

NON EXEMPT

HAVANT BOROUGH COUNCIL

16 March 2020

**Havant Borough Local Plan
Hayling Island Transport Assessment (HITA) Addendum**

**Decision by: Deputy Leader and Cabinet Lead for
Planning, Regeneration and Communities**

Report by: Principal Planning Policy Officer

1.0 Purpose of Report

- 1.1. To approve the Hayling Island Transport Assessment (HITA) Addendum.

2.0 Recommendation

- 2.1. It is recommended that the Hayling Island Transport Assessment Addendum is approved and published as part of the evidence base for the Havant Borough Local Plan.

3.0 Background

- 3.1. The Council is preparing a new Local Plan. As part of the evidence base for this plan, the Council published the Hayling Island Transport Assessment in January 2019, ahead of the Pre-Submission consultation on the Local Plan.
- 3.2. The Cabinet at its meeting on 30 January 2019 recommended committing the Council to producing a second version of that TA in order to clarify the mitigation packages needed to accommodate development, prior to the submission of the Local Plan for independent examination. The decision to require the second version prior to submission was then made at the Full Council meeting on the same date. The HITA Addendum to be signed off through this report is the result of that additional work and forms the second version required by the Full Council.

4.0 Overview of HITA Addendum

- 4.1 The full HITA Addendum proposed to be published is attached as Appendix 1 to this report. It provides the results of further Paramics® microsimulation modelling and Linsig® signalisation modelling undertaken during 2019.

- 4.2 The report proposed to be published is an Addendum to the original (January 2019) HITA, and does not replace it. The two should be read together.
- 4.3 The HITA Addendum includes the following updates to the original HITA:
- a. Traffic from the 'Rook Farm' development site is assumed to join A3023 Manor Road at a new junction to the south of the Hayling Island Holiday Park instead of at St Marys Road in accordance with the latest thinking on this site. This means that journey time data differs from that in the original HITA.
 - b. The scope and content of the various mitigation packages have been reconsidered with a main package ('M1A') now identified comprising only friction reduction measures; a proposed junction improvement at Copse Lane / A3023 has been removed as being undeliverable to current standards, and other junctions previously part of mitigation packages 1, 2 and 3 are now separately considered both as standalone interventions and in combination with Mitigation Package M1A
 - c. Modelling is now reported on the network extending beyond the A27 Langstone roundabout into and through Havant town centre to ensure that the effect on this location of traffic flow and distribution is understood. This has included more detailed Linsig modelling of the roundabout and its approaches.
 - d. More detailed design work has been carried out on the various proposed interventions including Linsig design of those junctions where traffic signal control is an option to be implemented.
 - e. A section has been added specifically considering the A27 Langstone roundabout and its interaction with the A3023, to seek to satisfy Hampshire County Council concerns about this part of the network.
 - f. All option cost estimates have been updated to October 2019 prices and now include 44% optimism bias. The estimates have been further refined by additional design work.
 - g. There is now included an assessment of the measures in terms not only of maintaining traffic flow but also of benefits to air quality; reduced severance; safety improvements; and environmental benefits.
 - h. The Transforming Cities Fund bid is taken into account, which if successful would see works relating to the South East Hampshire Rapid Transit (SEHRT) project carried out at Langstone roundabout, in the upper section of Langstone Road, and along the Park Road South / Park Road North corridor in central Havant from 2020/21 onwards with the aim of improving the reliability and attractiveness of public transport, walking and cycling.

- i. Considering events in June 2019 relating to an emergency road closure of the A3023 which exposed issues in relation to diversion routes and network resilience.
 - j. More detailed consideration of the role of the Hayling Billy Trail within the overall transport provision for the Island.
- 4.4 All major data inputs, surveys, trip rates and forecast data are unchanged from the original HITA. The reporting routes tested remain unchanged from the HITA, although they are extended at their north end through Havant town centre. All modelling continues to be reported in relation to a neutral weekday in school term in accordance with nationally adopted modelling standards.
- 4.5 Results for the 2036 Do Minimum scenario demonstrate queue lengths and journey times will increase due to the Local Plan Development, resulting in severe harm and necessitating mitigation. The mitigation measures considered in this Addendum are technically realistic and broadly deliverable using land currently within the control of the local authority, and their implementation reduces journey times and queue lengths in comparison to the non-mitigated condition, in places bringing conditions with Local Plan development in place to be a close match to conditions seen today. It is concluded that the cumulative impact of the Local Plan development, in transport terms, can be mitigated to a level where it does not have a severe cumulative impact.
- 4.6 It is considered that the HITA Addendum is a helpful addition to the original HITA work. It clarifies the package of mitigation measures that would be needed in order to ensure that future development on Hayling Island would not lead to a cumulatively severe harm on the highway network. This will be helpful for housebuilders in understanding likely costs in terms of their application and for residents in understanding potential mitigation schemes.

5.0 Consultation & Communication

- 5.1 This report seeks sign-off of the HITA Addendum for publication as part of the Local Plan's evidence base. It has not hitherto been in the public domain.
- 5.2 No formal consultation is proposed on the HITA Addendum specifically. This is not required under the regulations pertaining to Local Plan preparation¹ nor under the Council's Statement of Community Involvement². Nonetheless, consultees will be able to comment on whether it enables the Council to conclude that new housing is suitable for Hayling Island during future Local Plan consultations and/or the examination of the Local Plan.

¹ The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), available at <http://www.legislation.gov.uk/uksi/2012/767/contents/made>.

² <https://www.havant.gov.uk/statement-of-community-involvement>

5.3 While no general public consultation has taken place prior to the publication of the final HITA Addendum, officers did consult extensively with officers from Hampshire County Council and Highways Authority in drafting the report. The draft report was also presented on 7 November 2019 to the Hayling Island Infrastructure Advisory Group, a group of HBC and HCC officers, elected members and Hayling Island residents and community groups set up to consider infrastructure matters relating to the island. The group were given the chance to comment both verbally at a meeting on 25 November 2019 and in writing on the content of the draft report. A number of questions and comments were received. These, together with the minutes of the two meetings are attached at Appendix 2.

5.4 The council commissioned Campbell Reith, an independent engineering consultancy practice to review the key criticisms of the draft report made by the Hayling Island Infrastructure Advisory Group. The consultants advised that *“The suggested increase in journey times on the strategic routes, while inconvenient to road users, is not considered sufficient to trigger the ‘severe’ test in its own right, particularly when assessed against the wider transport issues (such as pedestrian / cycle access, alternative modes of travel, route choice). It is evident that as part of the HITAA, that a number of the mitigation measures proposed, should improve pedestrian and cycle access in terms of crossing points – which while, in turn will introduce a slight delay along the A3023, have a greater benefit in terms of accessibility, safety and promoting sustainable travel”*.

5.5 The overall conclusion of Campbell Reith is that *“the assessment process has been undertaken based on a robust data collection process which in turn has informed the micro-simulation model. The extensive testing of individual and combinations of appropriate mitigation measures has allowed a refined package to be collated to best mitigate the impact of future Local Plan development traffic”*. Campbell Reith’s full note is attached at Appendix 3.

5.6 Taking into account advice from the consultants that the approach taken by the council in producing the HITA Addendum was technically sound, revisions to the draft report were limited to clarifications.

6.0 Finance / Resource Implications

6.1 The work has been funded from the Planning Service Budget. No further costs are expected associated with the publication of the HITA Addendum.

7.0 Legal Implications

7.1 Local Plans must be prepared in accordance with requirements and guidance set at the national level, chiefly the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), and the National Planning Policy Framework 2019 (NPPF). Paragraph

35 of the NPPF defines what is meant by soundness. This includes that the plan must be justified and based on proportionate evidence. While the evidence base is published for information only, to provide background and justification to the Local Plan, not publishing it would therefore make the plan unsound.

8.0 Options considered and reasons for the recommendation

8.1 The options of not producing or not publishing the HITA Addendum have not been considered, since the Cabinet and Full Council committed the Council to publishing this work prior to submission of the Local Plan, at its meeting on 30 January 2019.

9.0 Risks

9.1 Not publishing the evidence base would risk the Local Plan being found unsound.

10.0 Local Government (Access to Information) Act 1985 – ‘confidential’ or Exempt’ Information Indicator:

10.1 This delegated decision contains neither confidential nor exempt information

11.0 Is this an Urgent Decision?

11.1 No

Agreed by

Councillor Tim Pike
Deputy Leader and Cabinet Lead for Planning, Regeneration and Communities

Date 20 February 2020

16 March 2020 - confirmed without modification following call-in and consideration of recommendations made by the Operations & Place Shaping Board held on 10 March 2020.

Signed Off by:

Legal: 27 January 2020
Finance: 7 February 2020

Background Papers:

Minutes of the Cabinet Meeting of 30 January 2019:
<https://havant.moderngov.co.uk>

Hayling Island Transport Assessment (January 2019):
<https://www.havant.gov.uk/hayling-island-transport-assessment>

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Appendix 1:
Hayling Island Transport Assessment Addendum (January 2020)

Appendix 2:
Minutes of the Hayling Island Infrastructure Advisory Group 7 November 2019 and 25 November 2019, and responses submitted by the group.

Appendix 3:
Campbell Reith Transport Note dated 28 January 2020