



Hayling Island Infrastructure Advisory Group

Hayling Island Transport Assessment Addendum

7th November 2019



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7 November 2019, 1pm – 3pm

Hollybank Room, The Plaza, Civic Centre Road, Havant, PO9 2AX

Agenda

1. Introductions

Local Plan 2036

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Introduction to the meeting: format and rules of engagement - Cllr Tim Pike, Chair.

2. Notes of the meeting (16-01-19) and matters arising

3. National policy and context and the role of a Transport Assessment in developing a Local Plan (David Hayward)

The definition of 'severe highway impact' in the National Planning Policy Framework and examples from elsewhere in the country.

4. Presentation on the Hayling Island Transport Assessment Addendum (Steve Mountain)

An overview of the addendum to the transport assessment, the methodology, modelling outcomes, non-modellable mitigation, non-modellable benefits.

5. Discussion on the outcomes of the addendum's work

Discussion on the outcomes of the addendum and any questions on what has been presented.

6. Consultation arrangements (David Hayward)

Details of how members of the group can feed back detailed thoughts and suggestions.

7. The role of the group moving forward (all)

A discussion of the role of the group moving forward and future topics of discussion.

8. Date of next meeting and any other business

Close.

National Planning Policy Framework (2012 and 2018)

In March 2012 the National Planning Policy Framework introduced the following statement:

"Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe"

- Since then there has been substantial uncertainty with regard to what constitutes a "severe impact" and how it can be appropriately quantified;
- The update in July 2018 (maintained in Feb 2019) made little attempt to clarify the terminology:

"Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe"

 Local Plan Inspector Reports and Appeal Decisions continue to be regularly monitored to understand appropriate interpretation and application of the 'severe impact'.

Planning Appeals and Local Plan Inspector Reports

Appeal References:

 Inspector Mike Fox summarized his interpretation of a 'severe impact' which acts as a useful reference point for decision makers:

> "The Council agreed 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".

- These consequences relate to the following associated considerations:
 - Highway safety (collision trends) or blocking of adjacent junctions;
 - Ease of access from side roads and route choice;
 - Safe and convenient pedestrian / cycle facilities.
- New development often provides an opportunity to mitigate the transport impact of the background traffic growth as well as new development traffic through mitigation measures which would otherwise not come forward.

Road Traffic Forecasts (2018)

 The Department for Transport (DfT) produced the Road Traffic Forecasts document in July 2018. This seeks to predict the likely increase in background traffic between now and 2050:



Traffic levels are forecast to **rise** by between **17% and 51%** by 2050. The key drivers of growth are increases in population and decreases in vehicle running costs By 2050, on the Strategic Road Network



- While it is noted that Hayling Island does not suffer from background traffic growth in the same way the mainland does, there will be an element of increased traffic due to population increases and vehicle users continue to drive for longer.
- Journey time impact on the Strategic Road Network is likely to be affected by background traffic growth in the future.



Atransport assessment

- Part of the required evidence base for a Local Plan
- TA reviews existing traffic and transport infrastructures and networks
- Examines and predicts future demand
- Establishes impact of proposed development in the Local Plan on transport network, including public transport, walking and cycling
- It is a Borough Council assessment, however important to involve the Transport Authorities as much as possible
- It is <u>not</u> intended to show how background traffic growth or preexisting issues should be addressed
- It is <u>not</u> intended to do a feasibility study or detailed design for the mitigation...shows that <u>a</u> solution can be put in place, doesn't necessarily show <u>the</u> solution

The methodology of a transport assessment



Addendum – background

Amendment on 30th January 2019

Delegates authority to the Planning Policy Manager, in consultation with the Cabinet Lead for Communities, Development and Housing, to publish version two of the Hayling Island and Mainland Transport Assessments, **in order to clarify the mitigation packages needed to accommodate development**, prior to the submission of the Havant Borough Local Plan 2036 to the Secretary of State for Housing, Communities and Local Government

Addendum – initial take aways

- Local Plan 2036 development causes severe harm to the A3023 corridor Hayling – Langstone – A27
- "Do minimum" journey times are extended significantly (but this is not severe harm in and of itself)
- "Do minimum" queue lengths increase considerably
- Worsened safety issues at 'black spots' such as Northney Road, West Lane junctions
- Increased severance / reduced connectivity
- Worse noise and air quality

But that is what would happen without mitigation Committe

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Addendum – meeting the amendment

- Splits out elements of mitigation differently from the TA:
 - 'Friction reduction' (bus stops and right turns) on its own without anything else
 - Specific junctions with and without 'friction reduction'
- This allowed the benefits of each mitigation measure to be more accurately modelled and so identify which are likely to be the best value for money
- There is a caveat



- So it isn't real
- Journey noise
- But it IS checked and validated to make sure it matches the validation conditions
 - Timed runs
 - Bluetooth
 - Video and site observations
- It is a standardised approach
 - Neutral term time weekday 97% + fit to 'reality'
 - Allows comparisons to be made
 - Locally and nationally

It's actually two models

- 'Paramics' is a microsimulation model which is accurate in the way that it predicts driver behaviour and preference
- Runs a flow of vehicles through an accurate model of the road network to gauge journey times and queue lengths

The flow is derived from measurements and forecasts

- 'Linsig' is a traffic light design system that takes flows and designs a light change sequence that minimises delay and queueing
- Paramics results were fed into Linsig where appropriate
- GOOD MATCH

Langstone roundabout AM peak



Sorry to say but ...

- Drivers need education
- Langstone Road merge
- Northney Road junction
- Chivalry is not dead
- But it would be better if it was
- But not always





Societal benefits

- 'King of the road'
- Air quality
- Severance / connectivity
- Noise
- Reliability
- Resilience
- Inclusion
- Highway Code rule 223



Mitigation measures

- In TA, proposed three 'levels' of mitigation:
 - Friction reduction measures (additional right turns and bus stop pullins) with junction changes at Mill Rythe and Langstone Road)
 - Plus West Lane, Copse Lane and Northney Road junctions
 - Plus West Lane 'by-pass'
- Addendum splits out for further detail as required by the January amendment
- Friction reduction measures ('package M1A')
 Additional right turns and bus stop part / full lay-bys
- Mill Rythe junction
- West Lane
- Northney Road
- Langstone Road

Friction reduction - £2.217M

Highway Issues	Schemes	Cost Estimate
A3023 NB and SB Queues; creation of 'shockwave' affecting town centre and A27	Right turn lane for The Ship Inn and new northbound bus layby	£595,000
A3023 NB and SB Queues	New right turn lane into New Cut and new SB bus stop pull-in south of New Cut	£225,000
A3023 NB Queues	New right turn lane in to Avenue Road	£180,000
A3023 NB Queues	New NB bus lay-by near Mill Close	£85,000
A3023 SB Queues	New right turn lanes into Esso garage, Victoria Road and North Hayling Halt, and additional pedestrian refuge	£295,000
A3023 NB Queues	A3023 Maypole NB bus stop pull-in	£83,000
A3023 SB Queues	New SB bus stop pull-in at Castlemans Lane.	£75,000
A3023 NB and SB Queues	New NB and SB bus stop pull-ins at the Oven Campsite	£165,000
A3023 NB and SB Queues	New pedestrian refuge and carriageway widening at Bright's Lane	£170,000
A3023 NB Queues	New northbound bus stop pull-in close to Gilbert Mead	£79,000
A3023 SB Queues	New right turn lane for Newtown Lane	£265,000
TOTAL COST PACKAGE		£2,217,000



 Mill Rythe – signalisation of Church Road / Manor Road with small roundabout at Kings Road (lower priority – late date) - £1m





Sunction changes

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- West Lane relocate junction and (later) signalise £2m



Junction changes

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- West Lane relocate junction and (later) signalise £2m
- Northney Road unhooked southbound left turn (phase 1 £350,000) and folded right turns (phase 2 £900,000)
- We propose that the first intervention is the unhooked left turn at Northney Road to address ongoing safety issues



Northney folded right turns





Junction changes

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- Langstone Road two phases: phase 1 potentially is to be implemented in the short term (next 2 years)

Langstone Road – phase 1

- Transforming Cities Fund
- Series of interventions through Havant town centre
- If successful, build 2021 / 2022
- If unsuccessful, part of mitigation
- Extends 2-lane section of Langstone Road by 170m
- Merge occurs away from junctions with Woodbury Avenue and Technology Park
- TCF link: <u>https://www.portsmouth.gov.uk/ext/parking-</u> <u>travel-and-roads/travel/transforming-cities-fund</u>



Langstone Road – phase 2

- Signalisation of Tech Park right turn entrance
- Left only out of Tech Park
- Left only into Woodbury Avenue; all other moves at Southbrook Road with improved junction
- East-west connectivity
- Possible 'jet' lane at roundabout

Langstone Road – phase 2



Langstone Road – jet lane



Mitigation measures - impact

- No severe harm to the highway network with Local Plan development
- Journey times inter-peak and contra-peak sometimes better than 2036 baseline
- Journey times in peaks slightly worse (varies between 5% and 15%)
- Shorter queues
- More reliable journey times
- More resilient network
- Safer for all road users
- Reduced severance / improved connectivity

Above and Beyond

- Local Cycling and Walking Infrastructure Plan (LCWIP)
- Bus services frequency and fares electric fleet?
- Billy Trail under utilised asset
 - Emergency access
 - Coastal erosion
 - Surface quality
 - Connectivity
- Parking and loading refuse lorries changed day 1 report
- Variable message signs
- Park and Ride summer weekends?

Mitigation measures - funding

- Variety of sources
- Community Infrastructure Levy (CIL) strategic, from a single biddable pot
- Section 106 address directly caused harm legal agreement
- External:
 - Government
 - Local Enterprise Partnership
 - Third Party

Goodnight from me ...

• Model: direction of travel (pun intended) is key factor

08:00 - 09:00												
Journey Times (mm:ss)	2036 Baseline	Do Minimum	M1A	M1a + Langstone	M1a + Mill Rythe	M1a + Northney Folded turns	M1a + Northney Gyratory	M1a + Northney Road Signals	M1a + Technology Park full	M1a + West Lane	M1a_West + Fold + Langstone	
Description							25					
Strategic Route 1X NB	15:22	18:36	17:02	16:04	16:44	16:02	16:18	20:01	18:42	17:09	16:23	
Strategic Route 1X SB	14:03	18:06	13:22	13:19	14:42	13:10	13:43	13:44	13:30	13:08	13:02	Comparison with Do-Minimum:
Strategic Route 2X NB	17:13	24:22	20:55	20:06	17:49	19:31	20:16	24:02	22:26	21:23	20:11	
Strategic Route 2X SB	14:28	18:27	13:40	13:36	14:42	13:28	14:03	14:04	13:45	13:24	13:20	> 30s under Journey Time
Strategic Route 3X NB	12:21	16:14	14:13	13:17	14:00	13:09	13:33	17:33	15:50	14:04	13:17	No Significant Change
Strategic Route 3X SB	10:58	15:06	10:17	10:12	10:30	10:05	10:39	10:47	10:23	10:14	10:13	> 30s over Journey Time

- In above example, it's not so much that on Strategic Route 3X SB that 10 minutes 58 seconds is now 10 minutes 17 seconds with mitigation package M1A in place
- Is it 'better' or 'worse', by roughly how much, and measured against what? What other benefits does it bring?
- FINAL TAKE AWAY: generally but not consistently quicker than baseline in contra-peak and inter-peak

Consultation arrangements

- Meet again in two weeks
- Can provide written comments to policy.design@havant.gov.uk
- Perhaps slots in that meeting for community feedback?
 - Hayling Island north
 - Hayling Island south
 - o Langstone
 - Sustainable and active travel
- Will then publish a final draft on the Council's website