

APPENDIX 2

Summary of the County Highway Authority Response WA/2010/0372

Estimated Vehicle Usage.

The applicants have estimated that the most intense period of construction traffic will take place over a period of 15-20 weeks when the basement excavation takes place. Initially the site would generate 7 loads per hour over an 8-hour working day, 5 days a week. These 7 loads equate to 14 vehicle trips per hour. During this 20 week period, the concrete and steel reinforcement will arrive on site, over a period of approximately 7 weeks, which will introduce a further 3 vehicle trips per hour. In summary over this initial 20-week period, the site will generate 14 trips per hour rising to 17 trips per hour for a period of approximately 7 weeks.

Once this initial 20-week period has passed, the volume of heavy HGV traffic will reduce. At the time of writing the applicant has not provided any information on other construction traffic, although this is likely to be smaller goods vehicles and light vans and no greater in number than the completed development traffic impact.

A31 Access Highway Impact

The construction of the temporary bridge access would create disruption to the A31, during its construction and in operation. The applicant estimates that it would take approximately 12-16 weeks to construct. There are level differences and other considerations that create the need for earth works and regrading of land between the A31 and Borelli Walk to provide a suitable transition between the A31 to the development site. The works would also entail the felling of many large trees. All of which would require temporary traffic management on the A31, requiring likely lane closures, leading to increased queuing, particularly at peak periods. The applicant estimates that at peak times queuing may increase from 0.6 to 12 minutes during the morning peak hour. At the end of the construction period the removal of the access would have a similar impact, albeit for shorter duration. In terms of HGV routing the applicant has estimated that most construction traffic would enter Farnham from the east from the A31 via the A331, M3 and A3. This would mean that inbound traffic would need to proceed up to the Coxbridge/Wrecclesham Road roundabout and turn back in an easterly direction to gain entry to the site, just east of the signalised junction with South Street. When exiting the site, vehicles would join the A31 and proceed eastwards towards the A331 and A3. The main period of disruption would take place when the land is cleared, the access created and then subsequently removed. There would be some minor disruption during its use with potential for debris being deposited on the highway, but as with any construction access, this can be managed and monitored.

Existing Highway Network impact

A brief commentary is set out below in regard to each of the construction routes. It is worth noting that where the number of vehicle trips has been calculated, these include both the inbound movement and the outbound movement. Therefore it is only the two-way section of East Street in Routes 1 and 2 that see the impact of both inbound and outbound traffic.

Route 1,2 & 3 Inbound: This route will see the most activity with half of the predicted 17 (8.5) HGV's per hour using Guildford Road. (The other half will either exit onto

South Street or via Hale Road. Guildford Road is narrow in places with a footway for most of the length on one side only. On street parking is permitted near the junction with Hale Road, which can create localised congestion. If this were removed, vehicle speeds could increase and replacement provision would need to be provided for those residents who benefit from it, if they were to remain, congestion may increase.

Route 1 and 2 Outbound: The impact on Dogflud way and the two-way section of East Street remains broadly the same as the inbound routes. The two-way section of East Street will need to accommodate both the inbound and outbound traffic, i.e. all of the two way (17) HGV movements. Hale Road is wider than Guildford Road and would only accommodate exiting traffic. It also permits on street parking albeit not the same level of congestion that can occur on Guildford Road.

Route 3 Outbound: This route will accommodate half of the HGV traffic as it exits the site, with approximately 8.5 predicted per hour. It is expected to accommodate most of the outbound traffic associated with the basement excavation and substructure works. Vehicles will exit onto Brightwells Road, then onto South Street before joining the A31. In order to reduce the conflict between users of the Sainsbury's car park and construction traffic, a temporary access point is proposed from South Street to the car park, with a modification of the car park circulation.

Dogflud Way Access

The County Highway Authority is currently waiting for details from the applicant, but their understanding is that both the existing accesses will either require modification to cater for construction traffic or will require a new temporary construction access. With the car park being de-commissioned, the conflict between construction traffic and pedestrians will be minimised. In order to ensure a satisfactory level of safety a method of construction statement is required by the main planning consent and will enable practical measures to be put in place at the appropriate time.

On Site Car Parking

The development results in the loss of the Dogflud Way car park, which means that during the construction period this town centre parking would be lost in both access options. Some parking will however be made available at the Riverside to compensate. As a result, it doesn't really influence matters with regard to construction access. Once complete, the development will also provide a new car park to serve the development.

Accidents

The County Highway Authority has looked at the accident data for the past 5 years in and around the town centre, in light concerns raised by Surrey Police about the narrow streets and history of pedestrian related accidents. Construction traffic would only use Guildford Road for inbound traffic, Hale Road for outbound traffic and the two-way section of East Street for inbound and outbound traffic. This routing avoids the need for right turning HGV movements at the Hale Rd/Guildford Rd junction.

Guildford Road: This does not have a history of pedestrian/HGV conflict. There has however been 1 pedestrian/non HGV related accident.

Hale Road: This does not have a history of pedestrian/HGV conflict, although there have been 2 pedestrian/LGV accidents. There were 3 other pedestrian related accidents and 2 cycle related accidents, one of which involved a cyclist.

East Street: This does not have a history of pedestrian/HGV conflict although there have been 2 pedestrian/non HGV related accidents. In both cases contributory factors were alcohol.

Dogflud Way/Woolmead junction: This does not have a history of pedestrian HGV conflict, although there have been 2 pedestrian/non HGV related accidents. (The introduction of traffic signals prior to the commencement of the development will provide dedicated crossing facilities at this junction, mitigating the likely cause of these accidents).

South Street (Brightwells Rd to A31): There have been no recorded pedestrian related accidents of any kind.

In summary of these construction routes, there have not been any pedestrian related/HGV accidents. There have however been 2 accidents involving pedestrians and LGV's (Light Goods Vehicles) on Hale Rd and 1 involving a cyclist/LGV. There have also been other pedestrian related accidents with differing factors. The County Highway Authority has also looked at other accidents in the town centre on routes that will not be used by construction traffic. The Borough has experienced the worst rate with 12 accidents, Downing Street with 4, South Street (northern section) with 1 and Woolmead with 1. All were non-HGV related and 2 in The Borough were LGV related.

For this exercise, the County Highway Authority is only really concerned with any pedestrian related accidents that have occurred on roads, which are proposed to be used by construction traffic. That means that roads such as The Borough, Downing Street, Woolmead and the northern section of South Street do not warrant any further consideration. Whilst there have been pedestrian related accidents on the proposed construction routes, none have involved HGVs. There have however been 2 pedestrian accidents and 1 cycle related LGV accident, both on Hale Road. In order to deal with the impact on Guildford Road and Hale Road if those construction routes are used, the County Highway Authority propose that the existing on street car parking be reviewed at a defined period of time during the construction period. The County Highway Authority is conscious that providing temporary restrictions would remove the conflict, but also aware that it could lead to increased vehicles speeds.

The main area of concern appears to be in relation to accidents in Hale Road. Hale Road is not a narrow road, and whilst it does cater for on street parking in some places, its make up is not significantly different to many other urban roads. With that being the case the County Highway Authority cannot see any clear indicator for the occurrence of the pedestrian accidents, aside from pedestrians not using appropriate care when stepping into the road. Farnham town centre itself appears to have a history of pedestrian related accidents, particularly where they are struck by passing vehicles. It is important to note these town centre roads will not be used by construction vehicles.

Wheel Washing

As with any development of this size, wheel washing is an integral requirement. If the A31 access is used, there may be some instances where mud may be carried onto the A31, which could be hazardous. In the same vein, this could also occur in Dogflud Way. In each scenario the aim will be to have sufficient wheel washing in place to ensure that mud does not get carried onto the adjoining highway, but given that it is probably inevitable at some point during construction, its occurrence in Dogflud Way would be less harmful.

Environmental Issues

There are numerous environmental issues associated with this application, both in terms of the access from the A31 and from using the existing highway network. Those issues are being considered in detail by the Borough Council. Nonetheless, the Highway Authority would not want the development to create significant adverse environmental impact resulting from this application. It is acknowledged that the existing roads of Guildford Road, Hale Road, East Street and Dogflud Way may suffer from increased congestion and general disturbance from construction traffic over a period of 2-3 years. Such disturbance may present itself at certain times, in the form of additional congestion, noise and general impact on the free flow of traffic. Set against the likely long term environmental impact associated with the construction of the A31 access, where for example it is reported that the lost tree screen to the A31 would take approximately 30 years to recover to its current state. Whilst the tree loss has no direct impact in regard to highway safety, congestion or the general free flow of traffic, (other than for when the access is constructed), their loss over such a long period of time is significant in terms of highway amenity.

The air quality impact has also been assessed by Waverley Borough Council. The applicant has provided a report into air quality impacts relating to the proposed alternative construction route options. Those impacts of vehicle emissions are shown to be as 'slight-adverse', whereas air quality effects outside the AQMA are deemed negligible. The Borough Council are therefore content that with mitigation the overall air quality impact can be contained within acceptable parameters. With that being the case there is no conflict with Surrey County Council's Local Transport Plan.

Highway Authority Consultations

The Highway Authority has discussed the application with Mr John Hilder, Surrey County Council's Local Highways Manager for Waverley, the Farnham Traffic Task Group and Mr Paul Beard the Head of Road Safety & Traffic Management at Surrey Police. Whilst noting that the A31 is the optimum highway solution, Mr Hilder raises no objection to the application. The Farnham Traffic Task Group were presented with the application by the Highway Authority in order to clarify and explain some of the detail behind the proposals. However it was not appropriate for the Group to provide a view as some members of the Task Group are Borough Members sitting on the Planning Committee.

Other Consultations

Mr Paul Beard the Head of Road Safety and Traffic Management at Surrey Police has provided comments to Waverley Borough Council on the application.

Mr Beard raises an objection to the application on the grounds that the A31 proposes the better solution for construction traffic. He also raises concerns over the potential impact of HGV's upon pedestrians in Guildford Road and Hale Road and in Dogflud Way. The Highway Authority is tasked with assessing the highway implications of all development and notes the concerns of the Police. Whilst those concerns are valid there is little evidence to suggest that construction traffic using the existing highway network will be problematic. If the concerns raised by the Police were to form the basis of an objection by the Highway Authority, evidence would be needed to support this position. Whilst there have been pedestrian accidents on the construction routes, the majority have occurred in Hale Road. Of those, none have involved HGV's. Two have involved LGV's. One further LGV was involved in an accident with a cyclist. In regard to the two pedestrian accidents one was classified with slight injuries and one with serious injuries, both occurred as a result of LGV's mounting the footway. In

regard to the LGV accident involving the cyclist, aggressive driving was a contributory factor. Notwithstanding these occurrences and the Police's preference to use the A31, discussions are ongoing with the Police in order to address their remaining areas of concern. Any further requirements in this regard will follow prior to the application being heard at Planning Committee. Whilst the Highway Authority would find it difficult to present evidence to demonstrate harm in using the proposed construction routes, the Committee is asked to carefully consider the concerns raised by the Police.

Highway Authority Summary & Considerations.

It has already been established that the Highway Authority are being asked to confirm whether they object to the removal of the requirement to provide a temporary access to the A31 and whether reasonable endeavors have been made to secure its provision. The provision of a temporary bridge to the A31 is the optimum solution in pure highway terms as it offers the least harm to existing highway users. However, the key consideration is not whether one option is better than the other, but more so whether the alternative option of utilising the existing highway network is acceptable in its own right.

The views of Surrey Police clearly cannot be ignored and are important in any decision. However, having considered all of the points they raise, there is little evidence to suggest that the use of the existing highway network will be problematic. There is little doubt that Guildford Road, Hale Road, East Street and Dogflud Way will also suffer from some level of increased congestion and disturbance during the peaks of the construction period. It must be remembered however that this is a temporary situation with peaks and troughs occurring during the whole construction period. The estimate of HGV traffic is presented as a worse case scenario which will only occur for a limited period, during the construction programme. The County Highway Authority would expect other construction traffic to approach these levels in the latter stages of the development when the various trades are on site. However they are unlikely to be arriving or departing with the same frequency, more importantly they are likely to light good vans, car based vans and private cars, rather than large earth moving HGV's or HGV's delivering bulky materials.

Waverley Borough Council has assessed the environmental impact. In regard to air quality, they are content that with mitigation, the impact on Air Quality can be contained to within acceptable parameters. With that being the case there is no conflict with Surrey County Council's Local Transport Plan.

Highway Authority Recommendation

Having considered all of the above issues and having given consideration to the loss of the existing trees fronting the A31, it is difficult to identify any technical or policy shortcomings in the application. With that in mind the Highway Authority raises no objection subject to the further variance to condition number 37. The original condition is set out below with my required additions shown in bold.

No development shall start until a Method of Construction Statement, to include details of:

- ~~(a) temporary access from and to A31 Farnham Bypass (Eastbound Only)~~
- (a) the proposed access provision to Dogflud Way prior to the commencement of development for the purpose of providing safe construction access and egress;**

- (b) parking for vehicles of site personnel, operatives and visitors
- (c) loading and unloading of plant and materials **clear of the highway**
- (d) storage of plant and materials **clear of the highway**
- (e) **a detailed** programme of works (including measures for traffic management and access/junction/highway works scheduling), **ensuring that the following works are constructed to an operational standard prior to commencement of development (excluding site clearance):**

(1) **The signalisation of the existing junction of East Street/Woolmead/Dogflud Way;**

(2) **The modification of the existing traffic signals at the junction of East Street/Bear Lane/The Borough and South Street;**

(3) **The alterations to Woolmead to provide for two way traffic flow;**

all as broadly identified in the Seventh Schedule of the S106 Agreement.

(4) **The modifications to the junction of Brightwells Road with South Street to also include the reconfiguration of the Sainsbury's Car Park circulation and a new access to the car park from South Street, all as generally shown on RPS dwg no. JNY4420-87A.**

The programme of works shall include a construction timetable for the remaining works or remaining elements of the above works required to fulfill the requirements of the S106 Agreement.

(f) provision of boundary hoarding behind any visibility zones

(g) **the agreed construction and routing options as set out in the RPS report dated 5 March 2010;**

(h) **an operational review of the construction routing within 3 months and no later than 6 months from the commencement of development.**

(i) **any phased or staged implementation of the development;**

(j) **travel planning initiatives as set out in paragraph 2.12 of the RPS report dated 5 March 2010.**

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction period.

Reason: In order that the development should not prejudice highway safety, the free flow of traffic, nor cause inconvenience to other highway users in accordance with Policy D2 of the Surrey Structure Plan.