

# **Persimmon Homes South Coast response to Havant Borough Local Plan matters and issues for examination**

## **MATTER 3: HAYLING ISLAND**

June 2021

Version: 2

Version control	Name	Date
Report author:	Steve Tapscott BA (Hons) MA MRTPI	10/06/21
Checked by:	Brett Spiller BA BTP MRTPI MCIWM	10/06/21

### **Q3.1 Are the methodologies and modelling assumptions used for the assessments robust?**

1. Persimmon Homes South Coast (PHSC) has instructed Mode Transport Planning to provide a technical note to support this submission. The technical note can be viewed in appendix A of this statement. In summary, it finds that the modelling undertaken to underpin the TA evidence appears to be in accordance with WebTAG guidance, published by the Department for Transport, as well as the Design Manual for Roads and Bridges. It is noted that the period for surveys has been selected with consideration to the purpose of the transport model being for assessing the impact of housing allocations in particular.
2. PHSC would also highlight that the modelling shows there is capacity for the allocation sites, as well as spare capacity for other sites not allocated, such as at Southmere Field<sup>1</sup>.

### **Q3.2 Is the approach of not having regard to the summer and weekend tourist traffic justified?**

3. Mode Transport's technical note considers it appropriate for the local plan evidence base to review the normal highway conditions, as opposed to potential temporary peaks in demand, such as tourism related movement on and off the island outside of the weekday peak periods otherwise assessed in the model. The approach is also appropriate where traffic associated with an increase in housing is unlikely to have a cumulative impact with such seasonal traffic (and mitigation is likely to offer benefits for alleviating separate seasonal traffic in any event).
4. The technical note goes on to conclude that:

*'based on the currently available information, this is therefore considered to be a robust position from which to assess the impact of the Local Plan site allocations, with the future year traffic growth and allocations traffic able to be added into the modelling to ascertain the impacts of the Local Plan on the local highway network'.*

### **Q3.3 The assessments set out that journey times would increase as a result of the proposed package of mitigation, is this justified?**

5. Mode Transport's technical note draws attention to the differing impacts on different routes through the network during the modelled time periods, but that the mitigation measures would reduce the impacts of the local plan allocations in most time periods and routes assessed when compared with the 'do minimum' (no mitigation) scenario. Overall, therefore, the mitigation package would provide benefits to the highway network operation, whilst simultaneously minimising the impacts of the local plan allocations on the local highway network. As such, this is in accordance with the principles of paragraph 108 of the NPPF, which requires *'any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree'.*

---

<sup>1</sup> SHLAA 2020 ref. HB15

## **Appendix A: technical note prepared by Mode Transport**

# Havant Borough Council Examination in Public

## Hearing Statement

Client:	Persimmon Homes (South Coast)	Job No	324760
Date:	17 June 2021	Approved by:	CH
Prepared by:	MF/CH		

### 1. Introduction

1.1.1 This Technical Note (TN) has been prepared by mode transport planning (mode) on behalf of Persimmon Homes (South Coast). This Statement relates to Examination Matter 3: Hayling Island, specifically in relation to the Hayling Island Transport Assessment (TA) & Addendum.

1.1.2 Persimmon Homes' interest in the Local Plan examination relates to a site being promoted off Langstone Road. The site is shown on [Figure 1.1](#).

**Figure 1.1 Site Location**



- 1.1.3 Whilst the Langstone Road site is located on the 'mainland', it is considered more appropriate to consider the impact of the Hayling Island TA within Matter 3 as this TA extends up to and including the A27/Langstone Road and the Park Road North/New Road junctions in the north.
- 1.1.4 The separate 'mainland' TA extends as far south as the A27/Langstone Road junction in terms of modelling assessment, though it is noted that *"traffic impacts on the rest of Havant arising from proposed development on Hayling Island are included in the traffic modelling within this, main, Havant Transport Assessment."* Therefore, it is considered that Matter 3 is more relevant for the Langstone Road potential site, though it is noted that the site can be covered by both Transport Assessments accordingly.
- 1.1.5 The National Planning Policy Framework (NPPF), most recently revised in February 2019, states the following in Paragraph 108:
- "In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:*
- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*
  - b) safe and suitable access to the site can be achieved for all users; and*
  - c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree."*
- 1.1.6 Draft Policy IN3 of the Submission Havant Borough Local Plan also includes for transport tests in relation to new development, most notably including the following elements, which broadly align with the above NPPF tests:
- *"Safe and suitable access to the site is provided for all people and modes of transport;*
  - *Sustainable modes of travel are encouraged and supported through on and/or off-site measures; and*
  - *The traffic generated by the development, taking into account any proposed avoidance and mitigation measures, would not result in severe cumulative impacts on the transport network or the environment".*
- 1.1.7 This Hearing Statement provides evidence on the above key tests and relating to the questions raised within Matter 3 of the Local Plan Examination, specifically those questions relating to the Hayling Island TA and Addendum TA. These make up the following sections of the TN.

## 2. Transport Assessment and Addendum Suitability

- 2.1.1 This section responds to question 3.1 raised by the Inspectors relating to the methodologies and modelling assumptions and their robustness. In turn, this section also addresses question 3.2 relating to the omission of an assessment of summer and weekend tourist traffic as this links to the findings for question 3.1.
- 2.1.2 The Hayling Island TA and Addendum TA have been prepared by Havant Borough Council and Campbell Reith, on behalf of HBC. Both documents rely on specialised micro-simulation modelling undertaken by Systra.
- 2.1.3 The modelling undertaken to underpin the TA evidence basis appears to be in accordance with the guidance set out within WebTAG guidance, published by the Department for Transport to provide *“information on the role of transport modelling and appraisal.”*
- 2.1.4 In accordance with the WebTAG guidance the assessment has been undertaken in using a neutral month for the baseline analysis. The WebTAG guidance states that *“surveys should typically be carried out during a ‘neutral’, or representative, month avoiding main and local holiday periods, local school holidays and half terms and other abnormal traffic periods.”*
- 2.1.5 Based on the above, it is considered that the modelling time periods are acceptable and in line with the relevant best practice guidance. It is noted that the period for surveys has been selected with consideration to the purpose of the transport model being for assessing the impact of housing allocations in particular.
- 2.1.6 It is considered appropriate for the Local Plan evidence basis to review the normal highway conditions, as opposed to potential temporary peaks in demand, such as tourism related movement on and off the island outside of the weekday peak periods otherwise assessed in the model, and where traffic associated with an increase in housing is unlikely to have a cumulative impact with such seasonal traffic (and Local Plan mitigation likely to offer benefits for alleviating separate seasonal traffic in any event).
- 2.1.7 It appears that the baseline modelling has been prepared in accordance with the WebTAG and Design Manual for Roads and Bridges guidance indicating that the baseline traffic models calibrate to reflect the existing highway network as far as possible.
- 2.1.8 Based on the currently available information, this is therefore considered to be a robust position from which to assess the impact of the Local Plan site allocations, with the future year traffic growth and allocations traffic able to be added into the modelling to ascertain the impacts of the Local Plan on the local highway network.

- 2.1.9 The future year modelling undertaken indicates that the Local Plan site allocations would require an element of mitigation on the local highway network to minimise the impacts of these where appropriate. This is provided by the 'M1A' package of measures identified within the TA Addendum.

### 3. Impact of Journey Time Increases

- 3.1.1 Question 3.3 relating to Matter 3 asks whether it is justified for journey times to increase as a result of the package of mitigation measures proposed.
- 3.1.2 It is noted that the M1A package of mitigation measures would have differing impacts on different routes through the network during the modelled time periods. For example, in the weekday morning peak hour the journey times southbound would reduce by over 30 seconds on the three strategic routes whilst the northbound journey times would increase by over 30 seconds on each of the three strategic links.
- 3.1.3 It is noted however that the M1A mitigation would reduce the impacts of the Local Plan allocations when compared to the Do Minimum (no mitigation package) scenario.
- 3.1.4 Therefore, it is considered that Paragraph 108 of the NPPF is particularly relevant in this instance, stating *“any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.”*
- 3.1.5 It is considered that the journey time impacts arising from the mitigation package provide an improvement when compared to the Do Minimum scenario in most time periods and journey time routes assessed (the only exception to this being Strategic Route 1 northbound in the weekday morning peak hour, although this is not considered to be mitigated to an acceptable degree).
- 3.1.6 Compared to the baseline scenario, the increases in journey time in the weekday morning associated with the M1A mitigation package are within two minutes, with it being noted that this mitigation also allows for the signalisation of some junctions along the links. Whilst the northbound journey times increase by up to 2 minutes, it is noted that the southbound journey times reduce by up to approx. 90 seconds during the same time periods. Clearly, the mitigation package provides a degree of benefits to the highway network.

- 3.1.7 It is noted that outside of the weekday morning and evening peak hours, the modelling indicates minimal changes between the baseline and mitigation package scenarios, indicating that the mitigation package would ensure that the impact of the Local Plan allocations would be negligible outside of the peak hours. Indeed, the impact on Strategic Route 2 would be a reduction in journey times of up to 70 seconds in the M1A scenario compared to the baseline identifying benefits of the proposed mitigation package. This may support assumptions made earlier in this note with respect to seasonal traffic impacts outside of the weekday peak periods.
- 3.1.8 In view of the above it is considered that the mitigation package M1A would provide benefits to the highway network operation, whilst simultaneously minimising the impact of the Local Plan allocations on the local highway network. This is considered to be in accordance with the principles of Paragraph 108 of the NPPF.

## 4. Summary

- 4.1.1 This TN represents a Hearing Statement relating to the Havant Local Plan Examination, specifically in relation to Matter 3: Hayling Island and the Hayling Island Transport Assessment and Addendum.
- 4.1.2 At this stage it is considered that the works undertaken to date identify an assessment position undertaken in line with relevant national guidance contained within the DMRB and WebTAG. As such, it is considered to provide a suitable position to assess the Local Plan impacts and the effects of the proposed M1A mitigation package.