

DRAFT

**WEST SUSSEX COUNTY COUNCIL
STRATEGIC PLANNING CONSULTATION**

DATE: 7th June 2013

FROM: Tim Townsend **TO:** Arun District Council
FAO: Cian Cronin

SUBJECT: LU/116/13 - Demolition of existing commercial properties and erection of 66 residential dwellings, incorporating 20 affordable dwellings, parking provision, access and landscaping - This application is a Departure from the Development Plan.

LOCATION: Hollyacre, Toddington Lane, Littlehampton, West Sussex, BN17 7PP

CONSULTATION DATE: 24th May 2013

RECOMMENDATION:

Advice	☒	Modification	☐	More Information	☒
Objection	☐	No Objection	☐	Refusal	☐

S106 contribution: £TBA

This is the first WSCC highways and transport response to the planning application.

Summary position of Highway Authority.

Further information is required to enable the Highway Authority to fully consider the planning application. The detail of which is found in the main body of this report and summarised at the end.

✓ As part of the Toddington Nurseries planning application, the S106 Agreement for that development states that no more than 100 dwellings should be occupied until the Lyminster Road/Mill Lane and Toddington Lane improvements have been completed. Given that this development proposes new dwellings in the Toddington Lane area, additional to those already approved on the Toddington Nurseries site, the Highway Authority recommends that this development should be considered within the overall Toddington Nurseries housing numbers assessment. It should not be constructed until an appropriate level of supporting highways infrastructure has been provided. As submitted, the Highway Authority does not consider that the development demonstrates access on foot or by bicycle in the short term. With suitable infrastructure as proposed as part of the Toddington Nurseries application, it would in the medium to long-term. The Toddington Nurseries Section 106 Agreement provides full details of the highway infrastructure, its timings and requirements for delivery, proposed for that development.

✓ In addition to the highway infrastructure, the Toddington S106 Agreement includes infrastructure contributions towards other local requirements (e.g. Strategic Highways Contribution; bus services etc.) and other WSCC services. As part of this application, further contributions towards highways and non-highways infrastructure should be secured.

Highways access.

Access is taken from Toddington Lane and comprises 3 No. vehicular access points and several pedestrian accesses. Two of the vehicular access points serve the houses with a further access serving a pumping station. This latter access is found on the western side of the site. The pedestrian access points are either in the form of bespoke footpath connections in and out of the site or individual accesses to private dwellings directly fronting Toddington Lane. Further

comments about pedestrian access will follow elsewhere in this report (see sub-heading 'Sustainable Transport Access').

The vehicular accesses are provided with visibility splays in accordance with appropriate design guidance – in this case Manual for Streets. Each access has 2.4m 'x' (centreline) distance with 60m splays ('y' distances) in both directions. ECE Architecture drawing No. 5691 01 Rev. 'K' shows the visibility In the Transport Statement provided alongside the application, the visibility splays are shown at the main site accesses but not at the one serving the pumping house. This should be shown on an amended plan.

As part of previously consented development north of the site (Toddingtong Nurseries), a highways access linking to the as-yet-to-be constructed Lyminster By-Pass/Fitzallan Link Road is proposed. However, this is not shown on the application drawings submitted as part of this planning application. This was raised at the pre-application stage and a copy of the Toddingtong Nurseries Masterplan made available to the applicant's highway consultant. The applicant must show this on an amended drawing in order that it can be considered alongside the access points proposed for this development. Also, he should demonstrate how it will operate with the proposed development site access and levels of traffic associated with the development and that generated by Toddingtong Nurseries. The applicant should also show how the movement of pedestrians across Toddingtong Lane has been considered as part of this application, in relation to both the aforementioned new road junction and the access proposals for development north of Toddingtong Lane. These amendments should be referred back to the Road Safety Audit Team for comment.

Highway Safety.

A Stage 1 Road Safety Audit (RSA) has been provided. The reference is RDW/LS/13/0643/RSA1 dated 26th February 2013 produced by The Safety Forum. This considered a number of road safety-related elements of the access proposals. A Designer's Response also accompanies the application (dated 8th April 2013). The Designer has accepted all the points raised in the RSA*. These will be checked at the detail design stage.

(*The visibility splays for the pumping house access are still required to be shown on an amended plan. Furthermore, the Audit Team may also make further recommendations and/or comments following sight of a revised plan showing the Toddingtong development access opposite. This will need to be submitted to the Highway Authority for review).

Traffic impact.

A Transport Statement (TS) accompanies the application (Ref. WILM/12/1625/PJC TPS01 – April 2013). This considered highways access; transport sustainability; car parking; road safety and the traffic impact of the scheme. Comments in response to the first three points are covered elsewhere in this report.

Section 4 of the TS specifically refers to the traffic impact of the proposal. RGP Transport Planners and Infrastructure Design Consultants (on behalf of the applicant) have produced specific information about peak hour and daily traffic impact of the proposal. Also, they have provided information about the existing uses on the site, making comparisons between the two. The Trip Rate Information Computer System (TRICS) database has been used to inform the findings.

Full details are found in the TS. However, a summary of the information is found below:

Existing uses (titled 'Combined Permitted Uses') – These suggest the following:

A.M. peak hour (08:00-09:00)
Arrivals – 9
Departures – 7
Total – 16

P.M peak hour (17:00-18:00)
Arrivals – 3
Departures – 5
Total – 8

Daily traffic
Arrivals – 77
Departures – 76
Total – 153

Proposed use (66 units):

A.M. peak hour (08:00-09:00)
Arrivals – 9
Departures – 21
Total – 30

P.M peak hour (17:00-18:00)
Arrivals – 25
Departures – 13
Total – 38

Daily traffic
Arrivals – 166
Departures – 169
Total – 335

Using the figures above, the development will generate additional traffic when compared to the previous uses on the site. For the A.M. peak the increase would be 14 extra movements. For the P.M. peak, a further 30 vehicle movements are envisaged. The daily addition would be 182 vehicles. The TS states that based on the future development and roads scenario proposed as part of the Toddington Nurseries application north of the site, the additional traffic impact brought about by the proposed Hollyacres development at both the Lyminster By-pass/Fitzalan Link Road junction and the Mill Lane/Lyminster Road junction would result in approximately 1 extra vehicle every two minutes through these junctions.

✖ It is not clear whether the transport modelling has considered the scenario with the railway crossing kept open. This should also be included in any assessment.

Sustainable transport access.

✖ **Pedestrians** – A footway is proposed to be constructed across the entire site frontage. However, the current plans do not show this connecting to other walking infrastructure other than that proposed leading into or within the site. The applicant should demonstrate how this connects to/interacts with pedestrian access proposed alongside the Toddington Nurseries application. The applicant must demonstrate how safe connections for pedestrians will be made to access both the local and wider network of pedestrian routes. Visibility splays are required at either end of the proposed footway along the site frontage, commensurate with stopping sight distance (SSD) determined from the supplied speed survey information. Please show on an amended drawing.

✓ **Cycling** – As for the pedestrian provision, the applicant should demonstrate how the needs of cyclists have been considered alongside the proposed highway works for the Toddington Nurseries site.

✓ **Bus access** – The closest routes are available along the A259 Littlehampton Road (some 800-900m south of the site) and along the Lyminster Road, also approximately some 800-900m from (west) of the site. However, walking and cycling routes to those are not available close to the site,

only starting some 150m south of the nearby Toddington Lane railway crossing and approximately 500-600m west of the site. Proposals to introduce a bus services are included as part of the Toddington Nurseries development at an appropriate trigger point (see S106 Agreement). However, it is not known when the site will be developed. As such, the site does not currently demonstrate suitable access to bus services.

As documented elsewhere in this report, proposals to improve sustainable access are included as part of the Lyminster By-pass/Fitzallan Link Road proposals. The Highway Authority considers that some of these improvements should be in place before this development is constructed and brought into use.

Internal layout of development.

This is shown on ECE Architecture drawing No. 5691 01 Rev. 'K'. The development access road is shown forming a 'loop' within the site with two main spur roads linking to the east and west of the site. Parking courts are also shown at various locations. Pedestrian links are shown at several places. The entire layout (other than where the access points in initially join Toddington Lane) is designed as a shared surface.

Access roads – Shared surface design is shown which provides (as the name suggests) a shared environment for all highway users. Manual for Streets (MfS) suggests that shared surface environments are likely to work well:

- In short lengths, or where they form cul-de-sacs
- Where the volume of motor traffic is below 100 vehicles per hour (vph) (peak periods); and
- Where parking is controlled or it takes place in designated areas

MfS also goes on to say that when designing shared surface schemes that careful attention to detail is required to avoid other problems, such as:

- Undifferentiated surfaces leading to poor parking behaviour
- Vulnerable road users feeling threatened by having no space protected from vehicles; and
- The positioning and quantity of planting, street furniture and other features creating visual clutter.

The other key consideration is that of those who are partially sighted and other disabled groups. Paragraph 7.2.12 recommends early consultation with the community and users, particularly with disabled groups and access officers to ensure their needs are met. Whilst some consultation with the general community appears to have been carried out, it is not known whether this extended to local disabled groups. As such, the applicant should respond to this point.

As proposed, it is not clear how the needs of disabled groups have been included. The applicant should demonstrate how it does meet specific requirements.

MfS illustrates that often longer sections of roads leading into estates would have footways provided either side – thereby being of a traditional segregated nature. The shared surfaces would then lead off this serving a small number of dwellings. The development does not provide for this although does have several segregated walking routes elsewhere in and out of the site.

Access road widths – These vary between 3.5m (within shared surface) up to 5.0m (for the initial section of the eastern access road leading into the development). MfS recommends that for emergency access, the minimum width of the access road (other than for very short distances) should be 3.75m. Where any longer sections are shown less than this, the Fire and Rescue Dept. Should be consulted.

The Fire and Rescue Service advise that where on-street parking may occur, this is best dealt with in design with a 3.7m narrowing (for short distances only) which should have the effect of

removing parking from these areas as it will obstruct access if parking occurs. If parking is required, a wider area to allow parking with passing should be considered. The difficult widths are 4.0 to 4.5m where residents are encouraged to try to park half on the pavement or landscaped area, which is not acceptable. Looking at the layout, there are several areas where road widths should be amended to provide the 3.7m width. These are:

- Between plots 13 and 14
- Between plots 31 and 40
- Between plots 44 and 46
- Between plots 60 and 64
- Between plots 29, 48 and 49
- Access 'road' to car park running between plots 57 and 58

Also, the access leading to the parking court between plots 28 and 29 should be widened to at least 3.5m. The road width between parking spaces for plots 27-30 and 47-50 should be widened to 6m.

Internal footway/footpath provision – Several paths are shown running into or through the development. Two or these emerge either side of the 'green' area central to the site, with a further two entering the site on and close to the eastern boundary off Toddington Lane. Numerous paths are shown to and from a number of the individual houses.

It is recommended that all paths should be a minimum of 1.2m wide to be DDA compliant. However, it is recommended that the main paths referred to above should be a minimum of 1.5m wide as they provide the main off-road routes into the site. The Local Planning Authority should be satisfied that DDA compliance is met. All path widths should be shown on an amended plan. Suitable visibility splays should be provided where paths emerge to parking courts. Also, the paths should be clearly defined where they emerge to these areas in order that they are obvious to each user. Also see comments made above about the need to consider the needs of disabled users within the development.

Where the paths emerge either side of the green area to the southern part of the access road, suitable pedestrian visibility splays should be provided in conjunction with stopping sight distances (SSD) commensurate with the speed of traffic using the access road. The railings around the green should be tapered along the back edge of these visibility splays and on either end of the path fronting plots 32-34. 2.0m x 2.0m is recommended for the tapers. Where paths emerge to roadways and parking courts, pedestrian protection may be required (e.g. guardrail, bollards etc.)

Visibility splays are also required either end of the proposed footway running along the Toddington Lane frontage, commensurate to the stopping sight distance (SSD) informed by the recorded 85% tile wet weather speed of traffic on Toddington Lane.

Gradients of paths should also be quoted, including measures to warn/alert users of their presence, particularly where they emerge to Toddington Lane.

Internal visibility splays – To be shown for junctions in accordance with advice in MfS.

Landscaped areas adjacent to access roads; parking courts and junctions.

Confirmation is required from applicant that all landscaped areas, when mature, will not exceed 0.6m in height and will be maintained as such in perpetuity.

Home-Zone.

If a formal Home-Zone is intended for this development, formal accreditation is required including specific signing and community involvement and acceptance. The legal procedure for creation of Home Zones in England is set out in the 'Quiet Lanes and Home Zones (England) Regulations 2006'. Guidance is also found in the Department for Transport Circular 02/2006. The developer

is asked to confirm if a formal Home Zone is proposed or whether the development is proposed to be 'Home Zone style'.

Parking.

Car parking – This has been assessed using the County Council's Parking Calculator tool. Parking is proposed in parking courts, within separate driveways and for some dwellings, garages. Internal dimensions of garages are not quoted. The applicant should confirm that these would be 3m x 6m. For the most part, the location of the parking appears to relate well to the dwellings it serves. However, there are some exceptions. These should be re-visited by the applicant and further clarification provided. They are as follows:

1. 41
2. 51
3. 57, 58 and 59 (some errors may have crept in to the plans re. allocation)
4. 64

Also, further visitor parking should be provided in the vicinity of the following plots:

1. 26-30 and 46-50
2. 57-61

Also, the ends of parking courts adjacent to spaces 'V' and 6; 53 and 55 should be extended by 0.5m to provide improved turning space for users.

Cycle parking – Whilst the storage sheds are acceptable in design terms, they should also be provided for plots 41-44.

S159 Licence.

An area of land across the entire site frontage is subject to a S159 Agreement. This is shown on ECE Architecture drawing No. 5691 01 Rev. 'K'. This requires that no buildings are built within the area defined. Scrutiny of the drawings shows that none of the houses proposed appear to encroach on this line. However, the gates shown for the pumping house are just shown on the S159 boundary line. Also, they are shown opening outwards across the proposed footway. The location of the gates should be moved back into the site and the gates shown opening inwards, whilst retaining a suitable length of driveway for the size and type of vehicle proposed to use it. Please shown on an amended plan. During and after construction of the development, the applicant should ensure that no buildings encroach.

Adoption.

The applicant proposes to keep the development roads private, other than where they initially meet Toddington Lane. Whilst this is generally acceptable to the Highway Authority, we would only look to adopt up to the existing extent of highway boundary or to the back edge of the proposed footway - the section running parallel to Toddington Lane. Please also read below – "Management plan and non-adoption clauses".

Service margins.

None are shown. The applicant should ensure early discussion with the statutory authorities to ensure that any provision made is acceptable to them.

Management plan, non-adoption clauses etc.

Suitable clauses should be inserted in the S106 Agreement accompanying the application to secure a suitable Management Plan and non-adoption provision.

Drainage.

Drainage assessment to be carried out by Arun DC officers.

Traffic Regulation Order (TRO).

Provision should be included within the S106 Agreement for the possible provision of waiting restrictions along the site frontage. This would only be required if parking regularly occurred on Toddington Lane to the front of the development, possibly obstructing visibility at one or more of the proposed access road junctions serving the development. A financial sum of £6000 should be secured to promote this.

S106 – Given the sites proximity and part-dependency to the strategic development site at Toddington Nurseries and as well as actual road and footway highway infrastructure, a financial contribution towards other highways infrastructure (e.g. bus service; bus stops etc.) should be secured from this development. It would be appropriate for such a contribution to be proportionate to the size, type and scale of this development. Contributions towards other WSCC Infrastructure Services are found at the foot of this report. **XXXX COMPLETE THIS WHEN FIGURES ARE KNOWN XXXX.**

Travel Plan.

The Framework Travel Plan (FTP) largely accords with Highway Authority requirements. However, the applicant should address the following points before the County Council is able to approve the FTP:

1. Given that the neighbouring permitted residential development will deliver local transport improvements, any information communicated to residents of this site (south of Toddington Lane) should include information about these forthcoming improvements. Residents should also be kept informed when individual improvements come on line (e.g. new bus services commence). This will require close working between the Travel Plan Coordinators at each site and the FTP does include a commitment to working with the neighbouring site (5.1.4).

2. The FTP should include details of grocery home delivery services that will deliver to the site. These should be updated in the final Full Travel Plan.

a. We would expect to see some sort of travel voucher offering to the initial occupants of the residential units. Vouchers should be worth at least £150 per dwelling and could be exchanged for at least one of the following:

b. a season ticket for the local bus service

c. a rail season ticket or network card

d. a contribution towards the purchase of a new bicycle and/or equipment

e. up to three WSCC 3-in-1 cards (concessionary fare scheme for 5-19 year olds. Further details are available at www.yourspacewestsussex.co.uk)

f. Bikeability training up to 4 members of the household (further details and course costs are available at www.westsussex.gov.uk/cycling)

g. 12 months free membership to any local Car Club (including joining fee)

3. We would also expect to see information about bike shops offering discounts communicated to residents as part of the Travel Plan. In order to facilitate this, the County Council has negotiated various discounts on behalf of developers and further details can be found on our web site:

http://www.westsussex.gov.uk/leisure/getting_around_west_sussex/travelwise/cycle_to_work_scheme.aspx#discounts

Public Rights of Way (PROW).

Comments awaited and will be forwarded when available.

Fire and Rescue requirements.

Please see comments about road widths under sub-heading "Access road widths". In addition to this, 2 No. hydrants should be installed and secured within a S106 Agreement.

Conclusion.

More information is required to enable the Highway Authority to consider the planning application. When available, please re-consult, at which stage the Highway Authority will respond further.

Summary of additional information required:

- Plan showing access road for Toddington Nurseries and how this site interacts with that (geometrically and in terms of traffic numbers/impact etc.) as approved.
- Consideration of pedestrian and cycle access to/from the development and across Toddington Lane.
- Further Audit Team comments following sight of revised access drawings showing Toddington lane proposals opposite.
- Internal road widths amendments (see sub-heading "Access road widths").
- Clarification about Home-Zone accreditation or whether applicant intends to implement a 'Home-Zone style' layout.
- Clarification about railway crossing in transport modelling.
- Internal visibility splays (access points – vehicular and pedestrian).
- Visibility splays for pumping station access.
- Visibility splays for pedestrian accesses (where they emerge to Toddington Lane and internally within the site).
- Tactile paving to be shown at junction crossing points.
- Consideration of the needs of disabled people within the layout.
- Internal path widths to be shown amended.
- Internal paths to be better defined where they emerge to internal parking areas and to roads within the site.
- Alterations around central 'green area' (railings, visibility splays etc.)
- Parking – additional visitor parking close to plots 26-30, 46-50 and 57-61; internal dimensions of garages; further consideration of relationship with dwellings for plots 41, 51, 57-59 and 64 and extra manoeuvring space alongside parking courts/spaces etc.
- Further cycle sheds for plots 41-43.
- Further detail of location of gates and length of parking area adjacent to pumping house area.
- Travel Plan amendments.

Tim Townsend
Strategic Planning

S106 calculations (non-highway) follow:-