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Date 7 February 2024

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Dear Dawn

Land between Burnetts and Fir Tree Lane

Construction of an internal distributor road and associated footways, cycleways, lighting, landscaping and SuDS basins, and diversion of Public Rights of Way footpaths FOHHF 701 and 702 as part of the One Horton Heath development (proposal constitutes EIA development)

Thank you for the consultation for the above application for construction of an internal distributor road and associated footways, cycleways, lighting, landscaping and SuDS basins, and diversion of Public Rights of Way footpaths FOHHF 701 and 702 as part of the One Horton Heath development.

An outline Planning Application (O/20/89498) has been submitted for a mixed-use development comprising up to 2,500 residential units alongside retail, leisure, community, employment, day nursery and food establishment uses. The outline application has not been granted planning permission at the time of writing.

A Full Planning Application (F/20/89500) known as Lower Acer has been permitted for the erection of 393 residential units and includes an internal road. This application essentially forms the first parcel of the above outline application and the southern section of the internal distributor road, the remainder of which is the subject of this application.

A Full Planning Application (F/21/91185) has been approved for a north- south link road known as The Avenue, connecting Burnetts Lane to Allington Lane. This internal distributor road application connects to The Avenue in the north close to the Allington

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Lane roundabout and, via the permitted First Residential Parcel, in the south close to Burnetts Lane roundabout.

A transport Statement titled 'One Horton Heath – Internal Distributor Road' Dated December 2023 has been submitted in support of this application, alongside drainage, layout, tracking, landscaping and lighting drawings, a Construction Traffic Management Plan and traffic flow data. A Road Safety Audit and tracking of a bus were received at a later date.

The HA note that there is currently a preliminary design check under review for the internal distributor road. The HA is supportive of adoption of this road and understands that the applicant plans to progress the S38 process through to completion, with the internal distributor road ultimately becoming publicly maintainable adopted highway. Many of the issues raised below could be resolved during the S38 detailed design phase if completion of the S38 process could be guaranteed and secured within this application. However, there is no obligation on the applicant or guarantee that the S38 process will be completed. As such, given it is possible the Highway Authority (HA) would not have another opportunity to review the details of the proposals presented, the concerns below need to be addressed and/or conditioned at this planning stage.

Sustainable Modes

Walking and Cycling

Distances to local amenities have been reviewed under the extant full, and current outline applications. The comments below are ordered from the Quobleigh Breach junction with The Avenue in the north, working southwards.

The internal distributor road has a 2m footway, either adjacent or close to the carriageway, for the length of the northern section of the road between the link to Fir Tree Lane and Quobleigh Breach Junction with The Avenue. However, this section does not have cycle provision. While it's noted that there are alternative cycle routes across the site, these do not always provide the most direct route from all dwellings to amenities, with the internal distributor road appearing a more direct and convenient option from certain locations. Furthermore, given Reserved Matters for the housing layout has not been submitted, it is unknown if all future dwellings would be able to conveniently access alternative cycle facilities via appropriate, lightly trafficked residential streets. Either cycle included should be included along the internal distributor road, or further information should be provided to justify the lack of cycle provision in this location.

The Transport Statement states the following:

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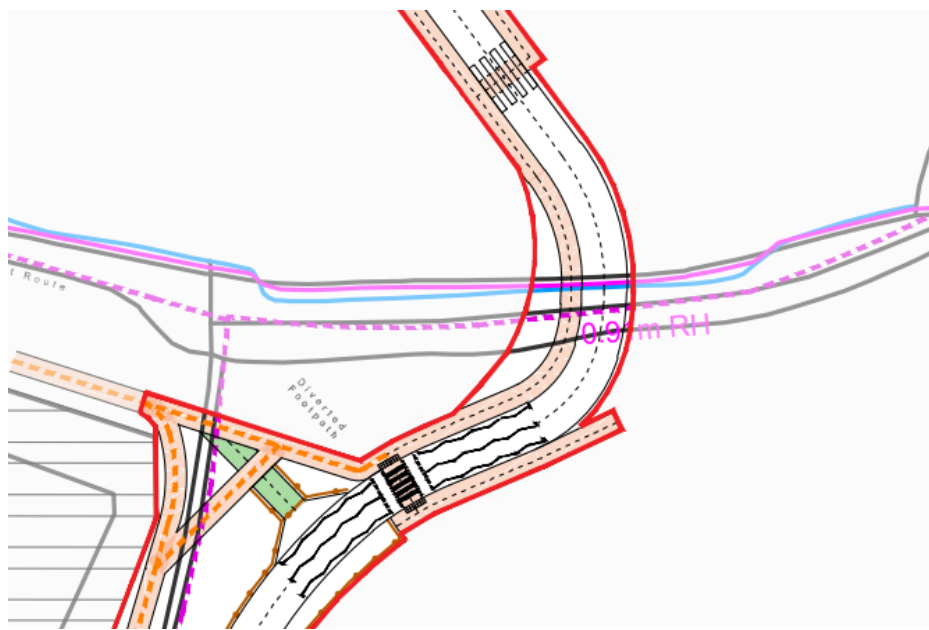
Crossing points will either be served with tactile paved dropped kerbs, or raised crossings to allow at-grade pedestrian movements.

Furthermore, there are no crossing points shown for the length of the northern section between the link to Fir Tree Lane and Quobleigh Breach Junction with The Avenue, including at the bus stops. This makes the site generally impermeable, severed by the internal distributor road and is poor in terms of encouraging sustainable modes. This should be reviewed and amended or justified.

Both Zebra Crossings proposed are linking cycle routes either side. Parallel Crossings allowing cycle use, rather than Zebras that only accommodate pedestrians, should be provided in these locations.

It is noted that Park & Stride facilities are proposed for school trips. This is assumed to be utilising the Sports Pitches car park and/or parking associated with the Local Centre. However, confirmation and clarity should be provided.

Footpath FOHMF 701 linking from Burnets Lane in the vicinity of Meadowsweet Way to the development will form an important link for existing residents to access the proposed local centre. In the extract below, it is assumed that FOHMF 701 will be diverted and tie into the southern shared use foot/ cycleway. If so, future users would have to dogleg a significant distance southwest, cross the internal distributor road, route north and then re-cross the internal distributor road to access the Local Centre. This is unacceptable and the shared use route should be extended around the outside of the bend to link to the proposed shared use provision to the north and south on the eastern side of the road.



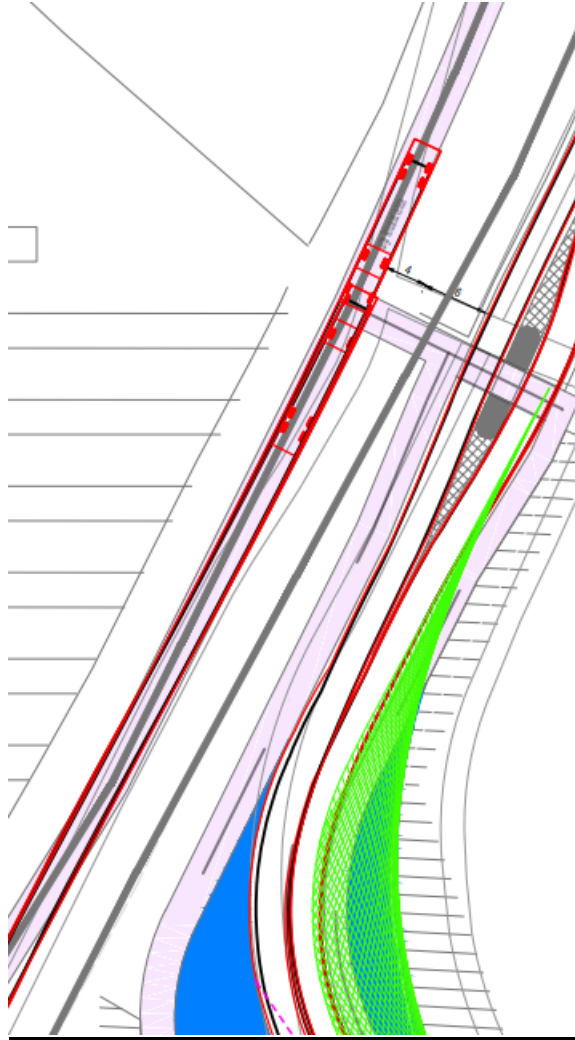
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Gary Westbrook

There is no footway provision on the eastern side of the internal distributor road between the refuge crossing to the Sports Pitches and the northern Zebra (Parallel) crossing to the school. Whilst it is appreciated that there are internal pedestrian and cycle routes and quiet residential streets that facilitate north-south movements in the east of the site, these will not always provide the most direct or shortest route. There is also no link to the east of the primary school connecting to the local centre. As such, some residents would have to take a longer, more convoluted and less inviting route, including crossing the internal distributor road twice, to access amenities. Given this, a footway as a minimum, and preferably a shared use route to allow cycling, should be provided on the eastern site of the internal distributor road in the location described above.

A refuge (rather than parallel) crossing south of the sports pitches is proposed. This may be acceptable, but should be justified based on AADT traffic flow data and forecast pedestrian and cycle flows.

Clarity should be provided regarding why tracking of a refuse vehicle is shown on a proposed shared use foot and cycleway (extract below). This is assumed to be an error, however there would clearly be concern if vehicular use of this path is proposed.

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There appears to be a missing section of shared use foot and cycleway on drawing 30454A / 3875 Rev B between the junction linking north to Fir Tree Lane and the pedestrian and cycle route south, just to the west of the junction. This should be amended. It is also unclear what form of crossing is being proposed here.

In terms of general comments across the whole route, the following should be considered and addressed:

- Throughout the route it is not clear what is proposed at crossing points other than the two Zebra crossings (noting comments below that these should be Parallel crossings) and the refuge crossing. A series of oblong boxes across the road are shown at some locations, and purple/ orange highlighting at others. Clarity should be provided regarding where simple dropped kerb (no refuge) crossings are proposed and where raised tables are proposed. Justification

Director of Hampshire 2050
Gary Westbrook

should be provided for these proposed crossing forms, accounting for forecast AADT and pedestrian movements, to justify there being no requirement for a Parallel or Refuge crossing. With reference to raised tables, it should be noted that on bus routes, the maximum recommended on/off ramp gradient is 1 in 20.

- Visibility splays from all controlled and uncontrolled pedestrian and cycle crossings should be provided for review.
- Amendments to Public Rights of Way appear acceptable in principle (including conditioning PROW diversions) and in accordance with the principles agreed under permission F/21/91185. However, comments and confirmation from HCC's Countryside Service team should be sort given they manage PROW in Hampshire.

Public Transport

Please note that comments relating to bus tracking are included within the Road Alignment section below.

The FRP planning permission secured a bus service to be delivered by the applicant serving both Eastleigh and Hedge End rail stations and town centres, to operate with a minimum of 30 minute intervals between the hours of 0630 and 1900 Monday to Saturday (and every 60 minutes on Sundays between the hours of 1000 and 1600). The service must be available within a maximum walking distance of 400 metres of any dwelling and/or commercial building (unless otherwise agreed in writing with the County Council). Similar obligations will be included in the outline permission, if granted. Given the above, a bus will have to route via the internal distributor road to meet the 400m walking distance criteria. As such, the inclusion of bus stops with shelters on this route is welcome.

Four bus stops (that is, two pairs of stops) are proposed within this internal distributor road application. It is understood Go South Coast as a local bus operator have been consulted on the proposals and will submit a response in due course. The number and layout of bus stops should be agreed with local bus companies and other consultees, including the body who will ultimately adopt and maintain the shelters. The final agreed layout should be provided for review and agreement by the HA.

A bus should be tracked for the junction and carriageway north towards Knowle Lane, given, as previously agreed with the HA, this link should be able to accommodate bus use. Also, initial correspondence from Go South Coast has noted that this link is important as it is the only way bus services diverted into the site can continue to serve existing Horton Heath residents.

As noted above, it appears no conveniently located crossing points are proposed for either of the pairs of stops; these should be included.

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Gary Westbrook

As demonstrated on drawing 13888-CRH-XX-XX-DR-D-6200 Rev P, not all future dwellings would be within 400m of the proposed bus stops as secured above; this should be addressed. It is noted that no bus stops are proposed in the local centre (unless these are proposed away from the internal distributor road, and therefore outside the area of this application), which is unusual given the facilities, and cycle parking, which would help multi-modal trips, proposed in this location. The rationale for this decision should be presented, noting that local centre stops would also bring more dwellings within the 400m walking distance catchment.

While outside of the application boundary, the east-west link south of, and running parallel to, Fir Tree Lane should be shared use, not pedestrian only, from the point it diverges from the carriageway and routes behind the existing hedge/ tree line. This is relevant as the crossing on the link between the internal distributor road and Fir Tree Lane should be able to accommodate cycles.

Design Principles

A design speed of 30mph is proposed throughout the internal distributor road (including past the local centre and school), which is acceptable in principle. The applicant had previously raised the possibility of a 20mph design speed in the vicinity of the local centre and school. This is not what has been proposed; if a 20mph design were to be progressed, it should be submitted and agreed as part of this full application to ensure the design principles are acceptable. Retrofitting a 20mph speed limit at a later date would be challenging and potentially unachievable.

Visibility splays of 2.4m x-distance by 43m y-distance have been presented, as has forward visibility appropriate for a 30mph design speed. These are acceptable, but the applicant should note a legally enforceable speed limit of 30mph will require a Traffic Regulation Order that will need to be submitted and made (approved), which will require support from the HA and the police. The HA do not anticipate issues with achieving this, subject to the comments set out in this response being addressed.

It should be noted that, assuming the S38 process is progressed, all visibility splays should be adopted, without the need for easements or restrictive covenants. However, unless progression of the S38 Agreement is secured, a condition should be included within any future planning permission ensuring visibility splays remain clear in perpetuity.

A Departure from Standards (DfS) is required for stagger distances of less than 50m, which appears to be the case at a number of locations. This is only relevant if the S38 Agreement is progressed and will be dealt with at a later stage; it is anticipated any DfS relating to stagger distances would be approved given the likelihood of large vehicle

Director of Hampshire 2050
Gary Westbrook

movements between these side roads is low. At this stage, the updated RSA (see comments below) should review this layout and confirm there are no safety concerns.

Carriageway widths

The carriageway widths proposed are 6.5m for the internal distributor road and between 4.8m and 5.5m for the side roads, dependant on the future land use or quantum of dwellings they will ultimately serve. The proposals appear reasonable and compliant with design guidance, although until Reserve Matters applications are submitted for the parcels served, it is difficult to say with certainty and some minor amendments may be required at a later stage. It is noted no width is shown for the link north to Fir Tree Lane; this should be provided and, as stated above, should be able to accommodate buses.

Road Alignment

All swept path drawings should use the following standard vehicles:

- Single Decker Bus: 12.00m * 2.55m
- Super Large Refuse Vehicle: 11.20m * 2.53m

The vehicles used should be updated to the above and the alignment should be revised to accommodate the swept path of both a bus and refuse vehicle. The bus and refuse vehicle should not overhang the carriageway centreline when travelling along the internal distributor road.

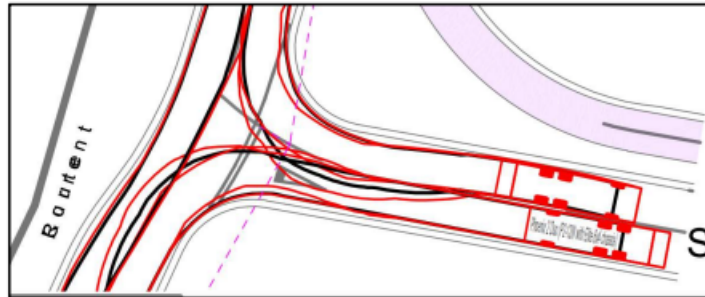
It may be acceptable for the refuse vehicle to cross into the opposing carriageway when accessing and egressing sideroads, depending upon the circumstances. No vehicle should overhang pedestrian and cycle facilities for any movement; in the above instances the carriageway should be widened accordingly. The HA understand from correspondence between the applicant and a potential future bus operator, Go South Coast, that the operator shares similar concerns. Updated drawings should be provided for review.

Specific concerns include:

- Drawing 5018551-RDG-XX-ST-DR-C-2213 shows overhang of a bus into the opposite lane at the bend north of the school. Likewise, drawing 5018551-RDG-XX-ST-DR-C-2202 Rev P01 shows a similar overhang issue for a refuse vehicle.
- The zebra crossings on drawing 5018551-RDG-XX-ST-DR-C-2202 Rev P01 are overly constrained for two large vehicles passing. These should be re-assessed and realigned or widened.
- As demonstrated in the extract below, there is overhang of a refuse vehicle into the opposing carriageway when entering the school access road. Given this movement will be infrequent this may be acceptable; however, confirmation of

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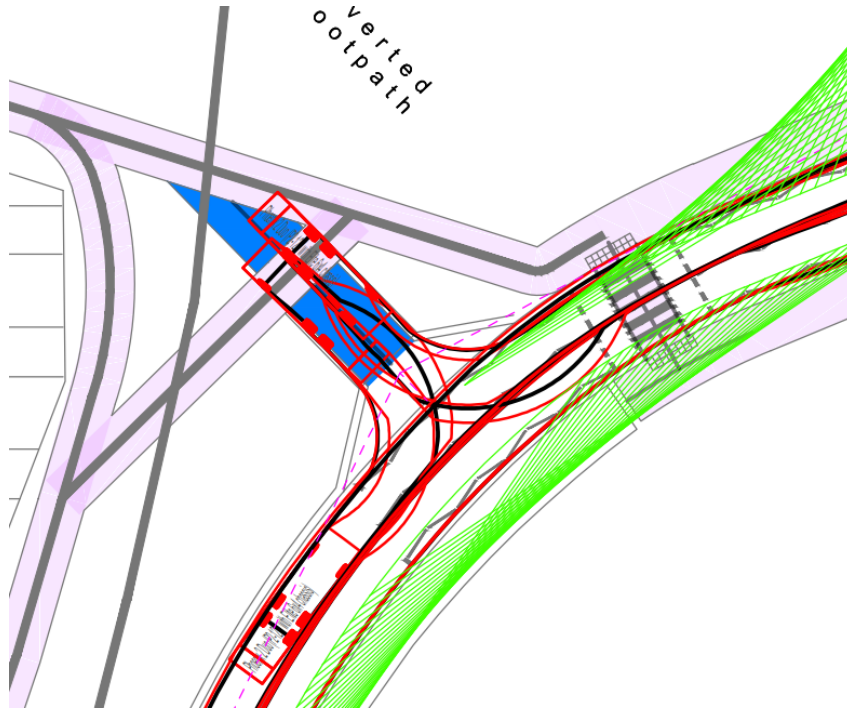
forecast total vehicular movements using this access, and forecast movements of larger vehicles, should be provided for the HA to form a view on the acceptability of the proposed geometry or advise if realignment is required.



All bus stops have buses stopping on carriageway rather than in laybys. This is acceptable in principle; however, the southern stops are in close proximity to sideroad accesses and may block visibility or raise other safety concerns due to vehicles overtaking a stationary bus. Relocation could be considered and, as a minimum, this should be specifically reviewed and commented upon within the updated RSA.

The alignment shown in the extract from drawing 5018551-RDG-XX-ST-DR-C-2202 Rev P01 below is not acceptable. The sideroad access crosses two shared use paths in an uncoordinated and likely unsafe manor. It is also close to the crossing point, which raises further safety concerns. It is unclear what is proposed here as this vehicle access is shown on some drawings, but not others. The proposed layout should match across drawings in any future updated submission.

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Gary Westbrook



Continuous Crossing Design

The principle of continuous crossings of sideroads, giving pedestrians and cycles priority, is welcomed. Further details of the design of these, including RSA comments, should be submitted for review. The HA is aware that the design of side road crossings is currently under review as part of the S38 design check for The Avenue. When that design has been agreed, the applicant should consider its use for the internal distributor road.

Trees and landscaping

Drawings L40 to L44 show trees planted along the road to create an avenue. The arboriculture team has not been consulted for this application. Should the S38 Agreement be progressed as planned and the road, including verges/ landscaping be offered for adoption, their comments will need to be sought and addressed at detailed design.

There are a number of locations where proposed tree planting appears to block visibility splays; the landscaping proposals should be reviewed for these locations at this stage. A condition should be included keeping visibility splays clear above 0.6m and below 2m.

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Gary Westbrook

Should the proposals progress through the S38 process, the following will need to be considered at detailed design:

- Canopy height and tree species to be agreed.
- Resolution of any maintenance concerns, including consideration of how tree maintenance will be carried out with regard to the planting location of trees to provide safe access with minimum disruption or need for traffic management.

Statutory Undertakers

The applicant has confirmed that all utilities will be located within shared pedestrian and cycle paths on western side of the road. While this is acceptable in principle, should the S38 progress as planned, it should be noted that consideration of maintenance will be required as part of detailed design. That is, consideration will be required of the alternative pedestrian and cycle routes should a shared use path require closure for utility works.

Drainage and Streetlight Design

Indicative drainage and street lighting designs have been provided and no substantial issues are noted. However, the revised RSA should consider these designs at this stage. Should the S38 process progress as planned, a more detailed review will be carried out on the details of the designs with reference to adoption standards; amendments to the proposals may be required at this stage.

Other permissions

Regarding structures and the related Approval in Principle process, no details of any structures have been submitted. It is therefore assumed none are proposed, however the applicant should confirm this.

Traffic Regulation Orders will be required for the 30mph speed limit and any parking restrictions proposed (none are mentioned in the submission). These would be progressed as part of the S38 process.

It should also be noted that a number of Ordinary Watercourse Consents will be required, regardless of progression of the S38 process. Achieving these is a separate and standalone process the applicant will have to progress.

Any Departures from Standard will need to be agreed at detailed design should the S38 process progress. However, these should be highlighted at this planning stage, with the Safety Auditor asked to specifically comment the acceptability of these.

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Gary Westbrook

Junction Details

Quobleigh Breach Design

There appears to be two different proposals/ layouts for this junction; that proposed within the Transport Statement (drawing 13888-CRH-XX-XX-DR-D-6178 Rev P1) and drawing 30454A/3810, submitted as a standalone drawing, also under this application. Clarity should be provided and swept path, alignment and radius confirmed for the preferred design.

Quobleigh Breach Capacity

Traffic flows have been increased by a factor of 1.5 on the left turn into the minor arm and the right turn out to account for through traffic. This appears reasonable, however existing (prior to closure) peak hour traffic flows should be provided if available (noting AADT flows have been provided, but not peak hour), or other evidence, if necessary, to substantiate the 1.5 increase representing through traffic. Also of note is that Fir Tree Lane is a narrow country road, and the proposed new route will be of a higher standard, which could induce greater traffic movements. However, the proposed new route from the existing Horton Heath residential area to Allington Lane involves giving way at 3 junctions rather than one and is longer, less direct and likely slower than the previous use of Fir Tree Lane. As such, it is not considered any additional vehicular traffic will be induced.

The capacity modelling of Quobleigh Breach junction appears to be based on the older junction layout, noting (as above) two differing layouts have been included within the submission. Modelling should be resubmitted if necessary, with the junction geometry modelled matching the proposed layout.

The modelling outputs show the Quobleigh Breach junction is forecast to operate within capacity in both future years, including 2036. As such, and subject to justification of the factor applied relating to potential through traffic and confirmation of the junction geometry modelled, the junction form appears acceptable in terms of operational vehicular capacity. The points raised above need to be addressed however, before this can be confirmed.

School Access Design

The following design points should be addressed at this stage:

- Clarification should be provided regarding the parking provision proposed for the school, including if shared parking arrangements for school drop off/ pick up are proposed with the sports pitches and/or Local Centre.

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Gary Westbrook

- A zebra (Parallel) crossing is shown at the school access junction, but it is not known if this is the most appropriate junction form given no PV2 calculation has been submitted; justification should be provided.
- The distance of 20m between the access and crossing appears acceptable, subject to updated RSA comments.

School Access Capacity

There are some concerns with the forecast traffic data at this junction. Firstly, it would be reasonable to assume a level of background traffic growth for development traffic. Secondly, 4.2.4 of the Transport Statement states the internal distributor road is not a through route, which is incorrect as it links north to The Avenue (and onwards towards Southampton and Fair Oak via Allington Lane) and south to The Avenue and onwards towards Hedge End; this is assumed to be a typo as an allowance has been made for through traffic. The assumptions around vehicular school trips are robust and, given the junction is forecast to operate comfortably within capacity, the junction design appears acceptable in terms of operational vehicular capacity.

Route to Fir Tree Lane Capacity

The capacity of the junction of the internal distributor road and the link north to the existing Fir Tree Lane has not been assessed. This is a through route as discussed above, as well as an access/ egress for future residents and the nearest access to local centre amenities, the sports pitches and the school. As such, forecast traffic flows at this junction should be presented and the capacity of this junction should be modelled.

Road Safety Audit

A Stage 1 Road Safety Audit (RSA1) dated 10th October 2023 has been submitted. The Safety Audit was carried out on apparently older and limited design material, in some cases with a differing layout to that submitted. Any RSA should be carried out on the submitted proposals. The latest plans, amended where necessary to address the comments within this and other's responses, should be submitted to the Safety Auditor and an updated Stage 1 RSA provided. A Designer's Response to this updated RSA should also be submitted.

Construction Traffic Management Plan (CTMP)

The submitted CTMP is stated as 'outline', which will form the basis of a subsequent 'detailed' CTMP, developed post granting of planning permission. As such a planning

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Gary Westbrook

condition should be included securing a full and final detailed CTMP prior to commencement. The comments below should be considered when compiling this.

- The internal distributor road is described as a Reserved Matters application; this is incorrect, it is a full application.
- The construction compound accesses proposed off The Avenue appear acceptable, although visibility for the Southern Compound Option A to the north may be problematic and routing through the First Residential Parcel once occupied should be avoided wherever possible.
- The agreed CTMP for the permitted First Residential Parcel restricts access to the south only (via M27- Charles Watts Way - Tollbar Way - Chalcroft Way - site), unless material is arriving by train to Eastleigh, in which case the Allington Lane access can be used. The CTMP associated with construction of the internal distributor road should similarly restrict use of the Allington Lane roundabout (paragraph 2.5 of the CTMP relates to this and appears to have missing text).
- HCC's Countryside Service should be consulted on any temporary closures/diversions to Public Rights of Way as a result of construction. However, suitable and convenient pedestrian and cycle routes from the First Residential Parcel to nearby amenities should be available and safe at all times.
- The committed and proposed measures in Table 4.1 are noted; further detail should be provided in the detailed CTMP.
- A commitment to a highway condition survey prior to commencement should be included.
- Wheel wash facilities are mentioned; locations should be noted on future plans. Use of a road sweeper, if necessary, should also be included.
- If a local holding point is required, this should be specified and should not be on highway land or impact highway operation.
- Adequate contractor parking should be demonstrated, or suitable alternative arrangements agreed.
- Delivery vehicles, including HGVs, must be able to access and egress all compounds in a forward gear. Tracking should be provided to demonstrate this, alongside material storage locations, car parking, wheel washing, etc.

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Recommendation

There are a number of areas where further information is required as set out in this response before the Highway Authority can provide a recommendation. Until the additional information is provided, the Highway Authority will not be in a position to agree the proposals.

I look forward to receiving further information in due course at which point I will be able to provide an update on the position. In the meantime, if you are minded to determine the application, please contact the Highway Authority for highway reasons for refusal.

I trust the above is clear. Please do not hesitate to contact Nick Gammer should you wish to discuss anything further.

Yours sincerely,

Gemma McCart
Transport Team Leader

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