# STATUS REPORT FROM THE SAVE OUR ISLAND GROUP

AUGUST 2018

## FOR THE HAYLING ISLAND INFRASTRUCTURE ADVISORY COMMITTEE


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CONTENT




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## INTRODUCTION

This document is designed to provide interested parties with the Save Our Island Group's position on the currently unresolved issues regarding the A3023 modelling programmes and the Island's housing growth management.

All of the data, statistics and scenarios used in this report are in the public domain and are published either by Highways England, Hampshire County Council (HCC) or Havant Borough Council (HBC.) The Highways England information is in response to an Environmental Information Regulations Request in March of this year.

## 1 SUMMARY

As we are now closing in on a significant milestone of the Hayling Island Infrastructure process, it would seem an appropriate time to take stock of the situation and remind ourselves of the outstanding issues.

Two major areas of concern remain unresolved:

1. **The A3023 corridor**
2. **The potential housing growth**

### 1.1 A3023

The A3023 is a five mile cul de sac which means that unlike almost all A roads across the country it has no alternate route option. This renders it extremely sensitive to any traffic disruption, both on the Island and in Havant and on the A27.

Complete congestion (gridlock) either way on the A3023 occurs at approximately 1400 vehicle movements per hour. We know this from the permanent counter at the Ship Inn, and it is consistent with the Highways England traffic forecasts and the SYSTRA modelling exercise validation (see attached Detail Report in Section 2.1.) We already experience this gridlock on numerous days each month in the summer.

The Highways England traffic forecast for the period 2015 to 2050 predicts a 30-50% increase in the A road network (let's say 1 to 1.5% a year.) This is again consistent with the history from the permanent counter at the Ship Inn.

This situation, if left unresolved over the planning period, will result in complete congestion in north and south lanes every day for an ever-expanding duration. In addition we have the increasing occurrences of daytime virtual road closures due to so-called emergency activities by service companies further impacting availability.

### 1.2 HOUSING GROWTH

HBC does not consider the 568 housing units proposed in the Local Plan as any kind of ceiling or limit (see Housing Proposed on Hayling Island chart on page 9.) All development applications over that number will be processed in the normal way.

The major housing growth category on the Island has been, and will remain, windfall applications.

Adding the current windfall already pushes the total committed number of 568 to 999. This is without the 2018 approvals and likely future projects such as Rook Farm, Mengeham Field, Langstone Field, Pullingers, et al.

We know that for approximately every 180 houses constructed, 2% peak hour traffic load will be added to the A3023, which may in part be in addition to the road forecast above, which in turn will bring complete congestion closer.

Windfall applications tend to be small (50 units or less) and each individual project's impact on the traffic volumes has been historically considered in isolation as being insignificant by HCC and HBC and they therefore gain approval.

However, in our case, because the A3023 is so close to capacity, even a 1% increase is significant. Up to now no one has been adding up all the small increments to gauge the overall impact. This must change. Also remember that the Local Plan end date of 2036 is only a point on a future timeline of housing and road traffic growth.

## 1.3 EVALUATION

At the next meeting (to continue with our commitment to the residents) we must all be in agreement that:

### A3023

- The objective of an appropriate road Infrastructure is understood and agreed.
- All of the A3023 modelling/review projects have been undertaken and verified by independent industry-recognised contractors.
- The A3023 modelling project includes:
    - Growth parameters that are consistent with historic and Highways England forecasts.
    - Local parameters – cul de sac, flood risk, A27 junctions – are explained/justified
    - All short- and long-term mitigation/improvements are detailed, costed and prioritised.
- All major sustainability projects are debated/agreed including:
    - Road Pricing
    - Park & Ride
    - Road Usage Management, including Maintenance and Problem Resolution
    - Rapid Transport (overhead)

### HOUSING

- A consolidated/integrated housing application process must be prepared which supports:
    - The Infrastructure capacity
    - The growth potential for local housing needs
    - Prioritising local applications (brownfield) over large commercial (greenfield) projects
    - End the 'what straw breaks the camel's back' process currently being used. Failure to grasp this nettle will veil the approval authority's culpability and they will not be held to account.

Remember the lemming who told his mates “look on the bright side – it’s a nice day for a swim.”

If you wish to discuss the situation, please ring me on 02392 461021. I and the Save Our Island group are available to talk or meet anytime.

It is our accountability to evaluate the imminent report from HBC against the objectives and requirements of the residents described in this report, and recommend changes as appropriate to achieve the objective of “a sustainable economic future for the community of Hayling Island.”

## 2 DETAILED REPORT

The Save Our Island Group (SOI) and Hayling Island Residents' Association (HIRA), together with other residents' representatives including the Residents' Association of Langstone, have been working together for the past 24 months on the Hayling Island Infrastructure project as members of the HBC Hayling Island Infrastructure Advisory Committee.

This document provides a review of the two major outstanding issues which must be resolved before the Infrastructure component of the HBC Local Plan 2036 is complete.

### 2.1 A3023

The Island's single lane trunk road (A3023) has remained largely unchanged since the 1930s. It is proving incapable of absorbing (a) the projected traffic growth as forecasted by Highways England (validated by the Ship Inn permanent counter's historic growth,) and (b) the significant housing growth resulting from the HBC Local Plan and projected windfall.

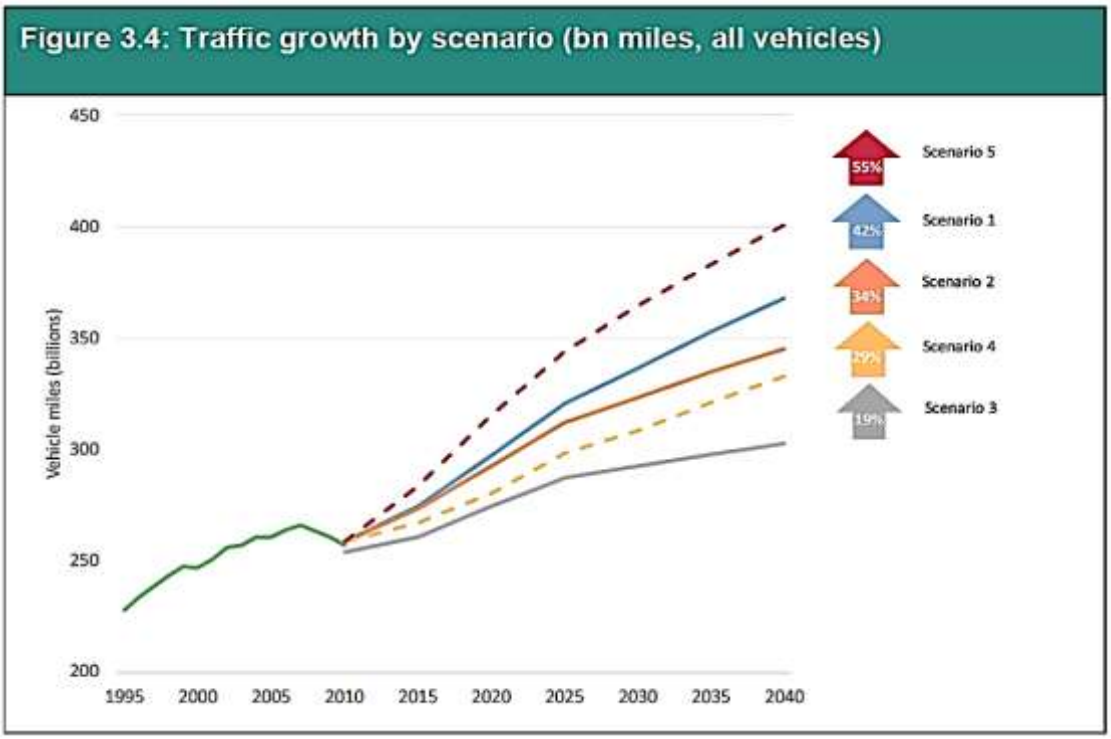
HCC and HBC Roads' Authorities are both modelling the road networks under the banner of the Solent Sub-Regional Transport Model (SRTM.) The modelling service is provided by a consulting company – SYSTRA.

- HCC are focused on modelling all transport requirements for the Borough (although Hayling is identified as a zone)
- HBC are looking at the A3023 and its mitigation/improvement opportunities using the Microsimulation model with an independent consultancy.
- SYSTRA is a consultation company chosen by HCC and has supported Councils in their planning for a number of years
- HCC have stated that the modelling base will be the 2015 traffic loadings

The latest version of the Highways England Traffic Forecast (2015) provides a detailed and broad-scoped forecast for all categories of road across England and is intended for use by all concerned parties including Roads' Authorities such as HCC and HBC to assist in the preparation of Local Plans and Projects.

The analysis here is simply to apply the Highways England traffic forecasts, capacity and flow curves to the known and documented traffic volumes from the permanent counter at the Ship Inn, and present the likely results.

- Firstly, here is the growth projection (published in the Highways England 2015 Traffic Forecast Executive Summary):




The forecasts are presented against five scenarios, all of which show significant increases except one, which is the lower scenario 3, based on a projection where travel demand reduces each year and is a key uncertainty, so this scenario has been excluded.

**This is the current forecast produced in 2015 and basically says that we should expect a traffic increase of 30-50% between 2010 and 2040.**

If you wish to crawl through the complete detailed report, click here to follow the link:

- Secondly, here is the traffic flow data.
(Source: the Ship Inn counter, published annually by HCC)

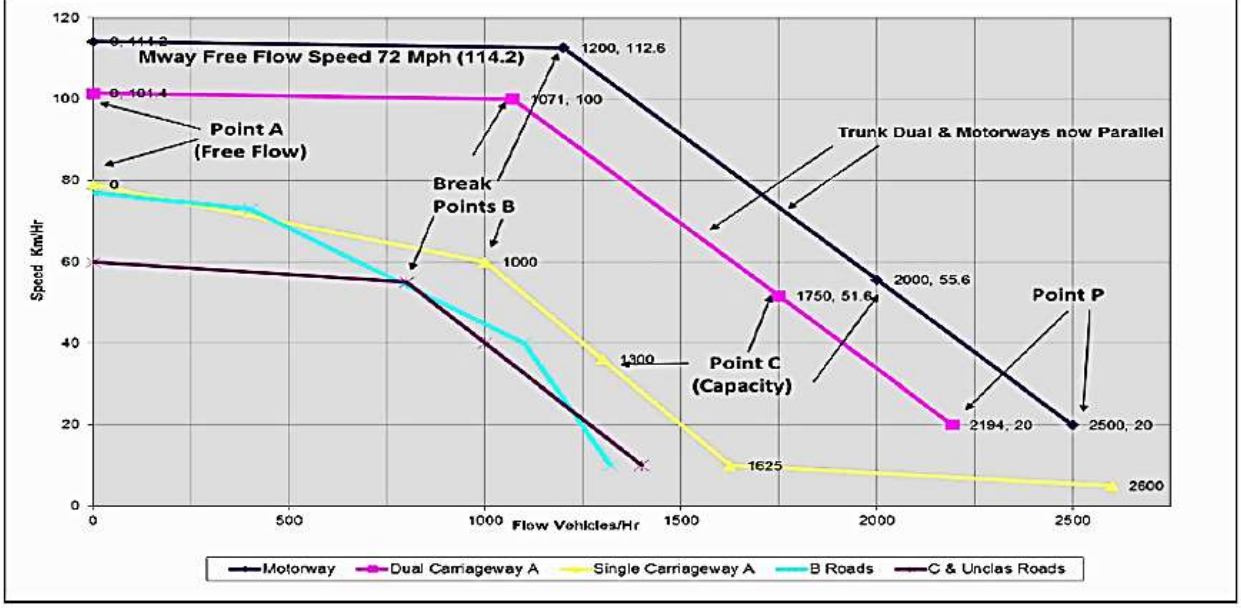
You can see below the peak morning flow for each month which, when averaged out over the whole year, is 1183. The actual highest peak flow days in the summer months exceed 1400 – which we know creates gridlock.

| | Jan | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Peak Morning Hour | 08:00 | 07:00 | 07:00 | 07:00 | 07:00 | 07:00 | 07:00 | 10:00 | 07:00 | 07:00 | 08:00 | 08:00 | |
| Av. Peak Morning Flow | 1147 | 1186 | 1286 | 1112 | 1141 | 1267 | 1208 | 1085 | 1262 | 1223 | 1258 | 1017 | **Average 1183** |

- And lastly, here are the road capacity and gridlock levels.
  This chart, again from the Highway England analysis, presents the traffic flow curves.
  You only need to look at the yellow line, which represents the A3023, rural single lane A road.

You can see that the Highways England capacity point is 1300 movements per hour, and the road traffic comes to a flat line at 1620.

**Figure A.5: Rural speed flow curves**




These capacity levels also agree with our assessment of the category of the A3023 as UAP3 as defined in the Design Manual for Roads & Bridges (Volume 5 Section 1 Part 3 TA 79/99 Amendment No. 1) which states:

| FEATURE | ROAD TYPE UAP3 |
|---|---|
| **General Description** | Variable standard road carrying mixed traffic with frontage access, side roads, bus stops and at-grade pedestrian crossings |
| **Speed Limit** | 30 mph to 40 mph |
| **Side Roads** | More than 2 per km |
| **Access to the roadside Development** | Frontage access |
| **Parking & Loading** | Unrestricted |
| **Pedestrian Crossings** | Some at-grade |
| **Bus Stops** | At kerbside |
| **Carriageway Width** | 7.3 mtrs 2 lane |
| **Capacity** | 1300 movements per hour |

So let's now apply the 30-50% projection to the agreed base year of 2015 peak hour numbers.

| | |
|---|---|
| 30% increase in traffic | 2015 peak average increases from 1183 to 1540 (significantly over the capacity)<br>The summer peak increases from 1400 to 1820 (significantly over the flat line) |
| 50% increase in traffic | 2015 peak average increases from 1183 to 1777 (significantly over the flat line)<br>The summer peak increases from 1400 to 2100 (significantly over the flat line) |

These projections are consistent with the actual growth numbers from the permanent Ship Inn counter at 1% since 2015, and are consistent with the latest provisional Road Traffic Estimates for Great Britain April 2017- March 2018, published on 19 July 2018.

The most reasonable conclusion that any of us could draw is:

> ***As we move through the Planning Period, the number of days driven to gridlock will increase to impact all northbound and southbound peak periods throughout the year. As this occurs, the gridlock periods will grow in number and spread as the volumes exceed the capacity.***

We know the A3023 statistics are being used by SYSTRA to validate the SRTM model because there is a wealth of historic actual traffic data available covering many years. But this proof of concept cannot be used alone to predict the future demand. This is why we need this history in addition to all the local issues and the Highways England projections to arrive at the likely growth scenarios for the A3023 into the future.

Highways England does not recommend using their Network Traffic Forecasts for a single road – this is logical because (as is the case with the A3023) there are many local issues which need to be added.

The considerations that we have documented and identified as requirements for the modelling exercises are:

- As a holiday island, the summer months must be included in the traffic analysis.
- The growth parameters must include
  - Housing Projections
  - Holiday activity
  - The impact of 11,500 new houses in the Borough
  - The Havant roundabout
  - The Langstone Technology Park development (the former IBM site)
  - The 'cul de sac' risks – no alternative route
  - Reasonable overall traffic forecast parameters to calculate the A3023 capacity and growth potential over time
  - Other risk impacts – floods, major accidents, etc.

We also need to bear in mind that:

(a) The complexities of the single access 'cul de sac' environment need to be accounted for. The issue here is that, unlike most A roads in England, it has no alternative route;

(b) The critical problem of the A27 Havant roundabout is the key bottleneck limiting southbound traffic. The traffic merging from the A27 westbound, the A27 eastbound, and Park Road South southbound onto the single lane A3023 seems to make it impossible to fill up the A3023. (We have all experienced this phenomenon – recently on the 2018 May Bank Holiday weekend, which resulted in major traffic congestion on the A27 and Park Road South in Havant for extended periods);

(c) Any mitigation projects which do not increase the road capacity (i.e. dual carriageway, second road, etc.) will likely be a waste of money and simply delay the inevitable;

(d) We are also now experiencing a growing number of 'virtual' road closures for so-called emergency daytime service company projects. In some cases we are even provided with a number of days' advance notice of "emergencies".
HBC are displaying sensitivity to this issue by scheduling their activities overnight, but this is not true of all of the service providers. A central road control unit is now required to avoid or limit these events to the absolute minimum. Major disruptions to people's lives occur during these road outages, when hundreds of appointments, meetings etc. are inevitably missed and need to be rescheduled, including medical treatment and holiday/business travel arrangements.

### 2.1.1 CONCLUSION

**Short-term and long-term programmes are now required to:**

- **Present a realistic future traffic loading of the A3023 together with a spare capacity analysis and any cost-effective mitigation projects.**
- **Provide a long-term plan for the road infrastructure to ensure a continuing sustainable infrastructure, including:**
  - **Flood Protection**
  - **Traffic Management Measures**
  - **Emergency Road Use Control**
  - **Park & Ride, Road Pricing etc.**
  - **Commercial Access Control**
  - **Housing Growth Control**
  - **Resident Permits**

## 2.2 HOUSING GROWTH

The current housing growth projections from HBC are as follows:

| | |
|---|---|
| Completions 2016/17 | 147 |
| Outstanding permissions | 140 |
| Proposed in the Plan | 568 |
| Windfall allocation estimated as 12 pa | 144 |
| **Total (out to 2036)** | **999** |

And this total will certainly increase with the windfall approvals in 2018.

HBC have stated that the Local Plan allocations proposed at 568 housing units out to 2036 are not considered as any kind of ceiling or limit. All windfall development applications over that number will be processed in the normal way.

The Local Plan allocation sites are as follows:

(HBC has included an estimate of windfall at 12 units per year.
This has already been massively exceeded and this will continue moving forward.)

| Housing Proposed on Hayling Island | No. of Dwellings |
|---|---|
| **Proposed allocations in draft Local Plan:**<br>• Land rear of 13-21 Mengham Road (7)<br>• Yacht Haven Development Site, Copse Lane (6)<br>• Beachlands, Hayling Island Seafront (125)<br>• Seafront Regeneration Sites (except Beachlands) (70)<br>• Land to rear 108-110 Elm Grove (15)<br>• 41 Station Road (15)<br>• Manor Nurseries (15)<br>• Sinah Lane (160)<br>• Land north of Tournerbury Lane (20)<br>• Paddocks North of Selsmore Road (45)<br>• Northney Marina (40)<br>• Land at Fathoms Reach (50) | **568** |

Without any management/control process all future development projects will be registered and processed in the same way as they were in the past, and we could easily witness applications for a further 1,000 to 2,000 windfall units raising the total to over 3,000 units.

The potential candidates for new applications include:

- Hayling College Field
- Godbey House
- Pullingers
- The Royal Shades
- Sinah Lane Phase 2
- Rook Farm
- Mengeham Field
- Langstone Field
- Holiday Parks (Northney & Southleigh have already been converted to housing)
- Fields behind St Mary's Church

The existing housing approval process presents us with another major problem which is closely linked to the A3023 project.

In the past, Hayling Island has, and will continue to have, a significant number of windfall applications. The majority of these applications are small developments (less than 50 units) and as such each one has historically been judged by HBC and HCC in isolation as having an insignificant impact on the Island Infrastructure.

You will remember the development off Tournerbury Lane, which, although more than 50 units, was approved on Appeal in 2014 because there was no infrastructure plan or housing growth management in place.

We have been told that approximately 180 housing units add a 2% peak hour load onto the A3023. Therefore it is clear that housing growth is one of the major factors impacting the demand on the Island road Infrastructure. We must also consider the 11-12,000 additional units planned for the Borough overall, as the leisure facilities on the Island (fun fair, sailing, golf, surfing and a 5-mile Blue Flag beach) combine to represent the major leisure activity centre for the whole Borough. These will both clearly have some impact.

As the A3023 is now operating very close to – and on an increasing number of days reaching complete congestion/gridlock level – small incremental loads become significant. There is no process in place to add up these incremental demands and provide a cogent summary of requirements. This situation, if left unresolved, will not prevent an overload of the Island's infrastructure. If this is allowed to happen, the owners of the approval process will not consider themselves responsible.

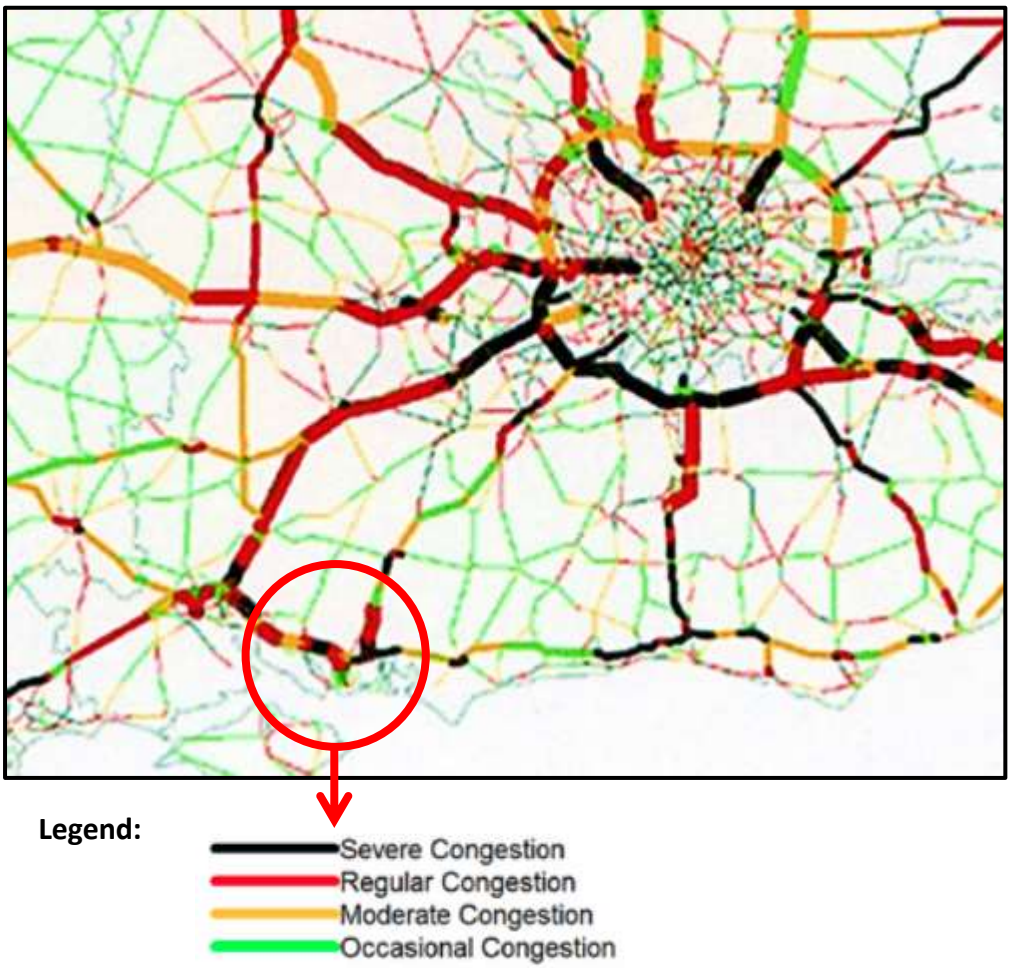
The Inspectorate in 2013 recognised the unique issues on Hayling with the statement:

*"I concur that growth (housing) should be limited/restricted to take account of flood risk, the need to minimise impacts on the natural environment of Chichester & Langstone Harbours, and access difficulties on the local road network at peak hours."*

Sadly, the statement did not include a requirement to establish a process to achieve the objectives. Therefore the Inspector's concurrence has been in the main ignored up to this point.

There is a misguided view that serious congestion will be everywhere so we have to accept it. The Risk Maps in the Highways England forecast document show that the Hayling Island/ Havant area has clearly been identified as a spot of 'severe' congestion (indicated by a black line in the map) which requires careful planning and corrective action on an urgent basis. Shown below is a snapshot from the Risk Map for Scenario 1, page 72 of the Highways England document.)

**Scenario 1 with RIS1 Investment 2040 (VC ratio – AM Peak Period)**




### 2.2.1 CONCLUSION

**The ONLY way to manage Housing Growth on Hayling into the future is to evaluate and manage each development against an agreed Infrastructure Plan which defines the type and level of growth possible on a yearly basis, commensurate with improvements in the infrastructure (see Section 2.1.1 page 8.)**

**This will require a new housing approval process which should gain the approval of the Inspectorate without contest as part of the overall evaluation of the Local Plan.**

**However, HBC and HCC will be required to reappraise their historic methodology and agree the way forward.**