

**P/15/0014/FP**

**HILL HEAD**

HOMES & COMMUNITIES  
AGENCY

AGENT: CARTER JONAS LLP

CONSTRUCTION OF A SIGNALISED JUNCTION AND FORMATION OF A NEW ACCESS ONTO STUBBINGTON LANE, NEW ACCESS ARRANGEMENTS TO ROSS HOUSE AND ALL ASSOCIATED WORKS.

LAND AT STUBBINGTON LANE, DAEDALUS WATERFRONT STUBBINGTON LANE  
FAREHAM HAMPSHIRE PO13 9YA

***Report By***

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***Amendments***

Amended plans were received from the applicant on 11th February 2015.

The amended plans seek to realign the northbound carriageway of Stubbington Lane to the west and retain the southbound carriageway and the grass verge forward of Ross House in its current alignment.

***Introduction***

This application is presented to the Planning Committee at the request of the Councillor Knight.

***Site Description***

The application site is along Stubbington Lane at the south western corner of the Daedalus airfield. The site is generally flat and consists of the existing north - south running highway of Stubbington Lane plus the land either side. To the east is a grass verge forward of the western airfield boundary and forward of Ross House. This grass verge tapers to the north and south as Stubbington Lane bends slightly around the edge of the airfield and Ross House.

Due west of the site is a small paddock used for the grazing of horses before the land falls quite steeply to the beach side car park and snack hut.

***Description of Proposal***

The application seeks full planning permission for the construction of a new signal controlled junction along Stubbington Lane with an access onto the Lane from Daedalus and the proposed Waterfront development. The proposal will create a new "T" junction arrangement out of Daedalus which will be under traffic signal control. The proposal requires the widening of the northbound carriageway to provide for a dedicated right hand turn lane into Daedalus plus crossing refuge locations to allow pedestrians and cyclists to cross the road to the western side of Stubbington Lane.

The proposed junction will connect to a new east - west spine road through the site from the existing Broom Way junction by the Innovation Centre and CEMAST. The spine road itself is the subject of a separate planning application, outside of the Fareham Borough boundary, under consideration by Gosport Borough Council.

***Policies***

The following guidance and policies apply to this application:

National Planning Policy Framework (NPPF)  
Planning Practice Guidance (PPG)

**Approved Fareham Borough Core Strategy**

CS1 - Employment Provision  
CS5 - Transport Strategy and Infrastructure  
CS6 - The Development Strategy  
CS11 - Development in Portchester, Stubbington and Hill Head  
CS12 - Daedalus Airfield Strategic Development Allocation  
CS17 - High Quality Design  
CS22 - Development in Strategic Gaps

**Development Sites and Policies**

DPS1 - Sustainable Development  
DSP2 - Design  
DSP3 - Environmental Impact  
DSP4 - Impact on Living Conditions

***Relevant Planning History***

The following planning history is relevant:

<b><u>P/11/0436/OA</u></b>	<b>USE OF AIRFIELD FOR EMPLOYMENT BASED DEVELOPMENT (UP TO 50202 SQ.M OF FLOOR SPACE) IN NEW AND EXISTING BUILDINGS (USE CLASSES B1, B2 &amp; B8) WITH INCREMENTAL DEMOLITION TOGETHER WITH CLUBHOUSE (CLASS D2) VEHICLE ACCESS, ALLOTMENTS, OPEN SPACE AND LANDSCAPING.</b> APPROVE                      20/12/2013
<b><u>P/13/0194/FP</u></b>	<b>NEW VEHICULAR AND PEDESTRIAN ACCESS FROM BROOM WAY INCLUDING ALTERATIONS TO EXISTING JUNCTION AND CONSTRUCTION OF INTERNAL ACCESS ROAD AND ASSOCIATED DRAINAGE WORKS</b> APPROVE                      03/06/2013
<b><u>N/15/0001</u></b>	<b>CONSTRUCTION OF SECTION OF EAST-WEST ROAD TO INCLUDE PEDESTRIAN AND CYCLE PATHWAYS</b>

***Representations***

Seventy Letters received expressing objection on the following grounds:

- Ross House residents have had frequent meetings with the land owner to move our entrance gates. It was never proposed that we would lose our grass area in front of Ross House to make three traffic lanes
- Traffic noise to Ross House residents with traffic being much closer to the boundary
- Environmental problems with the Ross House front garden from traffic pollution
- Loss of privacy for the ground floor flats
- Ross House residents were also led to believe that HGV's would be encouraged to use the

Broom Way entrance to Daedalus rather than Stubbington Lane.

- This will result in traffic queues on all arms of the junction creating noise pollution by slowing vehicles, waiting vehicles and accelerating vehicles.
- Increase in exhaust fumes
- Estimated traffic queues have not been included in the proposal. Long queues especially in the summer could cause disruption to Ross House residents
- The Ross House access results in the demolition of the bin store.
- The swept path analysis is for a 12m long fixed wheelbase truck. There are often articulated, 16.5m long, vehicles on Stubbington Lane. These do not appear to have been allowed for. Will they be banned from turning at the junction?
- This will significantly increase the volume of traffic and the number of lorries that use this road to and from Gosport. This will have an adverse affect on the quality of village life
- This will encourage and attract a dangerous increase in HGV traffic through residential Stubbington and Hill Head.
- Stubbington Lane serves as a main crossing point for pupils attending local schools and increasing traffic will put young lives at risk.
- The proposed bypass and Newgate Lane works is to ease the traffic problems. This seems a sure way to increase the problems.
- This will add to the peak time traffic queue at the village roundabout.
- I already queue for up to 10 minutes to exit my road onto Stubbington Lane
- We all know that there will eventually be housing on Daedalus and to have so much traffic pouring onto Stubbington Lane will make the village impassable
- Firstly wait for the Newgate Lane improvements to be finished and then review its benefits and whether this additional option is necessary
- This junction and spine road will create a "rat run" during busy times of the day
- There are already two major entrances into Daedalus. This proposed entrance is surplus to requirements.
- Traffic already backs up from Stubbington Village to Seamead
- Stubbington Lane is a residential road, not an access point for developments on Daedalus
- The residents should not have to suffer additional traffic because of poor planning of the infrastructure.
- Traffic lights will slow and stop traffic adding to overall congestion
- The entire character of the area will be ruined
- This access did not form part of the Council's presentations concerning the future of Daedalus site nor the presentations on the Newgate Lane works or proposed bypass
- Crofton Avenue already suffers from (i) HGV vehicle problems - drivers attempt to negotiate the turns out of Crofton Avenue into Monks Hill and (ii) car and van drivers use these roads as a 'short cut' (and endanger pedestrians on Monk Hill and the Salterns) through to the west of Lee-on-the-Solent thereby avoiding the long traffic queues caused by heavy traffic from Gosport traveling west on the A27.
- The roads are sufficiently narrow to cause major problems for public transport and emergency services. Picture a 10 wheel artic trying to get down this route - I would earnestly suggest you think again.
- This will create a rat-run through Titchfield Haven negatively impacting upon biodiversity
- A junction designed for use by heavy goods vehicles will reduce safety for children who cycle to school or play in the area
- This will also discourage the sustainable use of public transport
- The proposed entry is too close to the runway for safety and would create stationary traffic queues on Stubbington Lane across the end of the runway. The 1974 overshoot across the road should be remembered

## **Consultations**

Director of Planning & Development (Highways): No objection in principle

Hampshire County Council (Highways): No objection subject to conditions.

The western section of the spine road (within Gosport Borough) will serve the proposed residential units. The western section has been designed to deter its use as a through route and as a means of vehicular access to the non-residential uses within the Waterfront development thereby seeking to reduce the traffic impact on Stubbington Lane.

The geometry of the layout has been designed in accordance with the Design Manual for Roads and Bridges (DMRB) TD50/04 "The Geometric Layout of Signal Controlled Junctions and Signalised Roundabouts".

The modelling confirms that the proposed design, on a cycle time of 90 seconds and assuming cyclic appearance of all-red to traffic pedestrian crossing stage will operate in both the weekday morning and evening peak hours with spare capacity of 30 and 16 percent respectively.

The outline permission for Daedalus has not yet been implemented and the Section 106 planning agreement with the Highway Authority has not taken effect. The full planning application submitted for Ross House access would, if granted, permit the access to be constructed without the obligations (vehicle caps etc.) contained within the Section 106 planning agreement being enforceable. On that basis a Section 106 should be entered into with the Homes and Communities Agency to secure those same obligations pertinent to this application from the outline agreement.

Hampshire County Council (Archaeology): No objection

Gosport Borough Council: No response at the time of drafting the report

### ***Planning Considerations - Key Issues***

The key planning considerations are:

- The planning history and the principle of a junction in this location
- Traffic impact on Stubbington Lane
- HGV movements
- Relationship to other road improvements
- Residential Amenity
- Other matters

### **THE PLANNING HISTORY AND THE PRINCIPLE OF A JUNCTION IN THIS LOCATION**

Core Strategy policy CS12 allocates the former Daedalus airfield for strategic employment development. This economic development was permitted by the outline planning permission P/11/0436/OA.

The principle of a signal controlled junction was always part of the outline planning permission proposals. The Outline application was considered by the Planning committee in March 2012. The consultation advice to the Planning Committee from the Highway Authority with specific reference to this junction was:

"A new site access junction at the western end of the Waterfront development is proposed onto Marine Parade East/Stubbington Lane. This junction is intended to provide local

access between the residential and mixed use elements of the development and the village of Stubbington. It is not intended as a western access route for traffic to and from the commercial parts of the site. Thus in geometric design terms the junction should seek only to accommodate service access for waste collection vehicles and pantechnicons and have the potential to accommodate local buses.

The junction should not be designed to appear as a significant point of entry to commercial parts of the site. Moreover, the signal controls of the junction, together with its geometric design should be used to facilitate pedestrian and cycle movements through the junction and manage demand for use of Marine Parade and Stubbington Lane as a traffic route from the site and the eastern part of the Gosport peninsula"

The Transport Assessment (TA) in support of the outline application also set out that "The preferred proposal for access to Stubbington Lane is to construct a new access immediately to the north of Ross House. This is proposed as a traffic signal junction with pedestrian stages. This access would link to a new access route running on the southern edge of the airfield land moving into the Waterfront area just east of Ross House Park" (para 5.2.4).

The supporting Planning, Design and Access Statement, for this application sets out that the proposal has been designed "...to serve the requirements of the future mixed-use development in the Waterfront area" (para 1.3) which is clearly consistent with the outline permission documents.

An access at this point onto Stubbington Lane was approved in principle under the outline permission. Additionally, through a S106 planning agreement, there is a limit that not more than 200 vehicles (two-way) per morning peak hour (8-9am) can use the Ross House junction. This is to be counted by an automatic traffic counter (also to be sited at the other sensitive accesses, for the same reason) with the results averaged over a number of days. The Homes and Communities Agency (or subsequent land owner) would have to carry out measures to bring this average down to the specified 200vph.

For the purposes of this application, the applicant has submitted a Transport Assessment (TA) that updates the outline permission TA with the capacity modelling of the junction revised and updated to allow for any increase in base traffic flows.

The detailed design of the junction has altered slightly since the 'in principle' layout was agreed for the outline planning permission Section 106 agreement. The initial model assumed a minimal junction footprint with single lanes on each approach. The Intelligent Transport System (ITS) team at the County Council has since requested a short dedicated right turn lane on the northbound carriageway of Stubbington Lane in order to safeguard the future operation of the junction in the event of an increase in this type of movement.

#### TRAFFIC IMPACT ON STUBBINGTON LANE:

A number of representations have expressed concern at the additional traffic onto Stubbington Lane that this proposal will generate. It is accepted, through the grant of the outline planning permission, that the re-development of the Daedalus airfield will generate additional traffic onto the local road network. In fact the Officer report to Committee for the outline application acknowledged this very point.

The TA for the outline application modelled the new junction and the results of the model confirmed that the traffic signal layout was adequate to accommodate the forecast flows

without leading to undue queuing or delays on any of the approaches. In particular, the outline TA concluded, that "...the queues on the new access road are predicted to be minimal even at the busiest times of the day indicating that any increased traffic noise on the adjoining property will be modest. Queues on the main road (Stubbington Lane) are predicted to be in the range of 70-140m and shown to discharge in the available green time of each of the cycle signal".

The design flows for the traffic signal junction as now proposed were extracted from the outline TA. For sensitivity purposes the traffic flows were increased to reflect background traffic growth from when the outline TA flows were obtained.

The supporting TA for this application now reaffirms that a traffic signal controlled junction can be achieved and that the "...junction will operate satisfactorily during the AM and PM peak periods".

#### HGV MOVEMENTS:

Third party letters object to the proposal on the basis that there would be an increase in HGV activity through this access onto Stubbington Lane.

The Transport Assessment for the outline permission sets out that the Broom Way access will be the primary access point for HGV access. "Other junctions...at Ross House are restricted in size and are therefore unsuitable for HGV access (although these junctions are able to accommodate operational vehicles such as refuse trucks)".

This continues to be the case with the now detailed design for the junction. It is noted that, whilst the eastern section of the link road is 7.3 metres wide, there is to be a pinched section of 4.8 metres west of the western roundabout with the section west of this being 5.5 metres wide. This length of road, however, is not part of this application and is to be considered by Gosport Borough Council as the determining Local Planning Authority.

The submitted drawings do include a tracked drawing of a 12 metre long fixed wheelbase vehicle negotiating the junction, however this reflects the need for a refuse lorry and the local public transport being able to negotiate the junction.

The outline planning permission also provides, through the Section 106, for lorry routeing restrictions to cover all construction vehicles and delivery and servicing vehicles entering or leaving the development through the Broom Way access (Schedule 6). The Homes and Communities Agency (or subsequent land owner) must also submit details of the permanent traffic signs ("Lorry Routeing Signage") from and including Junction 11 of the M27 for written approval by the Highway Authority prior to commencement of the outline planning permission development.

This application is a full application and not a reserved matter submission pursuant to the outline. As such the obligations in the Section 106 would not have any effect through a stand alone permission for this junction as now designed. The County Council has confirmed that these would need to be secured through a further Section 106 agreement.

#### RELATIONSHIP TO OTHER ROAD IMPROVEMENTS:

Public comments have suggested that the proposal runs counter to the wider off site highway improvements.

As described above, the principle of a junction in this location has been approved and established previously through the outline planning application. This access was fully assessed in the TA at the time along with a significant package of off site highway works being secured to ensure that there is appropriate transport infrastructure in place to serve the Daedalus site.

As described above this access is primarily intended to serve the Waterfront area of the enterprise zone. It is part of the wider access strategy for Daedalus which aims to promote employment opportunities at Daedalus as a means of reducing out commuting from the Gosport peninsula.

## RESIDENTIAL AMENITY

It is recognised, and was done so at the outline application stage, that the wider proposals at Daedalus will lead to greater amounts of traffic on the network which in turn could lead to greater noise and pollution impacts. This was assessed as part of the EIA (Environmental Impact Assessment) as part of the outline permission. Whilst it was recognised that some increase in noise might occur, in light of the current conditions in the vicinity of the site and leading to it, the conclusion drawn for the outline permission was that any increased traffic noise is unlikely to be materially harmful.

Concerns have been raised by the residents of Ross House that the junction design as initially submitted brought the highway much closer to their homes. This particularly arose because part of junction design removed the grassed area from in front of Ross House.

Amended plans received on the 11th February moved the junction works away from the front of Ross House, which necessitates the use of the eastern edge of horse paddocks opposite to accommodate the highway works.

Air quality assessments were also undertaken as part of the outline EIA for the whole development, not just this junction. These assessments concluded that air quality would still remain well within acceptable levels.

Officers do not believe that the junction design will materially harm the residents of Ross House nor those properties along Stubbington Lane.

## OTHER MATTERS:

In terms of publicity, the application has been publicised in accordance with the Council's planning application notification policy. Given that the principle of a junction in this location is already agreed as part of the outline planning permission for the airfield this level of publicity was considered to be appropriate.

Third party comments also refer to the relationship of the junction with the end of the runway and question whether the potential for queuing traffic is a good thing to have under a flight path. Again, with reference to the outline TA, it was concluded that "Technical analysis undertaken by independent aviation specialists has confirmed that the new road and junction can be constructed with no impact on the operation or length of the runway" (para 5.2.6).

## CONCLUSION:

The proposal reflects the principles established through the outline planning permission. The modeling of the junction dictates that all three arms of the junction will operate within the highway capacity and that the design of the junction is acceptable.

The works would not cause material harm to the residents of Ross House or other properties served by Stubbington Lane.

### ***Recommendation***

Subject to the applicant/owner first entering into a planning obligation pursuant to Section 106 of the Town and Country Planning Act 1990 on terms drafted by the Solicitor to Hampshire County Council and to the satisfaction of the Solicitor to Fareham Borough Council to:

- Secure the matters relevant to the spine road in the s106 agreement dated 26th March 2013 ('The Outline s106 agreement') between the Homes and Communities Agency and Hampshire County Council including:

- the requirement for the spine road's design to include an automatic traffic counter in the vicinity of the "revised" Ross House Access;

- a traffic cap of 200 two-way vehicle movements during the am peak hour (8am-9am) consistent with the outline Section 106 agreement. There is a process identified within the outline Section 106 Agreement to ensure that if the traffic cap is exceeded measures will be required to be introduced to rectify this situation before further Waterfront development is permitted.

- Lorry routing and signage strategy to the strategic road network for construction and service/delivery vehicles consistent with the outline s106 agreement.

Then grant PERMISSION subject to conditions:

- 1) Commencement within 3 years
- 2) In accordance with approved plans
- 3) Construction Environmental Management Plan
- 4) Closure of existing Ross House Access

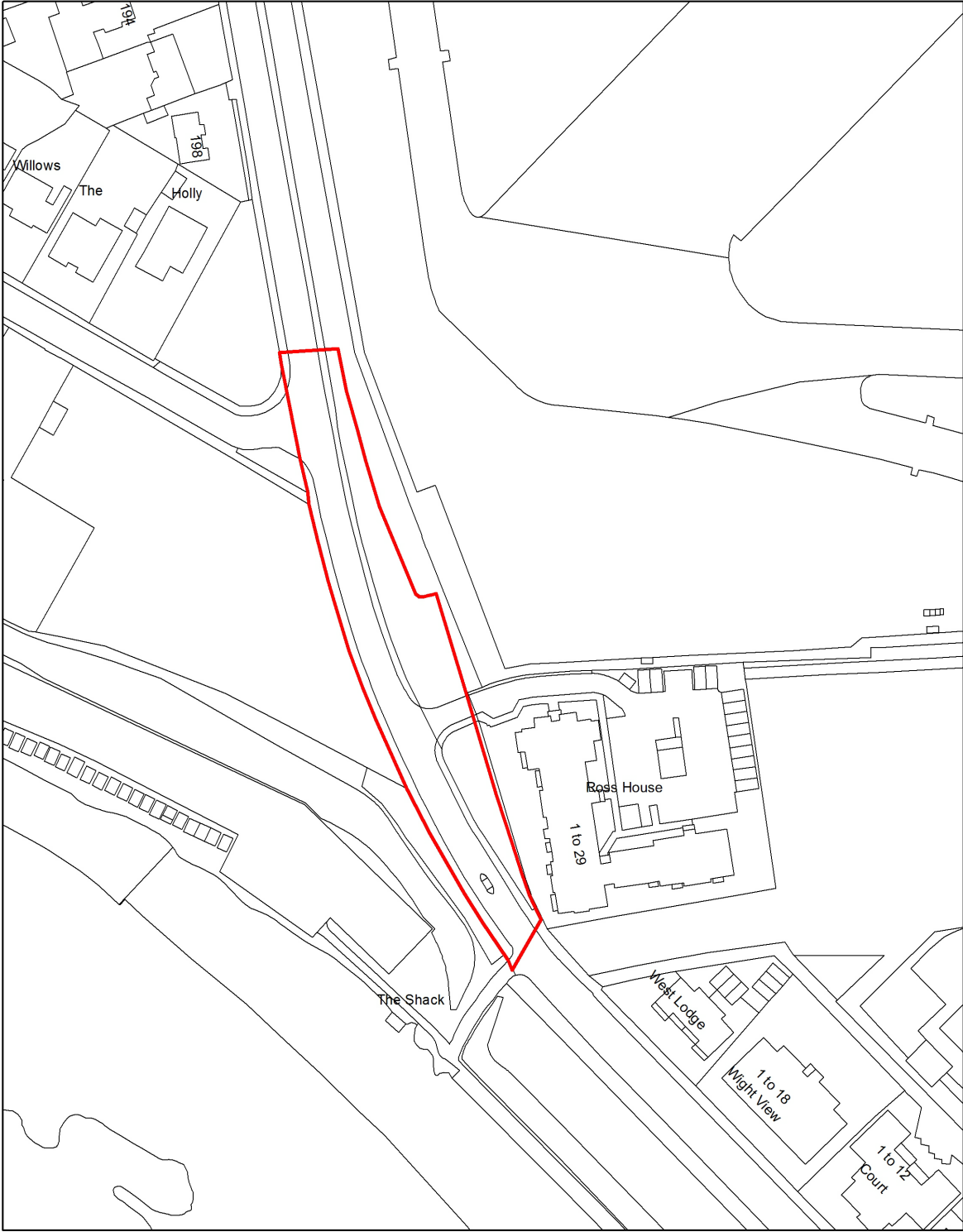
### ***Background Papers***

see "relevant planning history" section above



# FAREHAM

BOROUGH COUNCIL



Stubington Lane - Land at  
Daedalus Waterfront  
Scale 1:1,250



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