

# Hayling Island Infrastructure Advisory Group

16<sup>th</sup> January 2019, 1430-1650

Hurstwood Room, Public Service Plaza, Civic Centre Road, Havant, PO9 2AX

## Notes of Meeting

### **Present:**

**Community Representatives (only for item 1):** Robert Woodward, Ray Roswell, John Perry, Ann Griffiths, David Pattenden, Anne Skennerton, Rosie Law, Peter Oliver, Wilf Forrow, Mike Owens, Jim Palmer, David Parham

**HBC Representatives:** Louise Berridge, Stuart Wood, Simon Jenkins, Steve Mountain, David Hayward

**HCC Representatives:** Chris Hirst (observer)

**Cllr / County Cllrs:** Cllr Michael Wilson (Chairman), Cllr Leah Turner, Cllr Issy Scott, Cllr Rosy Raines, Cllr Joanne Thomas, County Cllr Lance Quantrill

**Consultants:** Chris Stanyard (Campbell Reith), Chris Shaw (Systra)

### **1. Introductions**

The Chairman welcomed everyone and asked that attendees introduce themselves.

Apologies were received from Elaine Kilby, Robin Davidson, Richard Coates, Cllr Clare Satchwell & Cllr Tim Pike.

David Parham raised a point of order and provided a statement on behalf of the community representatives present at the meeting.

The transport modelling of the A3023 and the Infrastructure Statement have been completed, however community representatives felt that they had not been able to review or input on these documents despite prior promises that they would be able to.

The representatives requested the following:

- That the meeting minutes and the official traffic review / assessment of the A3023 includes the following wording in its Introduction section:

*“This traffic assessment was undertaken and completed without the involvement or concurrence of the Hayling Island Infrastructure Advisory Committee”*

- It is not considered possible for this Committee to respond to the A3023 evaluation (which has taken 750 days to complete) in a two-hour fuzzy slide presentation. This evaluation was done without any input from the community representatives and is not the agreed process.

Therefore the community representatives requested that the document be posted to all members of the Group for full consideration, prior to discussion at a rescheduled meeting. Until this had been completed, the community representatives did not wish to take any further part in the meeting.

At this point, all resident representatives left the meeting. HBC, HCC and councillor representatives remained for the rest of the meeting.

## **2. Notes of the two previous meetings and matters arising**

There were no comments on the notes of the two previous meetings.

## **3. National policy and context and the role of a Transport Assessment in developing a Local Plan**

The Chairman invited Chris Stanyard to provide the Group with a presentation setting out and informing the group about the National Planning Policy Framework (NPPF) context in relation to transport.

The statement on transport in the updated NPPF 2018 provides that development should only be prevented or refused on highways ground if there is an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.

The judgement of ‘severe’ is ambiguous but had been further refined by subsequent planning appeals, which set out that mere congestion and inconvenience was not sufficient to trigger the ‘severe’ test but rather it was a question of the consequences of such congestion (for example increased collision trends or blockage at junctions).

New development however often provides for potential mitigation actions to ease the impact of background traffic that may not have otherwise come forward. It is also predicted that background traffic will significantly rise by 2050, according to Road Traffic Forecasts conducted in 2018.

David Hayward provided the background to the methodology and preparation of a transport assessment (TA). A TA provides considers whether a Local Plan is sound in transport terms, and forms a key part of the required evidence base. The methodology for a TA is set out in the Planning Practice Guidance and provides levels of data from a baseline approach (transport predictions with just

developments with planning permission) to predictions with sites included in the Local Plan ('do minimum') and transport mitigation schemes ('do something').

The Hayling Island TA reviewed the existing transport infrastructure and predicted future demand to establish the estimated impact of proposed development upon the road network and possible mitigation schemes that could be implemented.

#### **4. The Hayling Island microsimulation model and outputs of the modelling runs**

The Chairman invited Chris Shaw to provide the Group with a presentation on the methodology for the microsimulation model, the results provided and the impact of potential mitigation schemes upon road networks.

The modelling had been undertaken using the Paramics Discovery tool, which was recognised as fulfilling industry standard requirements and provided traffic conditions in a computer model.

For accurate modelling to be possible, it was important to capture a wide dataset to inform the tool. For this assessment, the following data was collected:

- Junction Turn Counts (a total of 31 locations surveyed in June and September 2017 using manual and video survey methods);
- Bluetooth Journey Times (2 routes surveyed using HBC Bluetooth system in June 2017);
- Moving Observer Journey Times (2 routes surveyed using moving observer in September 2017);
- Queue Lengths (a total of 9 locations surveyed by video in September 2017); and
- Video Surveys (videos provided from all September 2017 turn count / queue length surveys / journey time surveys, while additional surveys undertaken in October 2018 to observe traffic behaviour and conditions between Northney Road and Woodbury Avenue on the A3023).
- Trip rate calculations on recent developments (September 2018)

The video surveys were viewed as key data for the assessment, as it enabled analysts to investigate any problem areas or irregular occurrences on the road network. For instance, the perceived issue of merging on Langstone Road (travelling south from the A27 /A3023 roundabout) and subsequent tailbacks were in fact mainly caused by the build-up of queues on Langstone Road.

The model covers a number of routes on Hayling Island (including major and minor routes) and reflects three time periods for a neutral month weekday (AM 07:00 to 10:00, interpeak (IP) 10:00 to 16:00 and PM 16:00 to 19:00). This was described as a 'most days of the year' model, which did not include predicted high traffic times such as summer or holiday periods.

The Hayling road network was entered into the model using Ordnance Survey (OS) mapping, speed limits from road signage, traffic signals as coded in location, school patrol crossing and bus routes. There was also the ability to enter localised behaviour as observed via video surveys. The model also reflected five vehicle

types: car, light goods vehicles, rigid axle vehicles, articulated heavy vehicles and buses (as per timetabled routes). Cyclists were not counted.

Traffic demands for the dataset were generated using the data collected, in conjunction with information from the Solent Sub-Regional Transport Model (SRTM) regarding traffic distributions for the study area. These were dynamic datasets, taking into account the build-up and dissipation of traffic to provide 'demand release profiles'.

To ensure the model was reliable, data was compared between outputs from the model and observed turns counts, journey times and queue lengths. These comparisons showed that the model reflects the observed data well, with all data matching within good standards as set out by the relevant guidance.

Future year model development was then undertaken for the 'baseline' dataset (reflecting currently committed development) and the 'do minimum' dataset (baseline with additional sites proposed by the Local Plan). The TRICS database was used to derive trip rates for each proposed development (using evidenced assumptions on regular trips currently taken on the island, including regular trips off of the island for work, shopping etc).

This data showed that the proposed development resulted in increases in journey times that impacted upon the flow of traffic on the A3023, and there were queue increases shown in side arms (such as Northney Road). The results also showed an increase in queueing on Manor Road at the Mill Rythe Roundabout. Furthermore the results showed that link flows, journey times and queue lengths all increased in the 'do minimum' scenario.

There were a suite of mitigation packages however that could be implemented, and modelling had been undertaken to provide a 'do something' dataset ('do minimum' with mitigation measures in place). This dataset demonstrated that the potential mitigation schemes would improve PM strategic journey times and some AM strategic journey times, while would worsen some AM strategic journey times due to delays as a result of the introduction of traffic signals. This would however generally improve the queueing in sidearms at problem locations.

David Hayward then set out the following conclusions were provided from the modelling exercise linking back to the NPPF:

- Whilst link flows, journey times and queue lengths all predicted to rise by 2036, the impact of the proposed Local Plan development can be mitigated effectively to an acceptable degree (as per mitigation scenarios).
- The increased journey times are not considered to represent a severe cumulative impact on the road network, as defined by the NPPF.
- Mitigation actions demonstrate some positive improvements in reducing journey times and queue lengths, while these also allow for the redistribution of traffic delay at some junction sites.
- The introduction of traffic signals should improve journey time reliability and improve crossing facilities for pedestrians and cyclists.

Improved signage, detailing any queueing on the A3023 and predicted journey times, could also help with congestion and help the Council's Regeneration

Strategy by encouraging users to make full use of the aspired facilities on Hayling Seafront.

In terms of next steps, further testing was required to ascertain which suite of mitigation packages would be most effective.

During the discussion, it was advised that the Inspector would not consider capacity in his judgement of the road network, and would instead focus on whether there would be a severe cumulative impact as per the NPPF.

The Group also raised concern that the model mainly took traffic flow into account and was not sensitive to the occurrence of incidents on the A3023.

## **5. Implications for the Local Plan**

The results of the TA showed that it is considered that the proposed development on Hayling Island would not cause a severe cumulative impact upon the highway network, and would therefore be likely that development on Hayling Island would be sound in transport terms.

The Group were reminded that any removal of sites from Hayling Island would likely result in the Council not being able to identify a five year housing supply for the Borough.

## **6. Next Steps for the Local Plan**

The Local Plan was scheduled to be considered by Extraordinary Cabinet and Full Council meetings on 30 January.

The Local Plan would be ultimately decided at the Full Council meeting, and a mailout would be circulated to residents on the Council's mailing list highlighting the meeting, informing the public that the meeting will be streamed live on Facebook and advising on arrangements to make a deputation.

If the Council choose to proceed, it is intended that the pre-submission consultation will be undertaken between 4 February and 5pm on 18 March 2019. The Group were informed that this consultation will be different to previous consultations, and will focus on whether the Plan is legally compliant and sound. There would also be a form provided by the Planning Inspectorate for completion.

There would be drop-in sessions across the Borough to support and advise residents on responding to the consultation.

## **7. The role of the Group moving forward**

It was agreed that the group is suspended.

## **8. Date of next meeting and any other business**

Consideration of the date of the next meeting was not necessary following the group's suspension.

**Close**

Councillor Wilson closed the meeting at 16:50.