SURREY
COUNTY COUNCIL

APPLICATION NUMBER	EL/16/2217

DEVELOPMENT AFFECTING ROADS

TOWN AND COUNTRY PLANNING GENERAL DEVELOPMENT ORDER 1992

Applicant: Bonnar Allan Ltd.

Location: Land East of Weylands House Molesey Road and South of Field Common Lane

Development: Outline application for the development of a new garden village comprising up to 1,024 new residential units, community based hub and parkland, primary school, medical centre, dentists and pharmacy, local supermarket, pub/restaurant, offices, parking, nature conservation and water features, recreation, landscaping and associated facilities following demolition of existing structures (for access only)

Contact Officer	Kerry James	Consultation Date	21 July 2016	Response Date	23 September 2016

The proposed development has been considered by THE COUNTY HIGHWAY AUTHORITY who has assessed the application on safety, capacity and policy grounds and recommends the proposal be refused on the grounds that:

It has not yet been demonstrated that the transport impact of the development can be sufficiently mitigated, particularly in respect of the inadequacy of the current level of public transport provision, such that a development of this scale in this location could not be considered sustainable in transport terms contrary to the objectictives of the NPPF and Policy CS25 of the Elmbridge Core Strategy 2011.

If the Borough Council were minded to approve the application, this objection could be overcome if an appropriate agreement be secured before the grant of permission to provide the following:

i) A commitment to provide a half hourly bus service to directly serve the site for a minimum period of 10 years or until full occupation plus 3 years, whichever is the longest (to ensure that the service has sufficient time to become comercially viable). The service shall operate 7 days per week from 6.00am to 11.00pm providing links to Hersham, Walton and Kingston.

ii) Upgrade of Hersham rail station to include canopy extensions on the platforms, improvements to the station building, station forecourt and provision of lifts to ensure access for all users (details to be agreed by SWT).

iii) Provision of covered, secure cycling storage facilities adjacent to Hersham rail station to accommodate demand.

iv) A financial contribution towards improved local cycle and pedestrian infrastructure.

Should such an agreement be secured then Surrey County Council as County Highway Authority would not wish to object to the application subject to the following conditions being placed on the planning permission:

1. New Access/Modified Access

The development hereby approved shall not be first occupied unless and until the proposed vehicular accesses to Molesey Road and Fieldcommon Lane have been constructed and provided with visibility zones in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and thereafter the visibility zones shall be kept permanently clear of any obstruction over 1.05m high.

2. Local Highway Improvements

The development hereby approved shall not be first occupied unless and until the following improvements

i) The widening of the section of Rydens Road between Holly Avenue and the junction with Molesey Road;

ii) Pedestrian / cycle crossing improvement to the A244 / Molesey Road junction (the Barley Mow Roundabout);

iii) Cycleway and Footway improvements on Walton Road from the junction with Weston Avenue (near the junction with Weston Avenue) and along Molesey Road past the site down to Hersham Station, including the provision of a Toucan Crossing to the north of Hersham station;

iv) The extension of the 30mph speed limit along Molesey Road to a point in the vicinity of Pool Road.

v) The relocation of the existing westbound bus stop on Fieldcommon Lane further north east prior to the junction of Oakbank Avenue

vi) The upgrade of both bus stops on Fieldcommon Lane to provide shelters, kerbing, poles, flags, RTPI, lighting and any necessary accommodation works.

vii) The relocation of the existing southbound bus stop on Molesey Road further south towards the secondary site access (opposite the existing northbound stop)

viii) The upgrade of both bus stops on Molesey Road to provide shelters, kerbing, poles, flags, RTPI, lighting and any necessary accommodation works.

ix) Provision of 2m footway along the site side of Fieldcommon Lane to be dedicated as public highway.

have been constructed in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

3. Restriction on Location of Access

(a) The development hereby approved shall not be first occupied unless and until existing vehicular access from the site to Fieldcommon Lane has been permanently closed and any kerbs, verge, footway, fully reinstated.

4. Parking & Turning/Retention of Parking & Turning

(a) The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for vehicles to be parked and for the loading and unloading of number vehicles and for vehicles to turn so that they may enter and leave the site in forward gear. Thereafter the parking, loading and unloading, and turning areas shall be retained and maintained for their designated purposes.

5. Internal Bus Route

The development hereby approved shall not be first occupied unless and until a suitable internal road layout (to include any necessary parking restrictions) has been provided to enable a bus route to penetrate the site and provision of appropriate bus stop and waiting facilities in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

6. Construction Transport Management Plan

No development shall commence until a Construction Transport Management Plan, to include details of :

(a) parking for vehicles of site personnel, operatives and visitors
(b) loading and unloading of plant and materials
(c) storage of plant and materials
(d) programme of works (including measures for traffic management)
(e) provision of boundary hoarding behind any visibility zones
(f) HGV deliveries and hours of operation
(g) vehicle routing
(h) measures to prevent the deposit of materials on the highway
(i) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused
(j) on-site turning for construction vehicles

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

7. Provision for Sustainable Modes

The development hereby approved shall not be first occupied unless and until the following facilities have been provided in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for:

(a) The secure parking of bicycles within the development site.

and thereafter the said approved facilities shall be provided, retained and maintained to the satisfaction of the Local Planning Authority.

8. Travel Plan General

(a) Prior to the commencement of the development a site wideTravel Plan shall be submitted for the written approval of the Local Planning Authority in accordance with the sustainable development aims and objectives of the National Planning Policy Framework, Surrey County Council's "Travel Plans Good Practice Guide", and in general accordance with the 'Travel Plan Framework' document V5.0 dated August 2016.

And then the approved Travel Plan shall be implemented before the developments first occupation and for each and every subsequent occupation of the development, thereafter maintain and develop the Travel Plan to the satisfaction of the Local Planning Authority.

REASONS AND POLICY

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. As set out in the policies contained within NPPF, Policy DM7 of the Elmbridge Local Plan April 2015 and CS25 of the Elmbridge Core Strategy.

HR2 The above condition(s)is/are required in recognition of Section 4 "Promoting Sustainable Transport " in the National Planning Policy Framework 2012.

HIGHWAY INFORMATIVE NOTES

HInf1 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.

HInf2 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. Further details about the post-planning adoption of roads may be obtained from the Transportation Development Planning Division of Surrey County Council.

HInf3 Details of the highway requirements necessary for inclusion in any application seeking approval of reserved matters may be obtained from the Transportation Development Planning Division of Surrey County Council.

HInf4 The applicant is advised that an area of land within the curtilage of the application site may be required for future highway purposes, details of which may be obtained from the Transportation Development Control Division of Surrey County Council.

H(Inf)5 - Other Works to the Highway

The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a permit and an application will need to submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme. The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice.

HInf6 When a temporary access is approved or an access is to be closed as a condition of planning permission an agreement with, or licence issued by, the Highway Authority Local Highways Service will require that the redundant dropped kerb be raised and any verge or footway crossing be reinstated to conform with the existing adjoining surfaces at the developers expense.

HInf7 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).

HInf8 When access is required to be 'completed' before any other operations, the Highway Authority may agree that surface course material and in some cases edge restraint may be deferred until construction of the development is complete, provided all reasonable care is taken to protect public safety.

HInf9 A pedestrian inter-visibility splay of 2m by 2m shall be provided on each side of the access, the depth measured from the back of the footway and the widths outwards from the edges of the access. No fence, wall or other obstruction to visibility between 0.6m and 2m in height above ground level shall be erected within the area of such splays.

HInf10 The developer 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.

Notes to Planner

Sustainability and Accessibility

The site is reasonably well located to take advantage of local facilities, including Hersham, Walton on Thames, and Esher town centres, Walton Community Hospital, a range of schools (including, Walton Oak School, Cranmere Primary School, Rydens school, and Esher College), and the employment opportunities at Weylands Industrial Estate and the River Mole Business park.

Currently 3 bus services pass the development site, including route numbers 461, 514 and 564, jointly providing access to a range of local destinations including Hersham, Addlestone, Weybridge, Walton, Hampton Court, Thames Ditton, Surbiton and Kingston. But there is no guarantee that these services will continue to operate unchanged over the coming years and certainly not during the liftetime of the development. It is therefore imperative that the developer support these services to ensure that the development site can remain accessible by public transport and not become reliant on the private car. The cost of providing the half hourly bus service is expected to be approximately £3.6 milliion but this does not take account of revenue or subsidies made by SCC. Further work needs to be undertaken by the applicant with SCC to establish what the true costs would be to ensure that the service can become comercially viable.

Hersham Station is located approximately 500m to the south of the development site, offering frequent services to London Waterloo via Woking.

In addition, the development proposals include a Convenience Store, Pub/restaurant, a Primary School, a GP Surgery/dentist and an element of employment, which will reduce the need for travel over distances which encourage the use of the private car.

Transport Study Network

The study network covered by the Transport Assessment included 17 key junctions around the local highway network, from Walton Road / Terrace Road (to the northwest) to Bridge Road / Hampton Court Way (to the northeast), down to Rydens Road / Hersham Road (to the southwest) and the Barley Mow Roundabout (to the southeast).

Personal Injury Accident Data

The study assessed the last three years personal injury accident data, covering the period 01/01/2013 to 31/03/2016, covering the study network outlined above.

Over this period of time a total of 210 accidents were recorded, including 1 fatality, 24 serious accidents, and 185 involving minor injuries. This is not an unexpected volume of accidents when you consider the number of junctions covered by the study network and the 3 year period of assessment.

The transport assessment does not highlight any repetitive patterns which would suggest significant design issues around the study highway network. However, the results do suggest that a significant number of accidents resulting in injuries to pedal cyclists (85 injuries or approximately 40% of all the accidents recorded).

On the basis, the need for improved safety for cyclists has been considered during the agreement of mitigation measures.

Peak Period Development Trip Generation

The development's predicted vehicular traffic generation, including an allowance for pass-by and internally generated trips, is summarised in the following table, which appears as Table 7.5 within the supporting Transport Assessment.

Summary of Predicted Peak Period Vehicular Trips

Landuse	Size	AM Peak (8:00 – 9:00)		PM Peak (17:00 – 18:00)	
		Arrivals	Departures	Arrivals	Departures
Housing	1000 Units	106	323	276	150
Convenience Store	706sqm	13	13	16	16
Pub / Restaurant	1347sqm	0	0	24	18
Primary School	574 Pupils	75	55	3	7
GP Surgery / Dentist	1486sqm	59	31	23	37
Country Park	30 Hect.	2	1	7	11
Offices above Shops	1191sqm	16	2	2	15
Total		271	425	351	254

From the above table, it can be seen, that the development is predicted to generate approximately 700 vehicular movements during the AM peak period and approximately 600 vehicular movements during the PM peak period. This represents a potential increase in traffic movements on the adjacent section of Molesey Road of approximately 35% and 27% during the weekday AM and PM peak hours respectively.

The development's predicted peak period multi-model trip generation, is summarised in the following table, which appears as Table 7.8 within the supporting Transport Assessment.

Summary of Predicted Peak Period Multi-model Trips

Landuse	Walking		Cycling		Public Transport	
	AM	PM	AM	PM	AM	PM
Housing	143	88	27	18	62	31
Convenience Store	141	117	12	3	1	2
Pub / Restaurant	0	14	0	0	0	1
GP Surgery / Dentist	39	23	2	2	7	2
Total	323	242	41	23	70	36

From the above table, it can be seen, that beyond the use of a motor vehicle, the greatest number of peak period trips will be on foot, predicted to be approximately 323 movements during the AM peak and 242 during the PM peak. The developments public transport demand is likely to peak at 70 trips between 8:00 – 9:00, with a further 41 cycle movements over the same period.

Assessment and Key Junctions

The junction capacity assessment provided within the Transport Assessment, include an allowance for an 8% increase in background traffic volumes to allow for traffic growth up to the predicted development completion year of 2019, and local committed development, including:

i) The potential increase in activity at the Weylands waste management site;
ii) The redevelopment of the Rydens School to provide a replacement school and 300 dwellings; and
iii) The Hampton Court Station developments, providing 51 dwellings, a 61 room care home, hotel restaurant and office space.

The distribution of the developments traffic has been based on the proportion of existing movements at the residential development accessed via Fieldcommon Lane, just to the north of the development site.

Although the developments weekday traffic generation is predicted to peak at approximately 700 movements (including 425 departure and 271 arrival movements) during the weekday AM peak, this is disbursed near evenly across the adjacent highway network, between Rydens Road, and Molesey Road to the north and south.

As a result, the developments impact to the north of the development is less marked, with generally the key junctions being those to the south and west, as summarised below.

The Proposed Site Access Junctions.

Primary - A new roundabout (compact cycle friendly design) at the junction of Molesey Road / Rydens Road.
Secondary - A new priority junction onto Molesey Road to the south of the Primary Access.

Both access junctions are predicted to operate well within capacity, with a maximum Ratio of Flow to Capacity (RFC) of 0.80 during the AM peak period.

Local Highway Junctions Predicted to Experience the Greatest Traffic Impact

Junction 2 - Hersham Station Arch – The capacity analysis indicates that currently this junction is operating within capacity during the traditional weekday peak hours, with a maximum degree of saturation of 66% and a mean maximum average queue length of 15 vehicles during the AM peak hour. It is recognised that this junction can produce queue in excess of 15 vehicles (usually when a busy train arrives at the station increasing local on-street pick-up activity). However, this figure is the mean average maximum queue length, with actual peak period queue lengths varying between say 10 and 20 vehicles, and the majority of vehicles clearing the junction within two cycles of the traffic signals.

The introduction of the background traffic growth, and committed development flows, increases the maximum degree of saturation to 74% with a corresponding average maximum queue length of 17 vehicles.

With the development in full occupation, the maximum degree of saturation is predicted to rise to 86% with the resultant average maximum queue length increasing to 22 vehicles. Although the development is predicted to increase the maximum degree of saturation by approximately 12% (based on the results of the 2019 design year) and the average maximum queue length by 5 vehicles, the junction is predicted to continue to operate under capacity and does not exceed 90% (degree of saturation) during either peak hour.

Consideration was given to widening this junction to enable two way traffic, this would involve significant modifications to the rail bridge. A feasibility study has been completed concluding that the cost of such works would be well in excess of £10 million and require approvals from Network Rail and extensive statutory services work that may not be possible to achieve.

Junction 3 - The Barley Mow Roundabout – This junction is currently operating close to capacity, and when the allowance for committed development and background traffic growth is added it would be over capacity. Two post development improvement options were considered, one which may bring the junction back to capacity and the other based on improved pedestrian and cyclist safety.

As the local highway network experiences a high proportion of road collisions involving cyclists and as it was felt that the proposed capacity improvements would not deliver all of the capacity suggested by the junction analysis, the preferred option was to improve cycle safety with the provision of a toucan crossing on Queensway South (just to the west of the junction). The

following table sets out the predicted change in capacity suggest by the supporting capacity analysis.

Approach	AM Peak Hour		PM Peak Hour	
	Base + Growth + Committed Development	With the Drake Park Development	Base + Growth + Committed Development	With the Drake Park Development
Esher Road	1.20	1.24	1.05	1.12
Molesey Road (S)	0.71	0.75	1.11	1.18
Queensway South	0.82	1.01	0.73	0.90
Molesey Road (N)	1.01	1.14	0.74	0.82

2019 Development Impact Summary – Expressed as Ratio of Flow to Capacity

Junction 4 - Rydens Road / Hersham Road (The Halfway Junction) – This junction is currently operating over capacity, and is not proposed to be improved due to limited land availability.

Junction 9 - Molesey Road / Rosemary Avenue – The development is predicted to reduce the available capacity at this junction by approximately 30%, however, the junction does remain within capacity with a maximum RFC of 0.93 (mean maximum queue of 6 vehicles) predicted during the PM peak period.

Junction 13 - Walton Road / Bridge Road / Esher Road –This junction is currently operating at capacity. Making allowance committed development increases demand by approximately 10%. The introduction of the development traffic will worsen this situation, but this is only predicted to be by an additional of 8 to 10% over that resulting from back ground traffic growth and locally committed development.

Mitigation Measures

In order to mitigate the developments impact the following highway / transport related measures have been agreed with the applicant:

i) A new access roundabout onto Molesey Road at the junction with Rydens Road, taking the form of a compact roundabout, to reduce the risk of conflict with pedal cyclists;

ii) A secondary access onto Molesey Road, taking the form of a ghosted right turn priority junction, and including refuge islands and uncontrolled pedestrian crossing points on all three approaches;

iii) The widening of the final (less developed) section of Rydens Road, to reduce the risk of conflict with passing heavy goods vehicles on these narrower sections of the road;

iv) Pedestrian / cycle crossing improvements on the Queens Way approach to the Barley Mow Roundabout;

v) Cycleway and Footway improvements on the Walton Road (near the junction with Weston Avenue) and along Molesey Road down to Hersham Station, including the provision of a Toucan Crossing a short distance to the north of the station;

vi) The extension of the 30mph speed limit along Molesey Road to a point in the vicinity of Pool Road, in order to improve the highway conditions for non-motorised road users in

an area which will experience increases in vehicular, cycle and pedestrian traffic as a result of the proposed development;

vii) The provision of a new Toucan Crossing and related cycle path improvements on Molesey Road. Improved cycle parking at Hersham Station, increasing the overall provision to a minimum of 100 cycle spaces.

viii) The provision of a Travel Plan to promote the use of alternative methods of transport to the private car.

ix) The construction of a new lift and ticket office, along with platform and forecourt improvements at Hersham Station.

x) The provision of a bus service.

However, the details relating to the bus provision, rail station and financial contribution to wider cycle and pedestrian improvements have not yet been agreed. It is important to understand how these improvements will be secured through the planning process, when they will be delivered and what the associated costs would be. And there is no draft S106 so it is for these reasons that we cannot support the application. However,if these details could be agreed, Surrey County Council would no longer object to the proposed development, either on grounds of transport impact or highway safety.