

**MOOR LANE
WOKING**

**Response to Transport Comments Relating to
Site Access Planning Application**

June 2009

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Approved by:
Issue Date: 15th June 2009
Status: FINAL

Moor Lane, Woking
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1.0 INTRODUCTION

1.1 This report has been prepared on behalf of Woking Borough Council in respect of the redevelopment of land at Moor Lane, Westfield in Woking. This document responds to comments made on the application that relate to transport, as set out in the following documents:

- Transport Statement (TS) Review carried out by Cole Easdon (File reference 2803 TS Review.doc) dated June 2009
- Access Planning Application Objections Summary received from Woking Borough Council 09/06/09
- Letter received from a resident of The Cottage, Willow Bank

1.2 The following section of this document sets out our response to a review of our Transport Statement Review carried out by Cole Easdon (File reference 2803 TS Review.doc) dated June 2009.

1.3 The final section responds to the transport section of the summary of general comments received by Woking Borough Council, which also covers the main highways matters raised in the letter from a resident of The Cottage, Willow Bank.

2.0 COLE EASDON TRANSPORT STATEMENT REVIEW

- 2.1 For clarity, reference is made by paragraph to the Cole Easdon (CE) review document.
- 2.2 **Paragraph 2.1** - The IHT guidelines referred to in paragraph 2.2 of our original report are set out in "*Providing for Journeys on Foot*". It should be noted that the current application is only for the construction of access roads and hence our report concentrates on an assessment of these accesses. Reference to the location of bus stops is only provided as general background information. The matter of public transport accessibility would need to be fully addressed in a Transport Assessment that will be submitted in support of any future planning applications that may come forward for the future development of the site.
- 2.3 **Paragraph 2.3** – CE is correct in stating that PTAL assessments are used within Greater London, however they are also widely used to give an indication of the accessibility of schemes outside London. Given that levels of public transport provision are generally higher within Greater London than outside, it naturally follows that people would generally find public transport access points within shorter distances, and would thus be prepared to walk shorter distances than they might elsewhere. Reference to the PTAL methodology to provide a general guide to the site accessibility is therefore considered robust and appropriate for this location. Again, these details are only provided as background information.
- 2.4 **Paragraph 3.1** – The traffic distributions shown in our report were correctly calculated and have been based on main road flows rather than side road flows. The reason for this that the main road flows are substantially higher (over 10 times higher) and therefore provide a larger sample size. This method is clearly more statistically valid and less subject to variance than the use of the side road flows which is the approach adopted by CE.

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- 2.5 Paragraphs 3.3 and 3.4** – The Design Manual for Roads and Bridges (DMRB) is intended for use of trunk road schemes. This is clearly set out in the introduction to the DMRB, which states in paragraphs 1.5 and 1.6:
- 1.5 The DMRB sets a standard of good practice that has been developed principally for Trunk Roads. It may also be applicable in part to other roads with similar characteristics. Where it is used for local road schemes, it is for the local highway authority (local roads authority in Scotland and Northern Ireland) to decide on the extent to which the documents in the manual are appropriate in any particular situation.*
- 1.6 While the requirements given in the DMRB may be used by local highway/road authorities, such authorities should ensure that their application to local road schemes does not compromise health and safety, result in poor value for money, or have an unacceptable impact on the environment... (our underlining)*
- 2.6** Neither Westfield Road nor Balfour Avenue are trunk roads, nor do they have the characteristics of strategic function of trunk roads; reference to standards contained in the DMRB is therefore misleading and erroneous.
- 2.7** Indeed, it is for the County Highway Authority to decide which parts of the DMRB should apply, as long as they do not result in poor value for money or have an unacceptable impact on the environment. Mayer Brown (MB) would consider that the widening works required to achieve an RFC of below 0.85 in 2015 (as requested by CE) would be unacceptable on both counts and would be contrary to the policy shift away from a “predict and provide” approach to transport planning and not in-line with Surrey County Council’s (SCC’s) sustainable approach, which is aimed at discouraging unnecessary car trips.
- 2.8 Paragraph 3.6** - The accident history of the Westfield Road / Balfour Avenue junction was examined. At the time of writing, the last 5 years’ injury accident data at the B380 / Balfour Avenue junction shows 2 slight accidents. One involving a pedal cyclist being cut-up by a left-turning van. The other a car-car rear end shunt involving a right turn from the B380 into the side road.
- 2.9** This accident rate is in-line with that that would typically be expected at a priority junction of this nature. The accidents do not demonstrate a particular pattern. In discussions, SCC has accepted these conclusions and has accepted that there is nothing in the accident history that would make the junction unacceptable to serve the development.
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- 2.10 Paragraph 3.7** – There are no relevant assessment guidelines currently in force that recommend the assessment year of 2015, particularly in respect of a scheme involving a B road and a residential access. Again, it should be noted that it would be contrary to sustainable transport policies and principles to design for traffic growth to such an assessment year in this instance. Furthermore, any significant background traffic growth that does occur would be associated with development. Given that the Moor Lane site is one of the few significant development sites in the local area, it is clear that the majority of background growth has already been directly accounted for in our assessments.
- 2.11 Paragraph 3.8** – Junction capacity assessments “without development” were included within Appendix A of the Transport Statement reviewed by CE.
- 2.12 Paragraphs 3.9 – 3.13** – As set out in Paragraph 2.4 of this report, the capacity assessments undertaken by CE have been carried out using traffic distributions based on statistically less robust assumptions.
- 2.13 Second Paragraph 3.13 (note mis-numbered in CE review)** – At the time that a future application for the residential redevelopment of the site comes forwards, scoping discussions will need to be held with SCC, and their requirements for any additional capacity assessments addressed.
- 2.14 Paragraphs 4.1 and 4.2** – As CE state, the application provides 3 direct accesses to the site. The aim of this is to provide emergency vehicles with a choice of routes into the site. Whilst it is acknowledged that these routes do converge on the Westfield Road / Balfour Avenue junction it is clear that the likelihood of an incidents occurring simultaneously both within the development and at the Westfield Road / Balfour Avenue junction is absolutely minimal. In addition, the incident at the junction would have to entirely block the carriageway, footway and common land in order to prevent access to the site. This is clearly highly unlikely.
- Furthermore, it should be noted that, subject to any future detailed planning applications that may come forward for the site, a further emergency access could be provided at the eastern end of Moor Lane.
- 2.15 Paragraph 4.3 and 4.4** – As set out above, the DMRB would not apply to this situation. Notwithstanding this, CE appears to have misinterpreted this “standard”. TD42/95 merely states that upgrading to a right-turn facility should be “*considered*” where minor road flow exceeds 500 vehicles 2 way AADT. This is in no way a maximum and the PICADY assessment work carried out clearly indicates that such works would not be required in any event.
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2.16 Paragraph 5.1 – The existing widths of Westfield Way, Westfield Common and Balfour Avenue are all within the widths recommended in Manual for Streets to permit 2-way working. With regards to their link capacity, reference has been made to TRL Research Report 67. Whilst this is aimed at Signalised Junctions, it contains formulae for the calculation of the capacities of individual lanes and is thus relevant to this location. The calculations are included as Appendix B of this document and indicate that the road links (excluding junctions) could accommodate flows of around 1800 vehicles per hour. Clearly the junction of Westfield Road / Balfour Avenue would be the limiting factor. This has been examined using PICADY, which indicates that it has adequate capacity to accommodate a development of some 450 residential units alongside existing traffic levels.

3.0 ACCESS PLANNING APPLICATION OBJECTIONS SUMMARY

3.1 This section of the report deals with the transport related comments set out at 1.4 'Site Access Statement' of the Access Planning Application Objections Summary received from Woking Borough Council (WBC) 09/06/09. It also covers the main highway matters raised in the letter from a resident of The Cottage, Willow Bank, as they are similar to those raised in the objections summary. For clarity, WBC's numbering system is referred to.

3.2 **Reference 1.6** – The relevant e-mail correspondence is included as Appendix A of this document.

3.3 **Reference 1.6** – The description of bus stop locations and services is included as background information only. Public transport provision would need to be addressed by a Transport Assessment in support of any future planning application that may come forwards for the development of the site.

3.4 **Reference 2.8** – Informal routes across common land are pathways that are not designated footpaths or bridleways, but are well worn and clearly regularly used by walkers. Discussions with SCC Officers have indicated that the County is happy for these informal routes to be used to service a development on the site.

3.5 **Reference 3.7** – The AM Peak is the morning peak hour (between 0800-0900); the PM peak is the afternoon peak hour (1700-1800).

3.6 **Reference 3.8** – The TRICS database is an industry standard tool and is well accepted as the standard method of predicting the traffic attraction of new developments. Comparison sites with similar characteristics have been chosen. With regards to the car ownership statistics, more relevant data can be found by looking at Census for Output area 43UMGA0002 (essentially Balfour, Quartermain and Campbell Avenues). This gives figures from which the following can be derived:

- Number of dwellings = 141
- Number of residents of working age = 269
- Number of residents of working age per household = 1.91
- Proposed number of additional dwellings = 450
- Proposed number of residents of working age per household = 860
- Proportion of working age residents driving to work = 32.0%
- Proposed number of residents driving to work = 275

3.7 The above figures show that the trip numbers contained in Table 3.1 of the TS are robust.

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- 3.8 Reference 3.8** – The existing movements associated with the estate are included in the surveys and modelling work carried out, as shown in Figures 3.1 – 3.8 of the TS.
- 3.9 Reference 3.17** – The level of improvements required to the Westfield Road/Balfour Avenue junction will need to be determined by a Transport Assessment in support of any future planning application that may come forwards for the development of the site, as the details are subject to the final number of residential units proposed. The planning application relates solely to the formation of the proposed site accesses. Notwithstanding this, our report included an assessment of the Westfield Road/Balfour Avenue junction, based on 450 units, as background information and to demonstrate that this scale of development could be accommodated.
- 3.10 Reference 3.21** – The accident history of the road is discussed in Paragraph 2.8 above. There is no accident history that would make the junction unsuitable to serve the proposed development.
- 3.11 Reference 3.22** – If identified as an issue during scoping discussions, the capacity of these junctions would be considered by a Transport Assessment in support of any future planning application that may come forwards for the development of the site.
- 3.12 General** – At present, no crossing facilities are proposed, as the predicted traffic flows are well below those that would normally require formalised controlled crossing facilities. However, this would be considered by a Transport Assessment in support of any future planning application that may come forwards for the development of the site. This would be considered against the guidance set out in Local Transport Notes 1/95 and 2/95.

It should be noted that speed control ramps/tables could be installed on Balfour Avenue if considered necessary by SCC, which could be designed to incorporate a pedestrian crossing facility.

APPENDIX A
SCC E-Mail Correspondence

From: Greg Devine

Sent: 09 June 2009 14:29

To: Katie Dunk

Cc: Paola Capel-Williams; Leshia Chetty; Steve Evans; Ray Freeland; Paul Stocker

Subject: Re: Wo090434 Form 3 vehicular & pedestrian accesses to reserved housing land at Moor Lane, Westfield - CHA comments on objections & CHA application response

Dear Katie, thanks for copying me the detailed objections attached to your message below and for reminding me of the due application consultation response for the county highway authority (CHA). In this reply I will firstly comment on the forwarded objections, then issue the CHA's application response and then list other matters.

Comments on Objections

Application 09/0434, is for "The formation of 3 vehicular and pedestrian access points to reserved housing land at Moor Lane, Westfield". I also understand that the Moor Lane site does not have an extant planning permission for residential development, as planning permission was never actually issued for the 2006 planning application. For the purposes of what I have written below for the CHA, the application appears to be solely to seek permission for three accesses to a potential housing site identified under saved policy HSG5 of the Woking Borough Local Plan 1999. Therefore unless the LPA inform me otherwise, I assume that matters such as:

(a) the amount of development that may or may not be applied for on the Moor Lane site under later application(s), and

(b) The amount of development that may or may not be applied for from one, two or all of the proposed accesses under later application(s), and

(c) whether further or other access to the Moor Lane site may or may not be applied for under later application(s), and

(d) the adequacy of the existing transport system to be able to acceptably accommodate that amount of development on the Moor Lane site under later application(s), and

(e) the transport sustainability of the Moor Lane site against current policy and guidance,

are all outside the scope of this 'access' application.

The majority of the contents of the transport-related objections appear to be about matters that are outside the narrow purpose of the 'access' application that I have set out above. Therefore whilst these transport-related comments are helpful background information, that I will retain on file for any future applications about the Moor Lane site, they are not directly relevant to the current 'access' application.

As above, please let me know if you interpret the purpose of the application differently to what I have written above.

CHA's Response to Application 2009/0434

"Subject to the Site Access Transport Statement access drawings WBCMOORLANE2.1/07A, 08A, 09B including the following *minor revisions:

(a) I recommend that the drawings for the Westfield Way and Quartermaine Avenue accesses include uncontrolled crossings with flush drop kerbs and tactile blister paving.

(b) I recommend that Quartermaine Avenue access drawing WBCMOORLANE2.1/08A should indicate existing property access(es) made redundant by the application closed-up and reinstated.

(*Note, as these matters are of a minor nature, these revisions are not essential to enable the grant of planning permission)

The CHA has no highway capacity or highway safety objections to the proposed highway accesses and recommends that the following planning conditions and informatives be included on any permission granted.

Condition(s)

(A condition that the Newlands Avenue access be for pedestrian and cycle use and during emergencies only).

Reason: HR1 The above condition(s) is/are required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

Policy: PPG13, MV6.

Informative(s)

HInf3 Design standards for the layout and construction of access roads and junctions, including the provision of visibility zones, shall be in accordance with the requirements of the County Highway Authority.

HInf5 The Highway Authority has no objection to the proposed development, subject to the above conditions but, if it is the applicant's intention to offer any of the roadworks included in the application for adoption as maintainable highways, permission under the Town and Country Planning Act should not be construed as approval to the highway engineering details necessary for inclusion in an Agreement under Section 38 of the Highways Act 1980.

HInf13 The permission hereby granted shall not be construed as authority to carry out works on the highway. The applicant is advised that a licence must be obtained from the Highway Authority Local Transportation Service before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway.

HInf15 The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

HInf23 The applicant is advised that as part of the detailed design of the highway works required by the above condition(s), the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment."

Other Information

Below for completeness I have repeated the body text of my 27May09 pre-registration comments on application 2009/0434.

Dear Paola, in reply to your 21May09 letter, I collected the pre-registration planning application papers from your reception yesterday. I have briefly reviewed the papers and carried out a site visit, and have the following feedback for the county highway authority (CHA) on the papers.

Note that the Ecological Appraisal and Tree Survey Report are not matters for the CHA.

I advise that the Design & Access Statement should not refer to Surrey Structure Plan policy, because this plan is defunct following the release of the South East Plan.

I have not considered the Site Access Transport Statement (SATS) sections 2 'Site Accessibility', 3 'Traffic Attraction & Initial Junction Modelling', nor 4 'Access Options Appraisal' (save as below), because these matters are not directly associated with the access application.

Under SATS paragraph 4.51-4.54, I recommend that the design of the Westfield Way access permits access by the construction vehicles that are likely to be associated with the construction of the development (and the route to Westfield Road be kept clear of on-street parking), unless a temporary construction access is proposed.

I have the following comments on the SATS access drawings WBCMOORLANE2.1/07A, 08A, 09B:

(a) I recommend that the drawings for the Westfield Way and Quartermaine Avenue accesses include uncontrolled crossings with flush drop kerbs and tactile blister paving.

(b) I recommend that Quartermaine Avenue access drawing WBCMOORLANE2.1/08A should indicate existing property access(es) made redundant by the application closed-up and reinstated.

For the CHA I am likely to make the following response on this application:

"The CHA has no highway capacity or highway safety objections to the proposed highway accesses and recommends that the following planning conditions and informatives be included on any permission granted.

Condition(s)

(A condition that the Newlands Avenue access be for pedestrian and cycle use and during emergencies only).

Reason: HR1 The above condition(s) is/are required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

Policy: PPG13, MV6.

Informative(s)

HInf3 Design standards for the layout and construction of access roads and junctions, including the provision of visibility zones, shall be in accordance with the requirements of the County Highway Authority.

HInf5 The Highway Authority has no objection to the proposed development, subject to the above conditions but, if it is the applicant's intention to offer any of the roadworks included in the application for adoption as maintainable highways, permission under the Town and Country Planning Act should not be construed as approval to the highway engineering details necessary for inclusion in an Agreement under Section 38 of the Highways Act 1980.

HInf13 The permission hereby granted shall not be construed as authority to carry out works on the highway. The applicant is advised that a licence must be obtained from the Highway Authority Local Transportation Service before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway.

HInf15 The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

HInf23 The applicant is advised that as part of the detailed design of the highway works required by the above condition(s), the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment."

Regards

Greg Devine, Transportation Development Control Officer (Woking / Guildford)

Address. Surrey County Council, Room 365, County Hall, Penrhyn Road, Kingston upon Thames, KT1 2DY

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E-mail. greg.devine@surreycc.gov.uk

From: Greg Devine [mailto:greg.devine@surreycc.gov.uk]

Sent: 26 January 2009 18:36

To: Ben Smith-Laing

Cc: Daniel.Freeland@woking.gov.uk; Lesha Chetty; Paola.Capel-Williams@woking.gov.uk; Paul Stocker; rjef@bbf-fielding.co.uk; sally.elder@elderassociates.co.uk; Steve Evans

Subject: RE: Housing Development at Moor Lane Westfield - PFI Bidders (Site Access) Info

Dear Ben, thanks for your additional morning peak hour junction modelling information. I have not been able to respond to you earlier today due to other commitments that have kept me away from my office.

However I have looked through your revised PICADY run and accept that the improved B380 / Balfour Avenue junction appears to have sufficient capacity in the 'with-development' scenario, to enable the development.

I do not think a lengthy E-dialogue will necessarily be helpful, but to briefly respond to your comments what I have asked in terms of use of recent surveys and growthing is faithful to DfT Guidance on Transport Assessment. I do not think that a travel plan will make any great difference to the amount car-use on this sort of peripheral urban extension site.

I hope that this confirmation of in-principle site access matters gives WoBC's team sufficient comfort from the county highway authority to be able to progress the project.

Regards

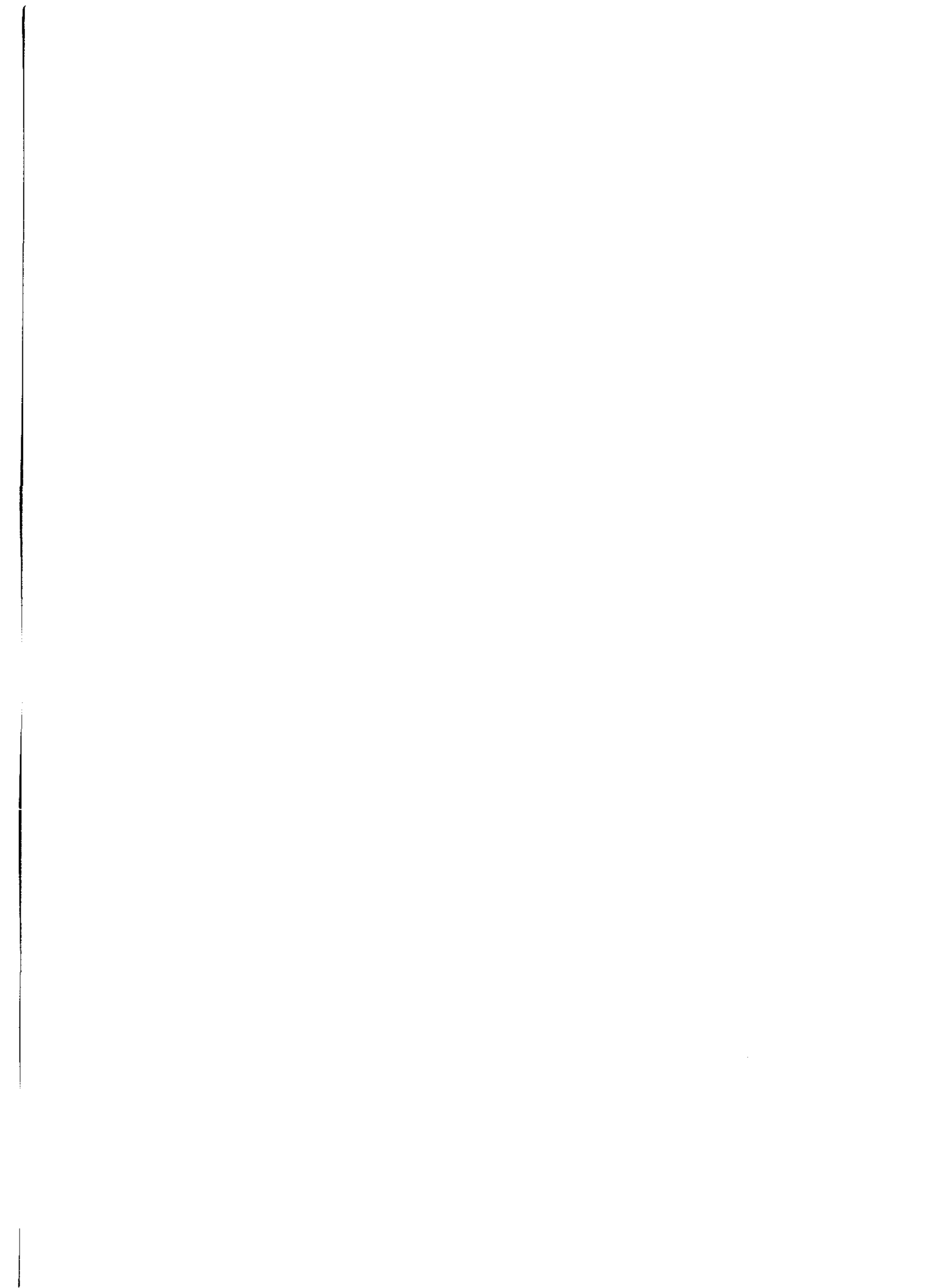
Greg Devine, Transportation Development Control Officer (Woking / Guildford)

Address. Surrey County Council, Room 365, County Hall, Penrhyn Road, Kingston upon Thames, KT1 2DY

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APPENDIX B
Link Capacity Calculations (RR67)

Reference has been made to TRL Research Report 67. Whilst this is aimed at Signalised Junctions, it contains formulae for the calculation of the capacities of individual lanes. For an unopposed single lane, the formula is:

$$S_1 = (S_0 - 140\delta_n) / (1 + 1.5 f / r)$$

$$S_0 = 2080 - 42\delta_g G + (100(w_l - 3.25))$$

where: S_0 = unopposed capacity (pcu/hr)
 δ_n = nearside lane dummy variable (= 0 for non-nearside, and 1 for nearside)
 f = Proportion of turning vehicles in lane
 r = radius of curvature of vehicle paths
 δ_g = gradient dummy variable (= 0 for downhill, and 1 for uphill entries)
 G = gradient
 w_l = lane width

The narrowest road width that would access the development is slightly more than 4.8m, giving a w_l of 2.4m

$$\begin{aligned} \therefore S_0 &= 2080 - (42 \times 0 \times 0) + (100(2.4 - 3.25)) \\ \Rightarrow S_0 &= 2080 - 0 - 85 \\ \Rightarrow S_0 &= 1995 \text{ pcu / hr} \end{aligned}$$

$$\begin{aligned} \therefore S_1 &= (1995 - 140) / (1 + 1.5(0)) \\ \Rightarrow S_1 &= 1995 - 140 \\ \Rightarrow S_1 &= \underline{1855 \text{ pcu / hr}} \end{aligned}$$

This is clearly well above any of the predicted traffic flows, so highway link capacity is clearly not an issue.