinity of the school due to the development.

### **Parking Surveys, Link Capacity and Proposed Parking Improvements**

A number of surveys have been undertaken to understand existing levels of parking:

- An initial parking survey was undertaken on Beaulieu Avenue at 10pm on Friday 25<sup>th</sup> May 2018 and 8:30am and 10:30am on Sunday 27<sup>th</sup> May 2018.
- A second parking survey was undertaken 4<sup>th</sup> June 2018 encompassing Beaulieu Avenue, Hatherley Crescent, Hatherley Drive and Cornaway Lane and assessed the parking situation during the school pick up period.
- The third survey used the Lambeth Methodology to determine the maximum level of parking demand (outside school pick up and drop off times). This was undertaken 27<sup>th</sup> and 28<sup>th</sup> November 2018 and covered Beaulieu Avenue, Romsey Avenue, Hatherley Crescent, Hatherley Drive and Cornaway Lane.

#### Beaulieu Avenue, Romsey Avenue and the Site Access

This is the route to/from the proposed development site that the majority of traffic is forecast to use. Beaulieu Avenue is generally close to the maximum parking capacity of 14 vehicles throughout the day. The surveys undertaken at 10pm on Friday 25<sup>th</sup> May 2018 and 8:30 and 10:30am on Sunday 27<sup>th</sup> May 2018 showed up to 10 parked cars on the eastern side of Beaulieu Avenue, with no cars observed to be parked on the western side of the road. The second parking survey identified up to 12 parked cars during the school pick up period and the Lambeth Methodology survey showed 10 vehicles parked overnight, again with no cars parking on the western side of the road.

The TA Addendum proposes removal of the verge and provision of off-street parking bays on the eastern side of Beaulieu Avenue, as shown on drawing 5611.025 Rev C. As stated previously, in principle this improvement, providing a carriageway width of 5.5m and adequate parking to accommodate the maximum recorded demand, would allow Beaulieu Avenue to accommodate the additional forecast traffic (118 vehicles in the AM peak and 104 vehicles in the PM peak) in technical highway terms. It should be noted that Beaulieu Avenue is concrete construction and these works are

likely to require service diversions, relocation of lamp columns and relocation of a telegraph pole. These works should be carried out by the developer.

The junctions of Romsey Avenue/ Beaulieu Avenue and Romsey Avenue/ site access are currently subject to on street parking, which can prevent adequate visibility and the free flow movement of traffic. The applicant has proposed parking restrictions at these junctions as shown on drawing 5611.025 Rev C. These are considered adequate to allow safe and convenient traffic movements with the development in place as set out in the Site Access section above.

An assessment of displaced parking due to the introduction of parking restrictions has been provided, including a plan showing the nearest available alternative parking spaces and a summary of the distances to these spaces. The Lambeth parking survey indicates the introduction of parking restrictions will displace 11 vehicles. This survey demonstrates that there is sufficient parking capacity within reasonable proximity to the existing parking locations to accommodate the forecast displaced parking. The average displacement is 22m (approximately 15 seconds walking time), with a maximum displacement of 45.1m (approximately 32 seconds walking time). It is considered that the introduction of parking restrictions will not incentivise inappropriate or dangerous parking and as such will not result in a severe impact on the operation of the highway network. However, FBC as planning authority should satisfy themselves that walking distances to alternative parking spaces are acceptable on amenity grounds.

Regarding the site access road, the TA Addendum proposes removing verge and providing off-street parking bays as shown on drawing 5611.002 Rev D. The proposed works provide a width of 5.5m and adequate parking to accommodate the recorded demand. Furthermore, following previous comments the length of parking restriction along the eastern side has been increased as requested and adequate visibility when egressing the existing access to garages at the southern end of the access road has been demonstrated.

#### Romsey Avenue/Hatherley Crescent/Hatherley Drive/Cornaway Lane

Outside of school pick up and drop off times Romsey Avenue and Hatherley Crescent currently have available parking capacity, with a maximum utilisation of 71-76% and 36-38% respectively.

During the school drop off period the parking surveys demonstrate existing parking stress - the ratio of available kerbside where parking is allowed (rounded into 5m parking spaces) in relation to the number of cars actually parked - along these roads, particularly close to the Wicor Primary School. During the school pick up period the area is heavily parked, with parking stress ratios of 100% and some vehicles parked inappropriately. It was noted during a site visit that parked vehicles along this route reduce the available road width, resulting in sections of single lane traffic. This is especially prevalent on the north-south section of Hatherley Crescent and Hatherley Drive. These roads are used frequently during the school peak periods and are heavily parked up, limiting the number of passing places. Parking at school times on Cornaway Lane has not been surveyed, however observations during the school

pick up period indicate vehicles choose to park on this road to avoid the traffic closer to the school, which can result in interruptions to traffic flow.

As stated above, it is considered the proposed development would exacerbate the existing issues during school pick up and drop off times in the vicinity of Wicor Primary School and a contribution of £85,000 towards school travel planning has been agreed, which is considered adequate mitigation.

## **Junction Modelling**

The Highway Authority requested that further consideration was given to the capacity of the following junctions:

- Beaulieu Avenue/ A27 priority junction
- Romsey Avenue/ Beaulieu Avenue priority junction
- Hatherley Drive/ Cornaway Lane priority junction
- A27/ Downend Road/ Shearwater Avenue signalised junction.
- Delme Arms Roundabout

### Beaulieu Avenue/ A27

The Beaulieu Avenue/ A27 Portchester Road junction is forecast to be the most heavily affected by this development with, 80.6% of vehicular traffic generated by the site routing to this junction. In the 2023 with development future year scenario, including the proposed minor amendments to junction alignment, the junction is forecast to operate with a maximum RFC of 0.85 and maximum queue of 4 vehicles on the Beulieu Avenue arm in the AM peak hour.

It was observed on site that queuing cars at this junction block back along Beaulieu Avenue, preventing southbound traffic from being able to negotiate parked vehicles in the afternoon school peak hour. A school time assessment has been carried out and the junction is forecast to operate within capacity during the school peak hours. The applicant has agreed to provide off carriageway parking bays and a contribution towards parking restrictions (should they be required) to ensure two-way vehicular movements along Beaulieu Avenue.

### Romsey Avenue/ Beaulieu Avenue

Further evidence was previously requested to demonstrate that this access can operate efficiently based on the local highway conditions, including existing parking. Proposals have now been presented restricting the parking in the vicinity of this junction. Given the forecast vehicular flows through this junction are moderate in capacity terms for a priority T-junction (maximum forecast total flow of 266 vehicles in the busiest hour), it is considered that the introduction of parking restrictions would facilitate adequate operation of this junction and no further capacity assessment is required.

### Hatherley Drive/ Cornaway Lane

Under the 2017 base year assessment, the Hatherley Drive/ Cornaway Lane junction operates with spare capacity in both the AM and PM peak hour period. However, the peak hours provided do not reflect the school pick up peak period where there was concern inappropriate parking would affect the operation of this junction. The TA Addendum states that there are existing parking restrictions (double yellow lines) on the junction and parking surveys did not record any inappropriate parking at this junction. This is supported by on site observations. As such, no further assessment of this junction is required.

### A27/ Downend Road/ Shearwater Avenue Signalised Junction

It was previously requested that the improvement scheme proposed through the Land East of Downend Road planning application (P/18/0005/OA) was tested with the forecast flows from the Romsey Avenue development to ascertain the impact on the improved junction. The TA addendum tested this improvement scheme, however application P/18/0005/OA has been refused and the subsequent dismissed at appeal meaning these improvements will not be coming forward.

An alternative scheme has been proposed by the applicant, converting the pedestrian crossings from Pelican to Puffin crossings and providing a staggered crossing arrangement. This is unacceptable as the change from far side to near side pedestrian signals, the loss of an audible pedestrian signal and the capacity of the stagger/ island to accommodate pedestrian demand at the end of the school day have unacceptable safety implications.

The original assessment of this junction in the initially submitted Transport Assessment was based on proportional increases in traffic due to the proposed development. It is forecast that the development will add an additional 3.92% increase in total vehicle movements using the junction in the AM peak period and 4.02% in the PM peak period. No operational assessment of the existing junction layout in the future year has been carried out and should be provided. Should capacity issues be demonstrated through this assessment, mitigation should be presented.

It is worth noting that a contribution was previously agreed towards this junction, based on additional improvements to those proposed under application P/18/0005/OA. Given the improvements under application P/18/0005/OA are now not coming forward and the impact of the development on the existing junction layout has not been assessed, it therefore has not been demonstrated that this contribution is sufficient to adequately mitigate the development impact.

### Delme Arms Roundabout

Hampshire County Council are proposing a substantial scale improvement scheme for Delme roundabout, considering wider strategic implications, including improvements to the strategic road network and significant local development. A contribution towards improvements at this junction has been agreed and is considered suitable mitigation.

## **Construction and Environment Management Plan**

It is requested that provision of a Construction and Environment Management Plan (CEMP) be conditioned and a full review will be completed prior to discharge of that condition. However, it should be secured at the planning stage that:

- The construction traffic route to the site should be via Beaulieu Avenue only. No construction traffic should travel via any other routes, for example Hatherley Crescent.
- Construction traffic movements are prohibited during peak and school drop off/ pick up hours.
- The size of construction vehicles is be limited so no articulated vehicles are permitted to access the site at any time.
- The CEMP will include details of measures to prevent mud from being deposited on the highway, a programme for construction, contractor parking arrangements and internal movements of delivery vehicles to ensure sufficient turning space.

It should be noted that, while securing and future provision of a suitable CEMP means construction of the proposed development does not have a severe impact on the highway network, the LPA may wish to consider the amenity impacts on local residents arising from construction traffic.

## **Parking and Internal Site Layout**

### Internal Layout

The road widths are broadly 6.0m wide throughout the development, with all provided footpaths 2.0m wide. It is noted that plots 30-31 and plots 40-44 have no direct access to a footpath, and residents are forced straight onto the road which is not acceptable. Plots 32-39 appear to be served by an area of shared space, although this should be confirmed. The shared space is also segregated from any footpath to the south.

A footpath spur is noted to the east of the site with a desire to connect to the adjacent development (planning approval P/17/1170/RM). Further discussions with the adjacent site should be made to allow both developments to tie-in together and form a fully connected pedestrian network.

Forward visibility splays should be shown for the corners adjacent to plots 17 and 44. these should be maintained at all times. Tracking drawings should be provided showing the updated layout to the front of plots 32-39 is serviceable by fire tender and refuse collection vehicles. Bin collection points should be indicated on the updated site plan.

### Parking

The parking standards for the site are laid down by Fareham Borough Council (FBC) as the local parking authority, in accordance with their Supplementary Planning Document (SPD) as adopted in November 2009. These standards require one

allocated space for 1 bed dwellings, two for 2-3 bed dwellings and three for 4+ bed dwellings. As no spaces are proposed to be unallocated, these standards have not been referred to.

It is noted that full provision has been made in line with the above standards. Similarly, an acceptable level of provision has been made in regard to the provision of visitor spaces. However, there are no visitor spaces serving plots 32-39 or plots 40-50. There are also a significant number of remote allocated parking spaces; specifically plots 5, 17, 40, 41, 46, 49 and 52. These issues will both lead to on street parking and potentially cause access issues for emergency and refuse collection vehicles.

A significant level of tandem parking is prevalent throughout the site. Whilst in some situations this would be acceptable, the level of tandem parking along the principle access road (i.e. plots 1-11 and plots 52-55) would involve a level of manoeuvring on the highway which would hinder access to and from the development. Tandem parking is also prone to displaced parking on the highway due to end users not wishing to shuffle vehicles around. This raises access concerns to the development in terms of convenience and also access for larger vehicles, including emergency services.

No cycle storage is noted on the site plans; however, this can be secured through a suitably worded condition. It is also noted that no provision has been made for accessible spaces or infrastructure for electric charging points.

## **Travel Plan**

The updated Travel Plan (issue 4) has been reviewed and is considered acceptable.

## **Recommendation**

The Highway Authority requests further information is provided to satisfy the following outstanding concerns:

- Impact at A27/ Downend Road/ Shearwater Avenue signalised junction
- Internal layout
- Parking.

Should you be minded to determine the application before this information has been supplied, reasons for refusal are included below.

### **IMPACT ON THE SURROUNDING ROAD NETWORK**

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 operation of the local transport network contrary to the NPPF.

#### INTERAL LAYOUT

In the opinion of the Planning Authority the proposal has not satisfactorily demonstrated that the internal layout can be traversed by all users safely or all areas can be suitably accessed by emergency and refuse collection vehicles.

#### PARKING PROVISION

In the opinion of the Planning Authority the proposal does not provide a suitable arrangement of parking for residents and visitors which would lead to unnecessary parking on the highway to the detriment of other road users and restricted access for larger vehicles including emergency services.

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

Yours Sincerely,

Stuart Morton  
Transport Team Leader – Highways Development Planning