



Head of Planning Services
Fareham Borough Council
Civic Offices
Civic Way
FAREHAM
Hampshire
PO16 7AZ

Tel: 0300 555 1375 (General Enquiries)
0300 555 1388 (Roads and Transport)
0300 555 1389 (Recycling Waste & Planning)
Textphone 0300 555 1390
Fax 01962 847055

www.hants.gov.uk

<i>Enquiries to</i>	Nick Gammer	<i>My reference</i>	6/3/10/197 (PA575)
<i>Direct Line</i>	0370 779 4688	<i>Your reference</i>	P/20/0912/OA
<i>Date</i>	20th October 2020	<i>Email</i>	nick.gammer@hants.gov.uk

For the attention of Richard Wright

Dear Sir

P/20/0912/OA – Land to the East of Downend Road, Fareham. Outline Planning Application With All Matters Reserved (Except The Means Of Access) For Residential Development, Demolition Of Existing Agricultural Buildings And The Construction Of New Buildings Providing Up To 350 Dwellings; The Creation Of New Vehicular Access With Footways And Cycleways; Provision Of Landscaped Communal Amenity Space, Including Children's Play Space; Creation Of Public Open Space; Together With Associated Highways, Landscaping, Drainage And Utilities.

Thank you for the opportunity to comment on the above application. The application is for a residential development comprising up to 350 dwellings, with vehicular access provided onto Downend Road and improvements to the pedestrian provision along Cams Bridge.

Application History

Previous Application

The application was considered previously under reference P/18/0005/OA. Based on the information submitted, the Highway Authority raised no objection to the application subject to a number of mitigation measures. The application was refused by Fareham Borough Council.

Planning Appeal

The application was subsequently dismissed at appeal (P/18/0005/OA Land to East of Down End Road) appeal reference APP/A1720/W/3230015. The Appeal Inspector dismissed the appeal on the basis of concerns regarding the mitigation options proposed for pedestrian access over the railway bridge but regarded the site to be in a sustainable location. Fareham Borough Council

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

are continuing to support development in this area as part of the draft Local Plan proposals.

This application looks to resolve the concerns of the inspector regarding pedestrian access over the bridge through a revised mitigation package and the applicant has been engaging with the Highway Authority on these matters since the appeal decision.

Cams Bridge Application

Planning permission has been granted under P/18/0001/OA for improvement works to Cams Bridge. These works directly relate to the provision of sustainable access to the proposed development and are set out as per the plans approved in principle under the granted planning permission.

Site Accessibility

Walking and Cycling

Pedestrian access points to the site are proposed in the following locations:

- To Downend Road at the vehicular site access;
- To 'The Thicket' via Cams Bridge;
- To 'Upper Cornaway Lane' via Footpath 117;
- To Lancaster Close via Footpath 117; and
- Cycle access is to be provided at Cams Bridge, Downend Road and to Lancaster Close via Footpath 117.

These proposals are assessed individually below given the distribution of pedestrian trips and potential improvements proposed for all of the routes identified above.

Assignment of Pedestrian and Cycle Trips

It is noted that the proposed trip assignment and distribution has changed from that previously set out under the initial planning application as a result of discussions during the appeal process resulting in:

- assigning bus and rail trips to the walking and cycling trips
- the updating of data from the 2016 National Travel Survey to the more recently available 2018 data.
- Updating the journey purpose assumptions
- Amendments to the distribution assumptions

The improvements to all routes other than those to Downend Road were considered acceptable throughout the appeal and therefore it is only the Downend Road works which are for further consideration within this application.

The variations to the trips assigned to Downend Road were amended marginally to 8.8% of all walking and cycling trips as opposed to the previously agreed 8%. The increase in walking and cycling trips overall though the updated travel survey data has resulted in the biggest change in the forecast daily flows along with including the bus and rail trips as walking trips. The

revised figure for walking and cycling trips via Downend Road is 64 trips throughout the day on Downend Road as opposed to the previously set out 38 trips.

Pedestrian and Cycle Access Downend Road

Improvements have been proposed within the TA and shown on drawing ITB12212-GA-051D in the form of traffic signal shuttle working. This proposes a 2m wide footway and single carriageway working on the railway bridge controlled by traffic signals.

The general arrangement drawing is also supported by additional information regarding the design within drawings:

- ITB12212-GA-049 Rev F – Intervisibility Plan and stopping sight distance
- ITB12212-GA-051 Rev D – Downend Road Bridge Improvement – Traffic signal shuttle working – General Arrangement Plan
- ITB12212-GA-056 Rev B – Dimensions Plan
- ITB12212-GA-061 Rev A – Pedestrian Visibility Splays
- ITB12212-GA-062 Rev A– SSD Long Section on SB approach - 160m
- ITB12212-GA-063 Rev A– SSD Long Section on SB approach - 120m

The revised proposals for works at the Downend Road bridge differ from those previously proposed as they incorporate full time signalisation of the shuttle working arrangement at the bridge. The single lane working arrangement would be controlled by the traffic light control and means the queues and delay can be managed by the signal timings to reduce unnecessary delay. Also, by having signal controls it removes the need for driver judgement with regards gap acceptance which would naturally cause increases in potential delays at a more informal arrangement. The Highway Authority is also conscious of the impacts of the proposed arrangement with regards the recent accident history at and in the vicinity of the bridge. It is considered that the implementation of the signals along with other supportive measures being taken forward by Hampshire County Council's Safety Engineering Team as part of a programme to address existing road safety matters will aid with speed reduction on the approaches to the bridge.

Modelling has been provided for the proposed improvement using industry standard software (Linsig). This modelling has assessed the operation of the proposed layout to a design year of 2026. This modelling shows a maximum queue of 6.1 PCU's in the AM peak period. The Highway Authority are aware of concerns regarding the queue at the signals extending back beyond the access to The Causeway. Whilst this is not borne out by the modelling undertaken, if this issue did arise, then 'Keep Clear' markings can be installed to ensure the junction is kept clear and able to continue operating.

With regards to delay as a result of the revised arrangement this has been assessed against the delay considered within the Appeal process. Delay was

evidenced by Fareham Borough Council to be up to 425 seconds per vehicle with the priority working arrangement. The modelling produced at the appeal was a matter of considerable discussion due to the complexities in being able to robustly model this highway arrangement. Signal arrangements have a specific industry standard software (LINSIG) which is capable of modelling accurately how a junction will operate. It is more reliable due to the nature of the junction being under signal controlled timing arrangements. An appropriate LINSIG model has been provided for these proposals and this demonstrates an average delay of 25 seconds per vehicle. This is considerably lower than that forecast within the appeal supporting evidence put forward by Fareham within the appeal.

It is understood from the applicant and Network Rail's response to this application that discussions are ongoing regarding the parapet height requirements. The required height of the parapets is a matter to be determined by Network Rail and in the absence of confirmation and agreement of these requirements we are unable to confirm that should the parapets need to be raised that these works could be delivered by the applicant and would not be cost prohibitive. The Highway Authority therefore require assurance that these works can be undertaken before we could be sure that the shuttle working arrangement with improved footway provision can be provided. Therefore, the Highway Authority are requesting a pre-commencement condition which requires an Asset Protection Agreement to be in place with Network Rail prior to commencement of any development.

Pedestrian and Cycle Access via Cams Bridge

This is as agreed under planning application P/18/0001/OA and is shown in drawing ITB12212-GA-023 Rev B.

Pedestrian access via 'Upper Cornaway Lane' and Footpath 117

This route from the site goes from the north eastern corner of the development towards Northfields Park, eventually connecting to the existing Footpath 117 which provides access south along Upper Cornaway Lane towards Portchester.

To accommodate the forecast increased pedestrian flows, improvements have been tabled in drawing number ITB12212-GA-020 Rev C. To maintain the rural nature of the route, resurfacing of the footpath is proposed to deliver a 1.8m – 2m 'rural style' path which would remain unlit. These improvements shall be delivered by means of a contribution.

Cycle Access to Lancaster Close

As previously agreed and set out within drawing ITB12212-GA-020 Rev C the improvements to Footpath 117 will include an upgrade to the connection to Lancaster Close to allow cycle access between the existing residential estate and the new development. This connection will provide a safe cycle route from the site to nearby amenities including the railway station and local primary schools.

It is considered that the HCC Public Right of Way team will be able to carry out all of these improvements to Footpath 117 within the timescales required for the development subject to the funding being provided prior to commencement.

A27 Cycle/Pedestrian Crossing

As part of the previously agreed walking and cycling strategy a new pedestrian and cycle refuge was proposed on the A27 south west of junction with The Thicket as shown in drawing ITB12212-GA-021 Rev B. The drawing has since been revised to revision C to incorporate changes to cycle connectivity between the A27 and The Thicket to provide access points to cyclists and a short section of shared use path.

The Highway Authority are satisfied with the proposal and this highway improvement should be secured as works for the developer to deliver within the S106 Agreement.

Pedestrian and Cycle Audit

To assist in considering sustainability of walking and cycling facilities, a pedestrian and cycle audit was carried out by the applicant, covering the site and nearby walkable routes. This review has highlighted potential improvements along the routes to improve existing infrastructure, and therefore sustainable travel routes from the site.

Some of the recommendations made by the audit include proposals to improve Downend Bridge, Cams Bridge and Upper Cornaway Lane. These have been assessed separately. Other recommendations involve the provision of dropped kerbs and tactile paving to improve the crossing points along some of the nearby residential roads.

A comprehensive plan of all pedestrian improvements associated with the site has been provided in figure T5 of the Transport Assessment. This includes the location of the improvements to the main pedestrian/cycle accesses into the site, along with the further crossing point improvements to some of the wider residential roads in the area. The pedestrian and cycle audit improvements should be secured via contribution in a S106 agreement.

Public Transport

The site benefits from three regular commercial bus services (3, F3 and the Solent Ranger X4) all within a maximum 800m walk from the site. Whilst the walking distance is acknowledged to be above the recommended distance there is not any scope to redirect the services. The frequency of these services varies from every 10 minutes with Route 3, up to every 2 hours with Route F3. These buses provide regular access to Portchester, Fareham, Portsmouth and other commuter locations. This level of frequency makes the service attractive to prospective users and is considered in this case to overcome the additional walking distances. Pedestrians will access the bus stops along the A27 via the improved Cams Bridge link and the crossing facilities on the A27.

It is noted that the bus stops currently provided along the A27 are simple flag poles. Provision of bus shelters could be considered beneficial to encourage usage from the site in providing more attractive waiting facilities. Subject to the direct sustainable access route through Cams Bridge towards the A27, it is considered that current bus provision is acceptable with a contribution for improvements to waiting facilities and towards wider BRT improvements as identified through the Transforming Cities funding programme along the A27 corridor in Portchester.

Portchester Rail Station lies roughly 1,500m to the east of the site. Trains run regularly from this station and Fareham Railway Station lies 3km from the site, with a higher train frequency. Overall, Portchester Station sits within the 'reasonable walking distance' identified by the CIHT and Fareham Station within reasonable cycling distance therefore providing a suitable sustainable option of travel from the site.

Personal Injury Accident Data

Personal Injury Accident (PIA) data has been obtained from Hampshire Constabulary for a five year period, spanning 1st July 2014 to 31 December 2019. This has been updated from the previous assessment.

The latest accident data provided identifies clusters of accidents along the A27 corridor primarily resulting in injuries to cyclists.

As set out within our previous responses to applications for development at this site a contribution is sought from the application towards improving safety of the A27 for vulnerable road users. The Road Safety Foundation has identified the route from the Delme Roundabout to the M27 Junction 12 as one of the ten persistently higher risk roads (2009-2011 and 2012-2014). Hampshire County as the lead authority for the route is one of eight local authorities taking part in the Pathfinding Exercise to improve safety along each of the highest risk roads in Britain by considering and treating the whole route with appropriate countermeasures. In addition, Hampshire County Council are seeking funding through the Transforming Cities Fund to provide further improvements for sustainable modes along the corridor.

In addition to the above, it is noted that there was a fatal injury accident on Downend Road in June 2020. This accident has been investigated by the Casualty Reduction Partnership and several measures are being implemented with an aim of reducing speeds and increase conspicuousness of the Downend Road bridge. This includes clearing vegetation, introducing a gateway feature and road markings to aid with highlighting the 30mph terminal signs.

The implementation of the ghost island right turn lane, the junction to the development and signalisation of the bridge itself will support these measures in reducing vehicle speeds on the approach to the bridge.

Given the accident history and identified need for improvements for sustainable modes along the A27 as agreed previously a contribution should be made by the applicant towards improvements along this route due to the increase in both vehicle movements and additional pedestrian and cycle demand along the A27 as a result of the development.

Vehicular Access

Vehicle access is proposed via a ghost island right turn lane from Downend Road.

ATC data was collected in November 2016 which was previously agreed and demonstrated peak hours of 07:30 – 08:30 and 16:00-17:00. These surveys recorded 743 two-way movements in the morning peak and 553 in the evening peak. Surveys were undertaken in December 2019 by Hampshire County Council and the recorded values at this time have been compared to the 2016 data. Traffic levels were higher in the 2016 survey and therefore this data has been taken forward for analysis within the application. This approach is agreed.

Vehicular access to the site is shown proposed through a ghost island junction on Downend Road, in drawing number ITB12212-GA-014 Rev E. The vehicle access has been reviewed and is acceptable in principle to the Highway Authority. Consideration of an emergency access to Downend Road will be a matter dealt with at reserved matters.

Access drawing number ITB12212-GA-014 Rev E also details the repositioning of the speed limit sign further north up Downend Road from its existing position close to Downend Bridge. It is recommended that the speed limit is moved further north to support the speed reduction on the approach to the amended layout on Downend Road. This can be concluded within a TRO application at the S278 stage.

Vehicle Trip Generation

The TA presents the proposed vehicular trip generation rates for the development during both the weekday AM and PM Peak Hours, and the daily total. The weekday trip rates have been calculated using the TRICS database of surveyed trip generation from similar sites.

These vehicular trip rates are presented as 0.531 (two way AM peak) and 0.584 (two-way PM peak), providing vehicular trips from the site as 186 in the AM and 204 in the PM. These vehicular trip rates are considered acceptable for this development.

Vehicle Trip Distribution

The distribution of residential development traffic is split, with commuting trips accounting for 46% of peak hour trips (identified through the 2011 Census Journey to Work dataset) and the remaining 54% distributed in accordance with a gravity model produced for this development.

The combination of results from the two distribution calculations identified Portsmouth as the main attractor with 17% of all trips, followed by Fareham (15%) and Portchester (10%). Both the Census Journey to Work Data and gravity model results provided are considered reasonable and proportionate.

Traffic Impact on The Ridgeway

Within this and the previous TA, the applicant has carried out an assessment of how many additional vehicles are predicted to use The Ridgeway when travelling to or from the development.

The Ridgeway provides direct vehicular access off the A27, providing an alternative vehicular route to Downend Road instead of utilising the A27/Downend Road signalised junction when heading eastbound. The junction with The Ridgeway/A27 does not allow vehicular access from Cams Hill back onto the A27 westbound, meaning the rerouting of traffic could only occur for vehicles heading to the east towards the proposed development. The TA sets out that within the AM and PM peak periods there are forecast a total of 20 trips in the AM peak and 47 in the PM peak which could potentially utilise The Ridgeway.

An ANPR survey was carried out between 7 AM and 7 PM to ascertain how many vehicles currently use The Ridgeway when travelling to Downend Road. This identified a total of 321 movements travelling from the A27 to Downend Road along the Ridgeway within this time period. When compared with the total number of movements from the A27 to Downend Road this equates to 18.2% of the current overall trips between Delme Roundabout and Downend Road utilising this route.

When considering this percentage against the agreed distribution from the site, 4 vehicles are predicted to use The Ridgeway in the AM peak and 9 in the PM peak. The proposed increase in trips along The Ridgeway is therefore not considered to represent a significant increase in demand along this route.

Junction Modelling

The following junctions have been modelled as part of the previous application and this has not been revisited as part of this application. The Highway Authority are satisfied with the scope of the assessment and the proposed mitigation package agreed.

For clarity the junctions assessed were as follows:

- Downend Road/Site Access;
- Downend Road/The Thicket;
- A27/ The Thicket and;
- Portsdown Hill/Swivelton Lane.
- A27 Portchester Road/Downend Road/Shearwater Avenue; and
- A27 Portchester Road/Wallington Way/Eastern Way 'Delme Arms' roundabout.

The results of this review confirmed that all the non-signalised junctions are forecast to operate within practical capacity across all approaches in the AM and PM peak. No improvements are therefore sought by the Highway Authority at these junctions.

Whilst it should be noted that this application has not assumed the Romsey Avenue site as committed development the Highway Authority is satisfied that the cumulative impact has been suitably assessed within the Romsey Avenue application which has assumed the Downend Road site as committed development. The findings of that review do not change our approach to mitigation from this development.

Downend Road/A27 Signalised Junction

The need for improvements at this junction were previously explored in detail under the previous planning application. An improvement scheme has been agreed here and is shown in drawing ITB12212-GA-026. The works proposed include provision of two southbound approach lanes on Downend Road, implementation of MOVA technology and yellow line/ tracking markings. These mitigation works are considered acceptable in principle.

However, it should be noted that HCC is progressing Transforming City Fund (TCF) improvements on the A27, including this location. While there should be limited interaction between the TCF and developer schemes, the proposed development mitigation works may require minor amendments to coordinate with the planned TCF works. HCC should be contacted prior to detailed design work for the most recent TCF designs should the development come forward and the developer mitigation works constructed prior to the TCF scheme being constructed.

Should the TCF scheme be constructed in advance of the developer led improvement works, it may be that it is prudent in order to reduce impact on the travelling public that the TFC scheme deliver MOVA and associated replacement signal equipment. These works have been costed to date at £33,550. Under these circumstances the developer should provide an additional contribution of this value in lieu of carrying out these works and this should be secured within the s106 agreement.

Delme Roundabout

A proportionate contribution has been agreed between the Highway Authority and the applicant which is to be put to future works to improve capacity at Delme Roundabout and has been calculated based on the scope of works required to compensate for additional capacity requirements at the roundabout as a result of the proposed development. Works may be at the roundabout itself or be through other physical works which aid in reducing traffic demand at Delme roundabout such as BRT improvements.

Master Plan

A master plan has been submitted and included in Appendix G of the TA for the application and the applicant has confirmed that the site will be brought forward in accordance with the agreed masterplan.

The masterplan shows housing to be situated away from the Downend Road junction and surrounding the key walking and cycling routes to the development via Cams Bridge and Footpath 117. It is on the basis of the masterplan on which the walking and cycling trips distribution has been approved and therefore any future reserved matters application should be in broad accordance with this plan.

Internal Layout

The parking standards for the site are laid down by Fareham Borough Council (FBC) as the local parking authority, in accordance with their Residential Car and Cycle Parking Standards Supplementary Planning Document (SPD) as adopted in November 2009. It should be noted that any shortfall in parking provision has the potential to result in overspill parking that could become obstructive (both visually and physically) that could onwards become a concern to the Highway Authority for highway safety reasons. As such, it would be requested that further applications make sure that parking fully conforms to the local Parking Standards to remove such concerns.

Details for tracking for a refuse vehicle and for waste collection points have not been provided within this application and are a matter to be addressed under reserved matters.

It is understood that a mix of S38 adopted areas and un-adopted areas are proposed for the roads and footways of the site, and whilst HCC would not object to the proposals for unadopted areas it would be advisable that the developer ensures that the roads and footways are designed to minimum industry standards and / or Hampshire County Council's best practice as set out in <https://www.hants.gov.uk/transport/developers/constructionstandards>. Onwards, an appropriate Private Management Plan should be put into place to deal with any future issues.

Regarding areas of the site where roads and footways are to be adopted, it should be noted that these 'planning application' consultee comments have been made utilising the plans submitted. Should adoption be required, the S38 process will still need to be undertaken in addition to any planning approval that may be granted by the Local Planning Authority, and the details of this process can be found via the following link - <https://www.hants.gov.uk/transport/developers/constructionstandards>. This process will require additional information to that submitted to date, and require formal engineering drawings for assessment which may result in updates to the layout being required. As such, it is recommended that the developer engage with the S38 team at their earliest convenience.

For both S38 adopted areas as well as areas not proposed to be adopted, developers should also be made aware of the Advanced Payment Code (APC) that will be required by the Highway Authority. Details of this can be found via the following link -

<http://documents.hants.gov.uk/transport/APCProcess-Guidancedocumentforwebsitev22018-04-02.pdf>

Travel Plan

The framework travel plan reference ITB12212-059B set out within this application is as previously agreed and therefore deemed acceptable. It should be noted that at the time of the reserved matters stage, the Framework Travel Plan submitted will need to be closely observed to ensure that all the measures concerning the design and layout in particular relation to the pedestrian and cycling connections are adequately covered.

Recommendation

The highway authority raises no objection to this application, subject to the following conditions and obligations:

Conditions

- A Construction Management Plan shall be submitted to, and approved in writing by, the Local Planning Authority (in consultation with Hampshire County Council Highway Authority) before development commences. This should include construction traffic routes and their management and control, parking and turning provision to be made on site, measures to prevent mud being deposited on the highway, adequate provision for addressing any abnormal wear and tear to the highway, and a programme for construction.

Reason:

In the interests of highway safety

Provision of a Grampian condition for agreed details and provision from Network Rail in the form of an Asset Protection Agreement regarding any amendments to the parapet heights required in order to enable the improvement works at Downend Road Bridge as shown on drawing ITB12212-GA-051 Rev D

Obligations

- A contribution of £374,340 towards the following:
 - Mitigating the impact of development traffic at Delme Roundabout including provision for BRT;
 - Bus infrastructure improvements on the A27 in the vicinity of the site;

- Implementing A27 safety measures to mitigate the impact of increased pedestrian and cycle movements from the development; and
- Pedestrian and cycle audit improvements detailed in figure T5.
- Delivery of sustainable access improvements to Downend Road bridge as shown in principle on ITB12212-GA-051 Rev D
- Commitment to enter into a Common Law Dedication to secure Cams Bridge as a Public Right of Way footpath;
- Improvements to Cams Bridge as detailed in drawing number ITB12212-GA-023 Rev B;
- Provision of the crossing point detailed in drawing number ITB12212-GA-021 Rev C across the A27;
- Delivery of the site access as detailed in drawing number ITB12212-GA-014 Rev E;
- Payment of £18,480 for Improvement to Upper Cornaway Lane as detailed in drawing number ITB12212-GA-020 Rev C;
- Delivery of the Downend Road/A27 capacity improvements scheme as shown on drawing ITB12212-GA-026 through a S278 agreement with the highway authority; or
- Payment of £33,500 in lieu of introducing MOVA at the Downend Road/A27 junction should the TCF scheme come forward ahead of the s278 works
- Payment (by developer) of HCC fees in respect of approval (£3,000) and monitoring (£15,000) of the Framework Travel Plan prior to commencement; and
- Provision of a bond, or other form of financial surety, in respect of the measures within the Travel Plan.

I trust the above is clear, but should you wish to discuss any of the above further, please do not hesitate to contact Nick Gammer on the number above.

Yours Faithfully,

Ben Clifton
Strategic Transport Manager