

FAREHAM

BOROUGH COUNCIL

Report to the Executive for Decision 06 January 2020

Portfolio:	Planning and Development
Subject:	Response to Transport for the South East's Consultation Draft Transport Strategy for the South East: Consultation Questionnaire
Report of:	Director of Planning and Regeneration
Corporate Priorities:	Providing Housing Choices Protect and Enhance the Environment Strong, Safe, Inclusive and Healthy Communities Maintain and Extend Prosperity Leisure Opportunities for Health and Fun Dynamic, Prudent and Progressive Council

Purpose:

To seek approval of Fareham Borough Council's response, as outlined in paragraphs 13-38 of this report, to Transport for the South East's Consultation Draft Transport Strategy for the South East.

Executive summary:

In October this year, Transport for the South East (TfSE) produced a Consultation Draft Transport Strategy for the South East. The consultation 12-week period started on the 7th October 2019 and will close on the 10th January 2020. In order to provide useful context, this report firstly explains who Transport for the South East are, and then what the purpose of the Consultation Draft Transport Strategy for the South East is. This report sets out the main elements to the consultation documentation and the Council's response to this. This report then asks that the Council submit these comments to Transport for South East through responding to their consultation questionnaire.

Recommendations:

It is recommended that the Executive approves:

- (a) the Council's response to Transport for the South East's Consultation Draft Transport Strategy for the South East Consultation Questionnaire as outlined in paragraphs 13-38 of this report; and
- (b) that the Director of Planning and Regeneration be authorised to make any necessary minor amendments following consultation with the Executive Member for Planning and Development prior to the submission to TfSE's submission deadline (10th January 2020), provided they do not change the overall direction, shape or emphasis.

Reason:

Looking at other garden villages and towns within the south-east, falling within the geographical area covered by TfSE's Consultation Draft Transport Strategy for the South East, Welborne will be the most significant singular development allocated in an adopted Local Plan. It will also deliver 6,000 homes within the time period covered by this strategy. It is vital that this site is prioritised for transport funding within this strategy. Welborne would be an excellent example of early public investment that would unlock new development (including jobs, productivity & GVA) through funding an all-moves junction. It also offers the opportunity to deliver an early exemplar of a multimodal approach for a new community through public investment in a new rail station, delivering a real step change in sustainable transport at Welborne Garden Village, in the wider locality and in the south-east.

Cost of proposals:

Officer time in responding to the consultation documentation.

Appendices: None

Background papers:

Transport for the South East (October 2019) Executive Summary - Consultation Draft Transport Strategy for the South East.

Transport for the South East (October 2019) Consultation Draft Transport Strategy for the South East.

Fareham Borough Council (Adopted June 2015) Welborne Local Plan.

Welborne Examination web-page -

https://www.fareham.gov.uk/welborne/local_plan/welbornesubmission.aspx

Network Rail (November 2017) Welborne Station Pre-GRIP Feasibility Study.

Reference papers: None

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BOROUGH COUNCIL

Executive Briefing Paper

Date:	06 January 2020
Subject:	Response to Transport for the South East's Consultation Draft Transport Strategy for the South East: Consultation Questionnaire
Briefing by:	Director of Planning and Regeneration
Portfolio:	Planning and Development

BACKGROUND

Transport Strategy for the South East: Consultation Draft

1. In October this year, Transport for the South East (TfSE) produced a Consultation Draft Transport Strategy for the South East. The 12-week consultation period started on the 7th October 2019 and will close on the 10th January 2020. In order to provide useful context, this report firstly explains who Transport for the South East are, and then what the purpose of the Consultation Draft Transport Strategy for the South East is. This report sets out the main elements to the consultation and the Council's response to this. This report then asks that the Council submit these comments to Transport for South East through answering TfSE's consultation questionnaire.

Transport for the South East (TfSE)

2. Transport for the South East (TfSE) was established in 2017 and is currently operating as a sub-national transport body in shadow form. They intend to secure full Government backing and statutory powers, and state on their website '*Statutory status would give us the ability to directly influence the government's decisions on transport issues and give us the tools we need to deliver our transport strategy.*' TfSE propose to take on the 'general functions' of a sub-national transport body, as set out in legislation. There are several additional powers also being sought relating to rail planning, highway investment programmes and construction, capital grants for public transport, bus provision, smart and integrated ticketing, and Clean Air Zones.

WHAT IS THE CONSULTATION DRAFT TRANSPORT STRATEGY FOR THE SOUTH-EAST?

Introduction

3. The strategy explains that TfSE has put in place governance arrangements that will enable the development, oversight, and delivery of the transport strategy. The Executive Summary of the strategy, states that '*Transport for the South East's mission is to grow*

the South East's economy by delivering a safe, sustainable, and integrated transport system that makes the South East more productive and competitive, improves the quality of life for all residents, and protects and enhances its natural and built environment. Its ambition is to transform the quality of transport and door-to-door journeys for the South East's residents, businesses and visitors.' The strategy explains the south-east has potential to grow in jobs, increase productivity and GVA significantly. The strategy covers a significant geographical area, from Hampshire to Kent, up until 2050. It includes 16 constituent Local Transport Bodies, including Hampshire County Council and 5 Local Enterprise Partnerships, including the Solent LEP. It geographically covers 46 district and borough authorities, including Fareham Borough Council.

Overarching Approach

4. The overarching approach of the strategy represents a shift away from a traditional one, based on planning for a future based on recent trends and forecasts, to a new approach of actively choosing a preferred future. The strategy has utilised modelling to understand how and where the transport network will see future strain. However instead of simply expanding the network where strain will be most acute, the strategy sets out how this congestion could be alleviated, by for example developing integrated land use planning policies to reduce the need to travel.

Developing Scenarios for Different Version of the Future In 2050

5. TfSE explored how different political, economic, social, technological and environmental trends might evolve to create different versions of the future in 2050. This was achieved by exploring how four future scenarios might affect the development of the South East's economy, population, and transport outcomes.
6. The four scenarios for 2050 were developed through plausible outcomes of effectively future trends, which included for instance, the rate of adoption of emerging technology, changes in attitudes towards the environment, and the development of target business and industrial sectors in the economy.
7. The outputs of the modelling derived from the four scenarios were presented to a wide range of partners, who were asked to provide their feedback and then identify elements that they felt were most plausible and desirable. The elements that were deemed to be most desirable for the future were then drawn together to build a vision of a 'preferred future' - "A Sustainable Route to Growth".

Key Features of the 'Sustainable Route to Growth'

8. The following paragraphs explain what the key features of the 'Sustainable Route to Growth' are:
 - The South East is less dependent on London and has developed successful economic hubs within its own geography, which provide high-quality, high-skilled jobs for residents. This in turn creates a future where GVA per capita is significantly higher than it is today.
 - The benefits of emerging technology have been harnessed in an equitable way to improve the accessibility of the South East area without undermining the integrity of its transport networks. This also has the effect of boosting economic growth while minimising transport's impact on the natural and built environment.
 - Concern for the environment has led to the widespread adoption of sustainable

policies and practices, including integrated land-use and transport planning, as well as targeted demand management measures including users paying for more of their mobility on a 'pay as you go' basis. This in turn provides a shift away from the private car towards more sustainable travel modes. It also reduces the need to travel (or, at least, the need to travel far) and ultimately delivers a cleaner, safer environment for residents.

9. The strategy explains that 'Sustainable Route to Growth' outputs produce strong, regionally led economic growth delivered in a more environmentally sustainable manner.

Vision Statement, Strategic Goals & Key Principles

10. From this, the strategy develops its vision statement, which is that *'By 2050, the South East of England will be a leading global region for net-zero carbon, sustainable economic growth where integrated transport, digital and energy networks have delivered a step- change in connectivity and environmental quality. A high-quality, reliable, safe and accessible transport network will offer seamless door-to-door journeys enabling our businesses to compete and trade more effectively in the global marketplace and giving our residents and visitors the highest quality of life.'* The strategy then sets out a series of strategic goals and key principles, then applies these to the following 'six journey types':

- Radial Journeys
- Orbital and Coastal Journeys
- Inter-urban Journeys
- Local Journeys
- Journeys to International Gateways and Freight Journeys
- Journeys in the Future

These are used to help identify key challenges and opportunities (or 'responses') that will be explored further through a programme of subsequent area and thematic studies.

Implementation: Priorities for Investment, Funding and Financing

11. The strategy then sets out priorities for schemes and interventions across the South East, such as highway schemes (in the short-term), railway schemes and interchanges (across all timelines), urban transit schemes and technology and innovation in transport (generally in the medium-long-term). It also mentions planning policy interventions are relatively high priority in the short term with more significant demand management policy interventions as a longer-term goal. The strategy explains that funding sources and financing arrangements are an important consideration in the development of an implementation plan for schemes and interventions identified in the strategy. The strategy states that public finance, certainly initially, is likely to remain the key source of funding for highway and railway infrastructure.

Next Steps: Revision and Approval of the Transport Strategy

12. Following consideration of all consultation feedback, TfSE state that the strategy will be revised, and a final version will be approved by the Shadow Partnership Board and published in spring 2020. It is proposed that the final Transport Strategy will be reviewed and updated every five years.

THE COUNCIL'S COMMENTS ON THE CONSULTATION QUESTIONNAIRE

13. Overall the strategy marks a positive step to recognise that transport operates at a strategic level, but also at other scales, so it is important that if the strategy is implemented it carefully balances both local and more strategic priorities. The Council has targeted its response to key areas of responsibility, such as, its role as the local planning authority (i.e. land use and transport planning).
14. The strategy explains that in order to alleviate congestion, land use and transport planning policies need to be integrated to help reduce the need to travel. Question 8. of the consultation questionnaire asks, 'How important do you feel the key features of our 'Sustainable Route to Growth' scenario are for the future of the South East?'. One of the key features is ensuring 'Land-use and transport planning are better integrated'. The Council contends it is 'very important' to integrate land use and transport planning policies. Therefore, in answer to Question 9. 'Do you have any additional comments about our approach to developing the draft Transport Strategy?' the Council would respond as set out in the following paragraphs.
15. Whilst it is very important that land-use and transport planning are better integrated, decisions have already been made to develop strategic sites long in advance of formulation of this strategy, given the nature of such development. Welborne Garden Village is a unique example of a strategic development site that has an allocation within an Adopted Local Plan, but also now has a resolution to grant, so well advanced in the planning system.
16. Looking at other garden villages and towns within the south-east, falling within the geographical area covered by TfSE's Consultation Draft Transport Strategy for the South East, Welborne will be the most significant singular development allocated in an adopted Local Plan. It will also deliver 6,000 homes within the time period covered by this strategy. It is vital that this site is prioritised for transport funding within this strategy.
17. Welborne Garden Village offers a vital opportunity for public investment in transport infrastructure to unlock access to this strategic development site through an all-moves junction 10 on the M27. It also offers the opportunity to deliver an early exemplar of a multimodal approach for a new community through public investment in a new rail station, delivering a real step change in sustainable transport in the south-east region. Furthermore, this development benefits from a well-planned masterplan, which makes provision for other sustainable modes on and linked to the site, including carefully planned bus, cycle and pedestrian routes.

Introduction to Welborne Garden Community

18. In order to provide some useful context, it is worth briefly explaining the new community at Welborne Garden Village, the strategic development site's inclusion in a bespoke adopted Local Plan, as well as the significant progress on planning applications on the site to date.
19. Welborne was awarded Garden Village status by the Government in January 2017. Welborne Garden Village is a new community of up to 6,000 homes with a district

centre and smaller village centre, with shops and community facilities, including a secondary school and up to three primary schools. It will deliver commercial, industrial, warehousing and employment space, supporting 5,700 jobs. With over 30% of the site set aside for green infrastructure, encompassing new parks, green open spaces and sports pitches that will be connected to the surrounding cycleway and pedestrian network. In relation to transport, it will need a remodelled M27 J10 to turn it into an all moves junction and works to the A32, including the creation of three highway junctions and new crossings.

Welborne Local Plan (Adopted June 2015)

20. Welborne Garden Village is now an allocation within in its own bespoke Local Plan. It has undergone robust consultation and examination, resulting in being found sound and was adopted by the Council in June 2015. In terms of transport, current policy makes provision for, amongst other infrastructure, an all-moves junction largely through Policy WEL24. Policy WEL26 looks for an excellent package of public transport measures, including a bus rapid transit system and extensions to local bus networks, as well as the safeguarding land for a new rail station.

Welborne Planning Application Resolved to Grant (October 2019)

21. An outline planning application was submitted in March 2017, and in October this year the Council's Planning Committee resolved to grant the application.

Welborne Work Already Started on Site (March 2019)

22. An application was also granted in December 2018 which have ensured that enabling works can begin on site. Works to undertake habitat management, planting and structural landscaping, as well as reprofiling have already commenced on site in March of this year.

Welborne Delivery

23. It is expected that the first homes will be delivered in 2021, the first phase will deliver 690 homes by 2024. Then the second phase will deliver a further 1,420 homes by 2029, followed by a further 1,550 homes by 2034 during the third phase. By 2039, a further 1,500 homes will be delivered, it is then envisaged that the development will be completed by 2042. The employment area is anticipated to start within phase 1 and complete by phase 4. The delivery of Welborne Garden Village falls well within the time period of TfSE's Consultation Draft Transport Strategy for the South East, 8 years before 2050.

Welborne - Current Funding Position for an All-Moves Junction 10 on the M27

24. As part of the Welborne examination, Fareham Borough Council, Hampshire County Council and Highways England explained in their Statement of Common Ground that they all agreed that providing an "all-moves" solution at Junction 10 of the M27 represents a key component of an appropriate strategic highway solution for Welborne. This was then endorsed by the Inspector and formed, as previously mentioned, policy within the now adopted Welborne Plan.
25. The infrastructure required to develop a high-quality scheme at Welborne Garden Village will be funded by the master developer, Buckland Development Limited. In addition to this £288m investment, they have pledged £20m towards the costs of the all-moves Junction 10. The upgraded M27 J10 is required to unlock the development and

will provide significant public benefits to the Solent region by improving access to the strategic road network.

26. Increased scheme costs since 2015 have created an unfunded gap of £30-40m and the development of Welborne Garden Village cannot begin until all the funding is in place. The development is not viable if the additional funding for M27 J10 is required from the developer. The development economics at Welborne are extremely challenging.

Welborne - Current Funding Position for New Rail Station

27. In November 2017 Network Rail completed a Pre-GRIP (Governance for Railway Investment Projects) Feasibility Study to investigate the feasibility of providing a new railway station at Welborne on the Eastleigh to Fareham line (also known as the Botley line). When comparing the options, it concluded that Option 4 offered the most favourable solution in terms of accessibility as it is located closest to the proposed Welborne development. It provides flexibility to the developer and allows the new station to be fully integrated with the future transport strategy for Welborne Garden Village.
28. The platform works can be accommodated within Network Rail's ownership. Land beyond the Network Rail ownership is required for the proposed station building and new infrastructure, such as parking, access road and new structures to facilitate access links to the wider road network. This land is now safeguarded as part of the resolution to grant.
29. The favoured option 4 and the one for which land at Welborne has been made available is priced at £68m-£78m. The Council are looking to work with all partners, to ensure work is progressing to make a real step change for this new development through provision of a new station.

Future Funding for Welborne

30. Given all this context, it is considered vital to target early public investment at Welborne Garden Village where significant new development will be delivered up until 2042. The strategy would be in place for five years, and therefore it is essential the Welborne development is unlocked. However, in order that the new community can flourish, and sustainable behavioural patterns can develop early in the evolution of the new community, funding for a new rail station should also be prioritised.
31. Lastly, Fareham Borough Council will be pleased to provide TfSE with any necessary evidence to help the prioritise public investment transport infrastructure for the new community at Welborne that would benefit the wider locality and the south-east.

A27 Improvements through Transforming Cities Fund (Portsmouth City Region)

32. It is important to highlight in the Council's response that the Government has announced as part of the Autumn Budget 2017, the creation of the £1.7bn Transforming Cities Fund. This aims to drive up productivity and spread prosperity through investment in public and sustainable transport in some of the largest English city regions.
33. Fareham Borough Council has been engaged with Hampshire County Council as the highway authority, along with other partners, in making a bid for the Department for Transport's (DfT) Transforming Cities Fund (TCF) for Portsmouth and South East Hampshire (Portsmouth City-Region). In June of this year, an outline business case for funding was submitted to the DfT. On 27th September 2019, Portsmouth and South East Hampshire was short-listed as one of 12 regions that could proceed to the second

stage of submitting a full business case to the DfT. This final bid was submitted on the 28th November 2019.

34. The bid is largely focused on improving rapid transit (transport) network within the region. This network comprises of dedicated busways, bus lanes on roads and where practical traffic lights for buses. The funding bid is fundamentally based around making improvements to this network, building on successful services, such as the Eclipse Bus Service. It also consists of a wider package of measures to encourage connectivity to rail services and other modes of sustainable transport (i.e. cycling and walking), as well as measures to improve the customer experience (e.g. better waiting areas, real time travel information and simple ticketing options). It is the intention that this service will link into the Welborne development in the future.
35. This is an important programme of potential infrastructure improvements, largely along the A27 in Fareham, a coastal route that the transport strategy quite rightly identifies as having multiple issues and challenges. The Council agree we need to build a consensus on a way forward, based on a multimodal approach, which seeks to reduce conflicts for users along this corridor that connects to the M27 and A259.

CONCLUSION

36. In conclusion, Welborne would be an excellent example of early public investment that would unlock new development (including jobs, productivity & GVA) through funding an all-moves junction. It also offers the opportunity to deliver an early exemplar of a multimodal approach for a new community through public investment in a new rail station, delivering a real step change in sustainable transport at Welborne Garden Village, in the wider locality and in the south-east.
37. Please note that the Council's response (in the paragraphs 13-36 above) is reiterated in answer to Question 11, where any additional evidence is asked for. This follows the response to Question 10 that the Council 'strongly agree' there is evidence which makes a strong case for continued investment in the South East's transport system.
38. Finally, Question 15 of the questionnaire asks the question 'To what extent do you agree or disagree that these are priorities which the Transport Strategy should aim to achieve?'. The Council would 'strongly agree' that 'helping our partners meet future housing, employment and regeneration needs sustainably' is a priority, particularly in relation to Welborne.

Enquiries:

For further information on this report please contact Claire Burnett, Strategic Lead for Economic Development & Regeneration. (Ext 4330)