

Eastleigh Borough Council
Eastleigh House
Upper Market Street
Eastleigh
SO50 9YN

Hampshire 2050
The Castle
Winchester, Hampshire SO23 8UD

Telephone: 0300 555 1375
Fax: 01962 847055

www.hants.gov.uk

Enquiries To Zara Rogers

My reference 051815

Direct Line

Your reference F/22/93194

Date 10 January 2024

Email eastleighdc@hants.gov.uk

Dear Sirs ,

THE AGEAS BOWL, MARSHALL DRIVE, WEST END, SOUTHAMPTON, SO30 3XH

Full planning application for the erection of 172 dwellings, a 71-bedroom care home (Use Class C2), a 142-bedroom hotel (Use Class C1), a well-being centre (Use Class E / F2), improvements to existing stadium, new vehicular access, car parking, pedestrian circulation, together with associated tree planting, landscaping, SuDS and biodiversity enhancements (Amended description)

Thank you for your re-consultation on the above planning application. The Highway Authority previously responded to this application dated 7th August 2023, requesting further information.

Additional information requested:

- Further information on sustainable modes, including a revised WCHAR
- Suitable connection through “Telegraph Woods”
- Improvements to the sustainable infrastructure within the vicinity of the site
- Event day car park access – further information and design consideration required
- Additional information regarding the operation of the Event Day car park access
- Further information regarding the internal layout of the site

Director of Hampshire 2050
Garry Westbrook

- Road Safety Audits (RSA's) for both the internal layout and event car park access
- Consideration of the Marshall Drive/Botley Road junction to increase vehicular capacity
- Traffic management plan

The applicant has subsequently submitted a Secondary Transport Assessment Addendum dated December 2023. Upon review the Highway Authority would like to make the following comments.

It is noted that the latest submission includes a revision in the quantum of development, and now consists of 172 new homes (a reduction in dwellings), a 71-bedroom car home (Use Class C2), a 142-bedroom hotel (Use Class C1) and a well-being centre (Use Class E / F2).

Parking:

Parking is a matter to be considered by Eastleigh Borough Council as the Local Planning Authority to ensure the proposed parking accords with their adopted standards. The Highway Authority only consider parking in the context of an under provision leading to overspill parking which could impact the highway network; no concerns in this regard are raised, subject to an acceptable event day traffic management plan.

Sustainable Access:

WCHAR:

The WCHAR for the site has since been updated reflecting the Highway Authority's previous comments. This now identifies specific routes to key destination within the vicinity of the site. It also identifies deficiencies within the existing infrastructure and mitigation for these. The WCHAR assessment is now considered acceptable and comments regarding the mitigation proposed are made in the additional sustainable access improvement section below.

Telegraph Woods:

A formalised route through Telegraph Woods has now been proposed. This consists of a 1.5m wide all-weather footpath, with a stepped section. The proposed route is not suitable for users with impaired mobility or by cyclists and is not lit, so would be uninviting during hours of darkness. However, the Highway Authority consider this route would be suitable for the majority of pedestrians during daylight hours and is therefore a beneficial addition to the application proposals. Given there is an alternative, albeit longer, step free, lit and hard surfaced pedestrian route, and this additional connection provides a shorter journey to several facilities within the vicinity of the site, the Highway

Director of Hampshire 2050
Gary Westbrook

Authority accept the proposed in principle design. This route should be secured to be provided prior to first occupation as part of any future planning permission. It is understood that that land required to deliver this path is leased by Eastleigh Borough Council; as such the Local Planning Authority should confirm deliverability of the route in terms of land ownership/ permissions.

While the principle of this route is considered acceptable, further consideration at the detailed design stage will be required to provide a dropped kerb/tactile crossing on Telegraph Road, to connect this proposed route into the existing footway on the western side of Telegraph Road. While no further design work is required, the applicant should confirm this provision will be included in the improvement scheme. Furthermore, the applicant should note that permission will be required via an agreement with the Highway Authority for construction of the dropped kerb and tie in of this path on the eastern side of Telegraph Road.

Additional sustainable access improvements:

As identified within the WCHAR assessment, there are a number of sustainable modes improvements that are required within the vicinity of the site. The applicant has subsequently identified a set of walking and cycling improvements along B3035 High Street and B3035 Botley Road.

The aspirations of these improvements are welcomed; if deliverable these would encourage sustainable mode use and provide access for all and would also mitigate known issues associated with traffic volume at the Botley Road/ Telegraph Road/ Moorgreen Road double mini roundabout junction. However, it should be noted that there is a lack of detail within the proposals and additional information is required as set out below before the Highway Authority could consider the proposed improvements acceptable in principle and deliverable.

- Consideration of the need for a Traffic Regulation Order for the on-carriageway bus stop markings.
- Additional details on the type of bus stops being proposed.
- Relocation of streetlights (as this is a shared use path all streetlights should be located at the back of a footway).
- A detailed plan with a topography overlay, as there could be level issues.
- Consideration of utility divisions that may be required.
- Any existing highway features such as dropped kerbs should be shown.
- The raised tables proposed would require a road hump assessment.

Director of Hampshire 2050
Gary Westbrook

- To meet current standards, a shared use path should be 3m wide with no obstructions, however the proposals currently show that this is not always achievable with objects such as bus shelters being located within this path.
- A Stage 1 RSA would be required of the amended design at this stage.

Furthermore, pedestrian and vehicular visibility splays have not been included in the submitted drawings for any new/amended crossing points. Only visibility to cycles has been shown. It is important that sufficient visibility splays are present for all users at all proposed crossing points. Some cycle visibility splays are shown (notably at Moorgreen Hospital Road and Noyce Court), however, the required splays are not within existing adopted highway or land controlled by the applicant. As such the proposals as currently presented would not be deliverable and significant redesign would be required.

The applicant has proposed the provision of a contribution towards the proposed improvements. Whilst there are concerns with the proposals currently submitted, the Highway Authority consider that the proposals shown on drawings 70073579-WSP-XX-XX-DR-LP-0100-01, 70073579-WSP-XX-XX-DR-LP-0100-02 and 70073579-WSP-XX-XX-DR-LP-0100-03 (excluding the Toucan Crossing and shared use path on the southern site of Botley Road) represent a reasonable basis for agreeing a contribution value. As such the proposals presented should be fully costed for the Highway Authority to review. Once agreed, the full value of this cost estimate should be secured as a contribution; this would be considered adequate mitigation for the development proposals. The cost estimate should consider the points above (topography, utility diversions, TRO, etc), and include items such as Traffic Management, Prelims and an optimum bias of 44% to ensure the estimate reflects the full cost of scheme delivery.

Regarding the works shown on drawings 70073579-WSP-XX-XX-DR-LP-0100-03 (excluding works to the shared use footway east of the Toucan Crossing) and 70073579-WSP-XX-XX-DR-LP-0100-04, these are considered acceptable in principle and the applicant should deliver these. It should be noted that the precise type and design of the crossing point of Botley Road should be considered and developed during detail design, noting that other types of crossing points (for example a parallel crossing) may be more suitable in this location. Agreement of the most appropriate crossing form and detailed design/ delivery via S278 Agreement should be secured within any future planning permission. Delivery of the works should be prior to first occupation.

Personal Injury Accidents (PIA):

The applicant has clarified that the previous data presented was insufficient and has subsequently submitted revised data that now clarifies the accidents within the vicinity of the site. As previously stated, the Highway Authority would still conclude that the high number of accidents that have occurred could be down to the high volumes of traffic

Director of Hampshire 2050
Gary Westbrook

that pass through the vicinity of the site, and therefore request the sustainable mode contribution as mentioned above to encourage modal shift.

Internal Layout:

The internal site layout has been modified, following on from the reduction in the quantum of development. Revised plans have therefore been submitted to reflect these changes. Upon review, whilst it is noted that the internal area will not be offered for adoption, the Highway Authority would like to make the following comments.

The proposed layout identifies visitor parking on the main carriageway into the residential area. This is not acceptable. Visibility splays for the crossroads have been provided, however these enter third party land and therefore cannot be guaranteed to remain free of obstruction and should be revised. No additional visibility splays or forward visibility splays for the remainder of the internal layout have been provided and are required. Lastly, it appears a raised table is being proposed at a crossroad within the residential area; confirmation this is indeed the proposal, and further information and clarity, is required.

A connection to the boundary of the Pitters Commercial site to the north has been provided. This is now in accordance with Eastleigh Borough Council's Local Plan. Should the Pitters site come forward in the future, any Ageas planning permission should secure that the future developer has the ability to tie into this road and that future residents at the Ageas site have the appropriate rights to use the internal roads and footways of the Pitters site. Land adequate to provide an access by all modes between the Ageas and Pitter sites for future residents should be secured and safeguarded within any future planning permission.

Road Safety Audit (RSA):

A Stage 1 RSA has been undertaken for both the internal layout and the new carpark access. However, upon review of this, the applicant has disagreed with two of the suggested recommendations by the Auditor. The Highway Authority would therefore require an RSA exception to be agreed by HCC's Chief Engineer before this can be confirmed as acceptable. As one of the points is around the visibility splays that cannot be achieved, revision of visibility splays as requested above may resolve this issue; if so, the RSA Auditor should confirm this is the case.

New Car Park Access:

The proposed event day car park access design has been updated with the aim of addressing the Highway Authority's previous comments. However, upon review it is requested that whilst the widening of the refuge island on Botley Road to 3m is welcomed, the carriageway widths either side should be stated. Widths between 3.2m and 3.9m should be avoided. Tracking for this access has been provided for a range of

Director of Hampshire 2050
Gary Westbrook

vehicles, however it is noted that the tracking of the bus left out of the site is extremely tight, and consideration should be given to this.

Clarification has been provided stating that this access will be marshall controlled, only used on event days and will operate as an entry only before an event and exit only afterwards. However, the applicant has stated that on major event days, the park and ride buses will park within the event day car park, with drop-off and pick-up of passengers taking place from Marshall Drive. The Highway Authority require clarification regarding whether busses will be entering and existing simultaneously whilst this access is in use, or if the buses will be stored in the car park during the event whilst not in use, therefore avoiding any conflicting movements.

Junction Assessment:

Event Day Capacity:

Modelling of the new event day junction has been revisited, with base flows now matching the outputs from the December 2021 traffic survey. As this access is operating as an access only during and exit only after events, this is acceptable in this instance.

Assessment methodology:

Clarification has been provided on the methodology used to forecast the number of vehicles arriving in peak hours. It has been confirmed that the method to determine the distribution of arrivals is the same as the one that was used within the Thornydown Transport Assessment, this is therefore acceptable. The result indicates that the peak hours for the events are different from traditional AM/PM peak and therefore the use of the event day access will have a less detrimental impact on traffic, especially as it is marshall controlled.

Botley Road/Mashall Drive Traffic Signals:

An updated junction capacity assessment has been undertaken for this junction, following on from the Highway Authority previous comments. Upon review the modelling is now considered acceptable and forecasts that with the impact of the development, the junction would operate just within capacity within the future year. However, across the junction there is an increase in the level of delay and queuing with development traffic included.

However, given the above, and the Highway Authority's previous comments, the sustainable mode contribution, as mentioned previously, would increase the uptake of sustainable modes in the vicinity of the site. The resulting modal shift could reduce the forecast vehicular use of this junction and in doing so, mitigate the operational impact at this location.

Director of Hampshire 2050
Gary Westbrook

Traffic Management Plan:

An overview of the traffic management for the site has been provided. This is largely acceptable to the Highway Authority, with suitable measures proposed.

However, within the traffic management plan, it states that there will be a shared surface (mixing pedestrian and vehicular traffic) between the roundabout and the West Gate. It is stated that this will be carefully managed. However, the Highway Authority disagree with this area being shared space as, during event days, future residents will still be able to access and exit the residential area by vehicle. Due to the number of potential vehicular and pedestrian movements it is considered that this would result in an unacceptable level of conflict between the residents and event users. The shared-use proposal should be removed and pedestrians entering events should have suitable dedicated and segregated from traffic formal provision throughout the site.

The proposals also indicate a new pedestrian entrance to the east side of the Botley Road/Marshall Drive entrance, which will be a minimum 10m wide. This has been designed to accommodate the flow of spectators. This is acceptable in this instance.

Furthermore, the traffic management plan identifies that residential access will be restricted at the end of events to allow pedestrians to dissipate. It states the residential access will be restricted for approximately 30 minutes. This is the same situation that occurs for the existing residents within the vicinity of the site and is considered acceptable. Potential future purchasers, should the site come forward, should be made aware of these restrictions. Emergency access will be maintained at all times, with a designated emergency access route.

The applicant should note that during any road closures for event days, a suitable Temporary Traffic Regulation Order is required, which needs to be approved by the Highway Authority.

Travel Plan:

A revised framework travel plan has been submitted following changes to the masterplan layout and the reduction in the quantum of development. Whilst this is acceptable to the Highway Authority, it should be noted that the calculation for the measures is incorrect, with the cost estimate using "Compact Vehicle" as opposed to an "Electric Vehicle" as stated in the total box. However, this can be amended in the full travel plan should the site come forward. Therefore the Framework Travel Plan should be secured as submitted within the S106 agreement if planning permission is granted.

Recommendations:

In light of the above, the Highway Authority would recommend a holding objection until further information is submitted for review.

Director of Hampshire 2050
Gary Westbrook

Additional information requested:

- Additional drop kerb/tactile paving on Telegraph Road to facilitate connection to the route through Telegraph Woods
- Agreement to providing the shared-use improvement as identified in principle on drawings 70073579-WSP-XX-XX-DR-LP-0100-03 (excluding works to the shared use footway east of the Botley Road crossing) and 70073579-WSP-XX-XX-DR-LP-0100-04.
- Provision of a cost estimate for the sustainable mode mitigation's as identified in principle on drawings 70073579-WSP-XX-XX-DR-LP-0100-01, 70073579-WSP-XX-XX-DR-LP-0100-02 and 70073579-WSP-XX-XX-DR-LP-0100-03 (excluding the crossing of Botley Road and shared use path on the southern site of Botley Road) to be agreed and the agreed value representing an acceptable sustainable mode contribution to be used in the vicinity of the site. This sustainable mode contribution is required to:
 - Improve deficiencies of the existing network to facilitate appropriate opportunities for sustainable transport modes and allowing access for all.
 - Reduce traffic levels and therefore accidents within the vicinity of the site
 - Help mitigate capacity impacts at junctions through modal shift.
- Exception report to RSA for the internal layout
- Additional consideration and information given to the internal layout
- Confirmation of the carriageway width of Botley Road at the new car park access point through the proposed widened refuge island and consideration of bus tacking
- Clarification over the bus use of the new event day car park access
- Removal of the shared surface proposals within the traffic management plan

If the Planning Authority are minded determining this application, then the Highway Authority, based on the information currently submitted, recommends refusal for the following reasons:

Internal Layout:

- In the opinion of the Planning Authority the proposals involve development that cannot be reconciled with the National Planning Policy Framework in that the applicant has failed to demonstrate the internal layout is adequate to

Director of Hampshire 2050
Gary Westbrook

accommodate the development safety. This would result in an unacceptable impact on the safety of users of the development contrary to the NPPF.

Sustainable Transport Opportunities:

- In the opinion of the Planning Authority the proposals involve development that cannot be reconciled with the National Planning Policy Framework in that the applicant has failed to demonstrate that appropriate opportunities to promote sustainable transport modes could be taken up by the users of the development. This would result in an unacceptable impact on the local transport network and environment contrary to the NPPF.

Event Day Car Park Access:

- In the opinion of the planning authority the proposals involve development that cannot be reconciled with the National Planning Policy Framework in that the applicant has failed to demonstrate the proposed Event Day car park access is adequate to accommodate the development safety. This would result in an unacceptable impact on the safety of users of the development and adjoining highway contrary to the NPPF.

Yours sincerely,

Zara Rogers

Director of Hampshire 2050
Gary Westbrook