



Land East of Newgate Lane East, Fareham

Proof of Evidence of Tim Wall (Transport)

Client: Miller Homes and Bargate Homes

APP/A1720/W/22/3299739 (P/22/0165/OA)

Date: 13 September 2022

Land East of Newgate Lane East, Fareham  
Proof of Evidence of Tim Wall (Transport)  
Client: Miller Homes and Bargate Homes

i-Transport Ref: ITB10353-025c

APP/A1720/W/22/3299739 (P/22/0165/OA)

Date: 13 September 2022

**i-Transport LLP**

Grove House  
Lutyens Close  
Chineham Court  
Basingstoke  
Hampshire  
RG24 8AG

Tel: 01256 338640

Fax: 01256 338644

[www.i-transport.co.uk](http://www.i-transport.co.uk)

**COPYRIGHT**

The contents of this document must not be copied or reproduced in whole or in part without the written consent of i-Transport LLP

## Quality Management

Report No.	Comments	Date	Author	Authorised
ITB10353-025	First Draft	08/08/2022	TW	-
ITB10353-025a	Second Draft	19/08/2022	TW	-
ITB10353-025b	Third Draft	02/09/2022	TW	-
ITB10353-025c	Issue	13/09/2022	TW	TW

File Ref: T:\Projects\10000 Series Project Numbers\10353ITB Newgate Lane, Fareham\Admin\Report and Tech Notes\025 - Proof\ITB10353-025c - Proof of Evidence.docx

## Contents

<b>SECTION 1</b>	<b>Qualifications, Experience and Scope of Evidence</b>	<b>2</b>
<b>SECTION 2</b>	<b>Baseline Conditions</b>	<b>9</b>
<b>SECTION 3</b>	<b>Site Access Strategy</b>	<b>17</b>
<b>SECTION 4</b>	<b>Site Accessibility</b>	<b>33</b>
<b>SECTION 5</b>	<b>Transport Impacts</b>	<b>39</b>
<b>SECTION 6</b>	<b>Other Matters Raised by Interested Parties</b>	<b>42</b>
<b>SECTION 7</b>	<b>Consideration against Relevant Policies</b>	<b>45</b>
<b>SECTION 8</b>	<b>Conclusion</b>	<b>48</b>

## Appendices

<b>APPENDIX A.</b>	<b>Email to PINS on Access Plans (23/08/2022)</b>
<b>APPENDIX B.</b>	<b>Extract of TRL's Junctions 10 User Guide</b>
<b>APPENDIX C.</b>	<b>Extract of FBC Local Plan Transport Assessment Addendum</b>
<b>APPENDIX D</b>	<b>Extract of HCC / FBC SoCG</b>
<b>APPENDIX E</b>	<b>Email from HCC on School Travel Plans</b>
<b>APPENDIX F</b>	<b>Email from HCC on PROW Improvements</b>
<b>APPENDIX G</b>	<b>Extracts of Access Strategy and HCC Pre-Application Submission</b>

---

## SECTION 1      **Qualifications, Experience and Scope of Evidence**

### 1.1      **Personal Qualifications and Experience**

1.1.1 My name is Tim Wall. I hold a Degree (BA) in Geography from the University of Plymouth and a Master's Degree (MSc) in Transport Planning and Engineering from the University of Southampton. I am a Member of the Chartered Institute of Highways and Transportation (MCIHT) and a Chartered Member of the Institute of Logistics and Transport (CMILT).

1.1.2 I have worked in the field of traffic engineering and transport planning for some 20 years, having previously led the Highways Development Planning Team at Hampshire County Council (HCC) before joining i-Transport LLP in mid-2014.

1.1.3 I am a Partner of i-Transport LLP (based in the Basingstoke office) with overall responsibility for delivery of transport planning services, in particular with regard to travel planning, highways, traffic and parking issues.

1.1.4 The evidence which I have prepared and provide for this Appeal is true and has been prepared and is given in accordance with the guidance of my professional institute and I confirm that the opinions expressed are my true and professional opinions.

### 1.2      **Background of Appointment**

1.2.1 i-Transport LLP was appointed by Miller Homes and Bargate Homes in 2017 to provide transport and highways advice for the Appeal Site and to support its promotion to the emerging Fareham Local Plan Review, and then later in 2021 to develop the transport elements of the Appeal Scheme which was ultimately the subject of application P/22/0165/OA.

1.2.2 i-Transport prepared and presented the following information relating to the application:

- i Access Design (CDA.5)
- ii Transport Assessment (CDA.19a-c)
- iii Framework Travel Plan (CDA.18)
- iv Supplementary technical transport submissions (CDA.30).

1.2.3 I am fully familiar with the Appeal Site and the surrounding transport network. I have visited the site and the surrounding highway and transport network on many occasions throughout my involvement with the Site during weekday highway network peak periods and at off-peak times.

### 1.3 FBC Position and Scope of Evidence

1.3.1 FBC failed to determine the application which was therefore appealed.

1.3.2 FBC subsequently considered the scheme at its Planning Committee Meeting in June 2022. The FBC Committee Report (CDC.1) considered various transportation matters, as I summarise below, leading to its decision that it would have refused the application (CDC.3).

#### Accessibility (CDC.1 - Paras 8.20 – 8.29)

1.3.3 In relation to the accessibility<sup>7</sup> of the Appeal Site, FBC concludes that, overall, the site is *"accessibly located with options for direct access to local services and facilities"*.

1.3.4 Having reviewed the Report, I summarise the FBC considerations on accessibility matters as FBC:

- i Acknowledges the Appeal Site to be immediately adjacent to the urban areas of Woodcot and Bridgemary, and on the southern side of Speedfields Park, and noting the proposed pedestrian and cycle connections to the urban area.
- ii Notes that the consented development immediately to the south was considered to be *'sustainable development in terms of the Framework'* and that accessibility was not one of the Council's objections to that scheme, unlike development west of Newgate Lane.
- iii Considered that whilst bus services on Newgate Lane are limited, more regular services at Tukes Avenue would be available to residents, who would also benefit from direct pedestrian, cycle and public transport access to services and facilities in Bridgemary and Woodcot and Speedfields Park without the need to cross Newgate Lane East.
- iv Identifies that the proposed pedestrian and cycle connections to / from the Site are focused towards the northern and southern ends of the site, which will provide reasonable accessibility to facilities located to the east. Local bus services can be accessed to the east of the site or on Newgate Lane East, immediately adjacent to the west of the site. Speedfields Park, immediately to the north, contains retail facilities, including large food retail stores.
- v Overall, FBC concluded that, the site is accessibly located with options for direct access to local services and facilities. Matters relating to off-site improvements and access to schools are to be addressed separately.

### Highway Impacts (CDC.1 - Paras 8.48 – 8.52)

- 1.3.5 In considering highway impacts (comprising access and traffic impacts) FBC essentially relied upon on the HCC consultation response (CDB.18) in forming its decision, noting that:
- i A number of comments have been raised by HCC as highway authority and would need to be addressed through the submission of additional information, including matters of traffic growth, traffic assignment, assessment of local junctions, construction stage traffic impacts and traffic emissions.
  - ii HCC has raised objection to the application as it stands, concluding the scheme is premature (in relation to the Local Plan), and that there is insufficient information to demonstrate that there would not be an unacceptable impact on highway operation or safety, contrary to Policy CS5 and Paragraphs 110/111 of the Framework.
- 1.3.6 The FBC Report does not identify any '*in principle*' issues with the proposal to access the scheme from Newgate Lane East, or the form or function of the proposed roundabout junction.
- 1.3.7 Neither does the FBC Committee Report identify any evidence of alleged 'severe' harm on network operation, or of unacceptable impacts on highway safety.

### **FBC Committee Report Update / Assessment against DSP40**

- 1.3.8 Within its Committee Report Update (CDC.2 – Section 6.4), in light of a changing housing position, FBC assessed the Appeal Scheme proposals against its Policy DSP40, noting in relation to transport elements (DSP40 parts ii) and v)) that:
- ***The site is located immediately adjacent to and well related to the existing defined urban settlement boundary of Woodcot and Bridgemary within Gosport Borough and lies immediately to the south of the Fareham Urban Settlement Boundary. Consideration of the accessibility of the site to the neighbouring settlements was set out in Section 8(c) paragraphs 8.20 – 8.29 of the Committee Report. Section 8(c) highlights that on balance the site would be sustainably located.***
  - ***The final aspect of DSP40 (v) is consideration of Traffic Implications. Matters regarding Highway Impacts have been set out in Section 8(f), paragraphs 8.48 – 8.52 of the Committee Report. The proposal includes a number of pedestrian and cycle links to surrounding developments, although impact for future school pupils regarding accessibility for catchment area schools has been raised as a concern by the Local Education Authority. Further, as set out in the Committee Report, the Highway Authority has raised objection to the proposal, and it has therefore been concluded that the proposal would conflict with this part of Policy DSP40 (v) Traffic Implications.***

### **FBC Putative RfR**

- 1.3.9 At its Planning Committee on the 15 June 2022 (CDC.3), FBC decided that, had it determined the planning application, it would have refused planning permission identifying conflict with various policies and providing fourteen parts to its putative Reason for Refusal (RfR).

***“The development would be contrary to Policies CS2, CS4, CS5, CS6, CS14, CS16, CS17, CS18, CS20 and CS22 of the Adopted Fareham Borough Core Strategy 2011, Policies DSP6, DSP13, DSP14, DSP15 and DSP40 of the Adopted Local Plan Part 2: Development Sites and Policies 2015, and paragraphs 110 and 111 of the National Planning Policy Framework 2021 and is unacceptable in that:***

.....

***i) The applicant has failed to demonstrate the development would not result in an unacceptable impact on highway operation and safety, nor that the development can be accommodated in a manner that would not cause increased danger and inconvenience to highway users, including those travelling by sustainable modes. On this basis the proposed development would result in a severe impact on the road network;***

.....

***m) In the absence of a legal agreement to secure the submission and implementation of a full Travel Plan, payment approval and monitoring fees and provision of a surety mechanism to ensure implementation of the Travel Plan, the proposed development would not make the necessary provision to ensure measures are in place to assist in reducing the dependency on the use of the private motorcar;”***

- 1.3.10 RfR part i) is the main transport element of the RfR, alleging it has not been demonstrated the scheme will not result in unacceptable and severe impacts on the highway network. The RfR alleges harm to both network operation and highway safety and forms the focus of my Evidence.

- 1.3.11 RfR part m) relates to the absence of a legal agreement to secure the Travel Plan. The Travel Plan is agreed with HCC (CDB.18 and CDL.2) and this part of the RfR will be addressed through the submission of a Unilateral Undertaking (UU) S106 Planning Obligation securing its delivery.

### **FBC Statement of Case (SoC)**

- 1.3.12 In summary terms, the FBC SoC insofar as it expresses the Council’s transport case relies heavily on the HCC position (CDB.18), and relates to:

- 1 The adequacy (in safety / operation terms) of the proposed vehicular access to Newgate Lane East and the sustainable travel connections to the Appeal Site.
- 2 The safety and attractiveness of offsite connections for cyclists to local facilities and services, including particularly cycling to education (i.e. to the Catchment Schools) and to the Bus Rapid Transit (BRT), specifically the route between the Appeal Site and the BRT Bus Stops at Henry Cort Way / Wych Lane.



- 3 The impact of the development (in operational terms) on the highway network, albeit no specific locations of alleged severe impact / harm are identified, and no evidence is presented on the level of harm it is considered would arise / be unacceptable.

### **Post Appeal Submissions**

- 1.3.13 In the time since the application was appealed, I have continued to engage with HCC in its statutory role as the local highway authority, to address the comments and concerns that were raised in its application response (CDB.18), and which led to the FBC RfR part i).
- 1.3.14 Technical information has been submitted (in the form of a Technical Note (CDA.30a Appendix I) and a Transport Assessment Addendum (TAA) (CDA.30/30a)) which I consider fully and comprehensively addresses the HCC concerns, and therefore the transport elements of the putative RfR part i).

### **Updated HCC Position and ASoTM**

- 1.3.15 HCC provided an updated response on 9 September 2022 (CDB.26) having reviewed the TAA and submissions, where HCC confirms that all technical transport matters related to the Appeal Scheme have been suitably addressed in the additional submissions, subject to agreement on and securing of the finalised mitigation package (CDL.2 - Paragraphs 1.12 / 2.3.17).
- 1.3.16 I have since reached full agreement with HCC on the detail of the transport mitigation package, which will be secured in a combination of Planning Conditions and the UU (CDL.1 – Table 1.1).
- 1.3.17 A detailed Agreed Statement on Transport Matters (ASoTM – CDL.2) has been agreed between the Appellant and HCC to set out the areas of agreement and disagreement, and which presents full details of the mitigation package considered necessary to mitigate the impact of the Scheme.
- 1.3.18 Importantly, the ASoTM confirms agreement with HCC on the following critical matters:
- a The existing transport conditions relevant to the Appeal Scheme (CDL.2 – Section 3)
  - b In relation to access to Newgate Lane East, that:
    - (i) The roundabout geometry (CDA.26) is acceptable and meets design standards (CDL.2 4.2.5)
    - (ii) Matters raised in the Road Safety Audit are suitably addressed (CDL.2 4.2.5)
    - (iii) In design and safety terms the roundabout is acceptable and would deliver safe and suitable access to the Appeal Site (CDL.2 4.2.5)

- (iv) The assessment of the projected operation of the roundabout is accurate and robust (CDL.2 – Paragraph 4.2.8) and demonstrates that the roundabout will operate within design capacity, with a Level of Service ‘A’ depicting Free Flow (CDL.2 – Paragraph 4.2.9), and that the projected operation of the roundabout in capacity terms is acceptable and that the forecast delay at the roundabout would not constitute a ‘Severe’ impact (NPPF Para 111) (CDL.2 – Para 4.2.10).
  - c The access strategy delivers safe and suitable access for non-motorised users in all directions of the site and prioritises non-motorised users, and that this is deliverable and acceptable (CDL.2 – Paragraph 4.3.1).
  - d That the Appeal Site is in an accessible location; acceptably close to public transport facilities; that the FTP is of a good standard; and that the measures identified and agreed to enhance opportunities for sustainable travel are acceptable (CDL.2 – Para 5.1.2), and as such subject to securing the identified mitigation, the Appeal Proposals suitably promote the opportunities for sustainable travel and contribute towards the delivery of improved transport infrastructure, to the benefit of users of the development and the wider community (CDL.2 – Para 5.5.6)
  - e That the traffic assessments in the TAA are accurate and appropriate to consider the Scheme (CDL.2 – Para 6.5), and that in relation to off-site impacts (CDL.2 – Para 6.7):
    - (v) The traffic assessments are acceptable and robust and consider the cumulative impacts of development in the area appropriately.
    - (vi) The traffic modelling, using industry standard software, is appropriate and ‘fit for purpose’, and that the model inputs and parameters are acceptable.
    - (vii) The results of the assessment demonstrate that the Appeal Scheme will not result in a severe residual cumulative impact on the wider transport network.
- 1.3.19 Notwithstanding agreement on all technical matters, including in relation to the design and operation of the proposed site access junction, accessibility, and transport impacts, HCC maintains an ‘*in principle*’ Policy objection to the ‘principle of access’ to Newgate Lane East.
- 1.3.20 HCC has separately written to the Inspector to outline its concerns (CDH.27), which I address in my Evidence, particularly in Section 3, and where I conclude these concerns are unfounded and should not lead to dismissal of the Appeal.

1.3.21 Importantly, FBC in its role as Local Planning Authority (LPA) has determined not to continue to defend putative RfR i) (confirmed in the Planning SoCG – CDL.1. For the avoidance of doubt, that means the LPA, having considered HCC’s advice and recommendations, including its ‘Policy’ objection, does not consider the principle of access to Newgate Lane East to be unacceptable, nor that this should lead to dismissal of the Appeal. I agree with FBC.

## 1.4 Structure of Evidence

1.4.1 My evidence is structured as follows:

- **Section 2** – Provides a short summary of the baseline conditions / considerations
- **Section 3** – Considers the site access strategy
- **Section 4** – Demonstrates the accessibility of the Appeal Site
- **Section 5** – Explains the transport impacts of the proposal
- **Section 6** – Responds to matters raised by interested parties
- **Section 7** – Assesses the scheme against relevant transport policy considerations

## SECTION 2 Baseline Conditions

2.1.1 The TA (CDA.19) provides a detailed assessment of baseline transport conditions and considerations, including in particular site description and local context (TA Section 1) and local transport network conditions (TA Section 3).

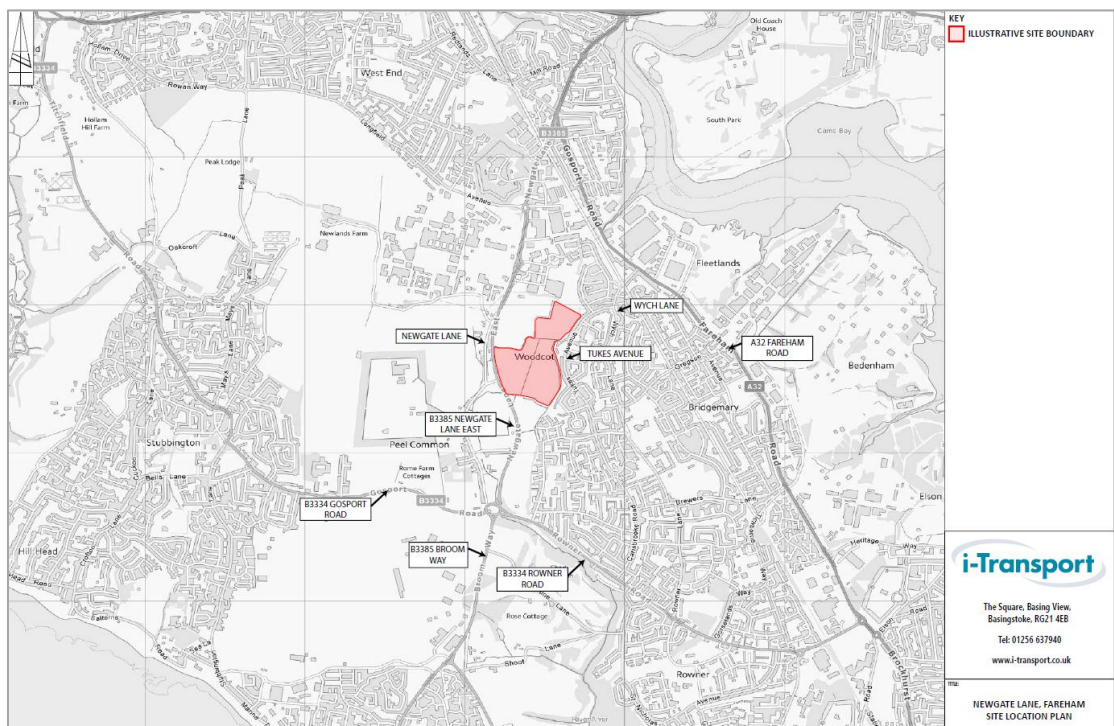
2.1.2 To provide appropriate context to my Evidence, I outline a summary of the key considerations.

### 2.2 Site Description and Local Context

2.2.1 The site is located to the south of Fareham, west of Bridgemary / Woodcot and east of Newgate Lane East (B3385). HMS Collingwood playing field is present to the northwest of the site, beyond which is Speedfields Park Commercial / Retail Park, and the approved Brookers Lane development is immediately south of the Appeal Site.

2.2.2 An extract of the site location plan is shown at **Image 2.1** and at CDA.2.

**Image 2.1: Site Location**



2.2.3 The Site directly adjoins the built up areas of Bridgemary (to the east) and Fareham (to the north), with consented development also forming the immediate southern boundary of the site.

## 2.3 Local Facilities and Services

2.3.1 At Table 5.2 of the TA (CDA.19) I present an assessment of accessibility to local facilities relevant to the Appeal Site, summarised in **Table 2.1**.

2.3.2 I consider that this demonstrates the Appeal Site to be within a highly sustainable location, within a reasonable walking distance (under 2km) and comfortable cycling distance (under 5 km) of a wide range of everyday facilities and services.

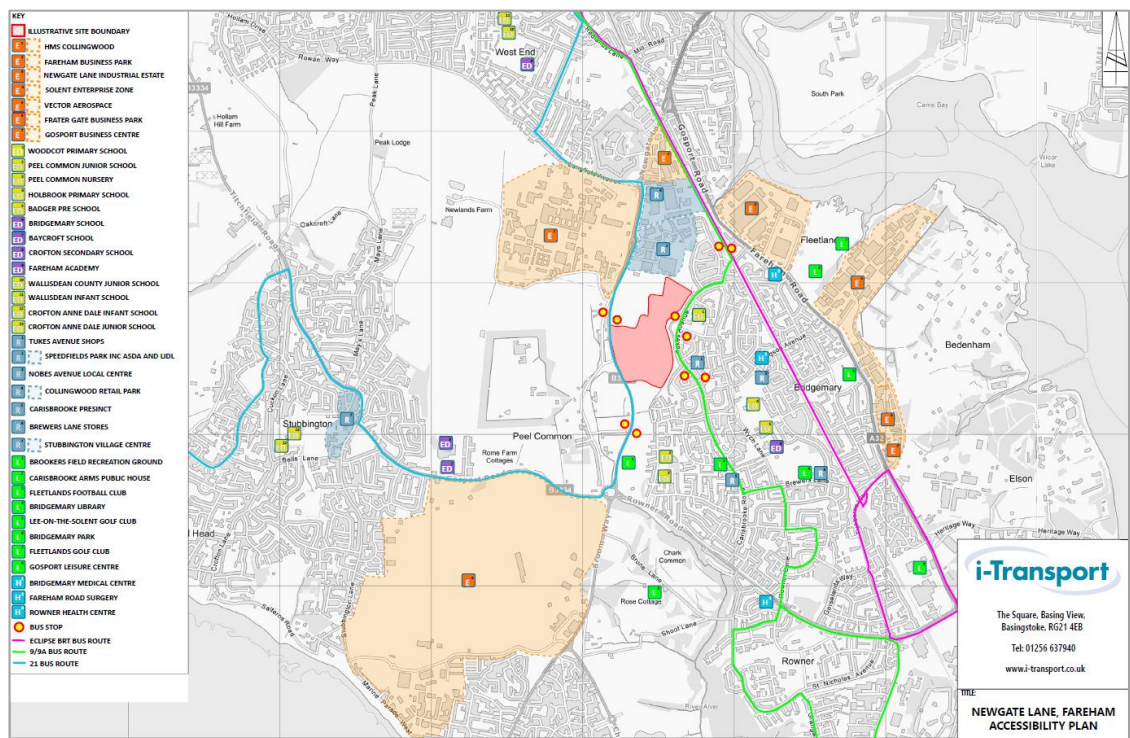
**Table 2.1 – Local Facilities and Services**

Purpose	Destination	Distance (m)	Walking Journey Time	Cycling Journey Time
Employment	HMS Collingwood	760	9	3
	Speedfields Park Retail Area	810	10	3
	Collingwood Retail Park	1,210	14	5
	Fareham Business Park	1,265	15	5
	Newgate Lane Industrial Estate	1,460	17	5
	Solent Enterprises Zone	2,215	26	8
	Vector Aerospace	2,265	27	8
	Frater Gate Business Park	2,465	29	9
	Gosport Business Centre	2,565	31	10
Education	Woodcot Primary School	285	3	1
	Peel Common Junior School	920	11	3
	Peel Common Nursery	950	11	4
	Holbrook Primary School	1,115	13	4
	Badger Pre-School	1,365	16	5
	Bridgemary School	1,565	19	6
	Baycroft School	2,415	29	9
	Crofton Secondary School	2,515	30	9
	Fareham Academy	2,660	32	10
	Wallisdean County Junior School	3,160	38	12
	Wallisdean Infant School	3,460	41	13
	Crofton Anne Dale Infant School	3,750	45	14
Crofton Anne Dale Junior School	4,015	48	15	
Retail	Speedfields Park	810	10	3
	Tukes Avenue Shops	865	10	3
	Nobes Avenue Local Centre	1,115	13	4
	Collingwood Retail Park	1,210	14	5

Purpose	Destination	Distance (m)	Walking Journey Time	Cycling Journey Time
	Carisbrooke Precinct	1,450	17	5
	Brewers Lane Stores	1,950	23	7
	Stubbington Village Centre	3,115	37	12
Leisure	Brookers Field Recreation Ground	750	9	3
	Fleetlands Football Club	1,265	15	5
	Carisbrooke Arms Public House	1,350	16	5
	Fleetlands Golf Club	1,465	17	5
	Bridgemary Park	1,765	21	7
	Bridgemary Library	1,865	22	7
	Lee-On-The-Solent Golf Club	1,950	23	7
	Gosport Leisure Centre	3,065	36	11
	Healthcare	Bridgemary Medical Centre	1,065	13
Fareham Road Surgery		1,070	13	4
Rowner Health Care		2,350	28	9

2.3.3 These facilities and services are presented in **Figure 2** of the TA (CDA.19a), represented for ease at **Image 2.2**, which also identifies the existing local public transport infrastructure and services.

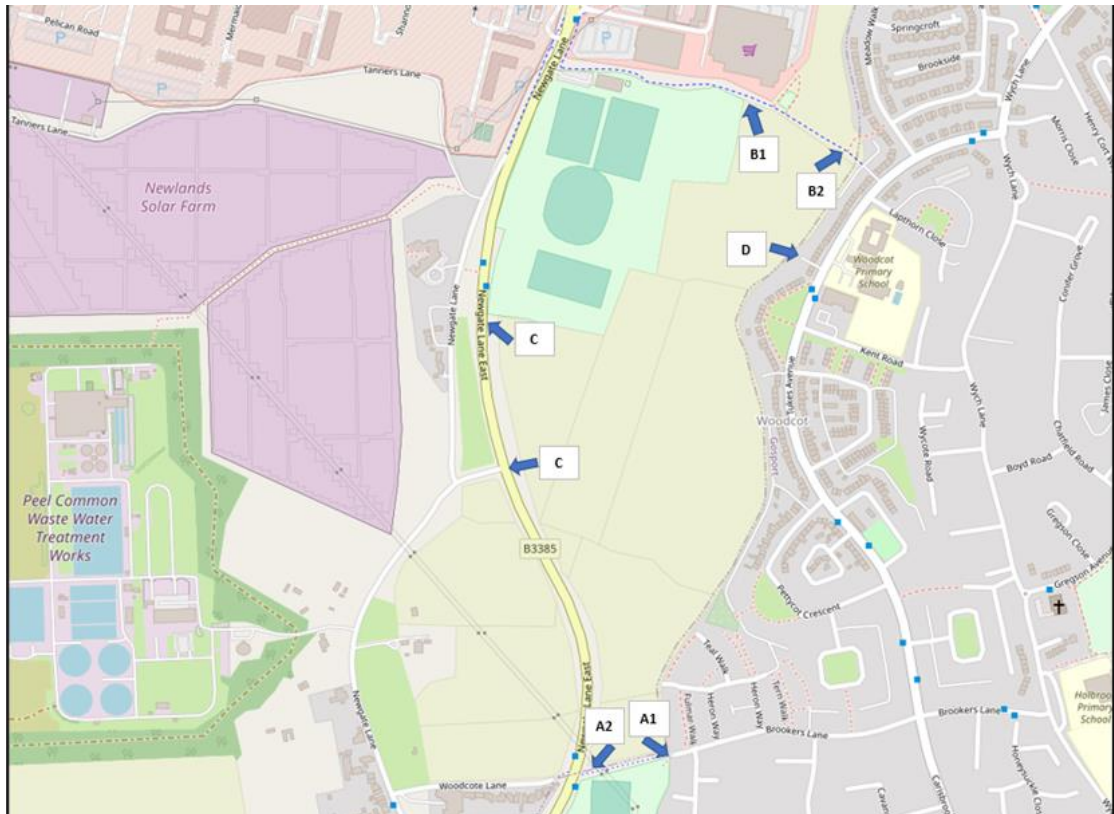
**Image 2.2 – Site Accessibility Plan**



**2.4 Walking and Cycling Opportunities and Demand (TA Section 3.3 / 5.6)**

2.4.1 Image 5.2 of the TA (CDA.19a) presents the proposed pedestrian and cycle connections to the Appeal Site, repeated at **Image 2.3**. Overall, seven pedestrian / cycle connections are proposed.

**Image 2.3 – Proposed Appeal Site Pedestrian and Cycle Connections**



2.4.2 Taking account of the proposed access connections, the site is very well located and related to walking and cycling infrastructure, particularly:

- a There is a designated walking / cycling route on the northern frontage of the development (PROW 76) connecting Bridgeway (at Tukes Avenue to the east) and Newgate Lane (at Speedfields Park / HMS Collingwood to the west).
- b To the east is Tukes Avenue, which provides dedicated pedestrian routes to local facilities in Bridgeway and to Woodcot, as well as to access the BRT at Henry Cort Way (which also forms part of the National Cycle Network), with continuous, lit, footways available to users beyond the site. Local roads are suitable for on-street cycling.
- c To the south, through the consented development, is Brookers Lane which is a newly improved dedicated footway / cycleway connecting to Bridgeway and to Woodcot to

the east and to Newgate Lane / Stubbington in the west. At Newgate Lane East is a refuge island crossing, and HCC has already secured funding towards its improvement.

- d To the west (beyond Newgate Lane East) is Newgate Lane, which forms a designated cycle route north towards Fareham town and south towards Stubbington. There is a footway present along this connection linking to onwards footways and cycleways.

2.4.3 Aside from PROW 76 which forms the northern site frontage, no Public Rights of Way pass through or adjacent to the Site. There is however a network of PROW primarily to the west of the site beyond Newgate Lane. These are unlikely to be impacted in any material way by the proposed development and would attract limited leisure usage.

2.4.4 A Walking, Cycling, Horse-Riding Assessment Report (WCHAR) considered the adequacy of the local active travel network (CDA.19c) and subsequently this was extended to include the routes to catchment schools to the north-west and south-west (CDA.30a). Collectively the WCHARs confirm that the site benefits from access to a good range of walking and cycling routes in the area, connecting conveniently, safely, and directly to key local facilities and services.

2.4.5 The WCHARs identify a series of improvements to the local walking and cycling networks that are proposed to be delivered by the Appeal Scheme to enhance the safety and attractiveness of these routes to future users of the Appeal Scheme, as well as to benefit existing local users.

2.4.6 At Table 5.3 of the TA (CDA.19a) I present an assessment of expected pedestrian and cycle demand from the Site, and its assignment to local routes. This is repeated at **Table 2.2**.

**Table 2.2: Pedestrian and Cycle Assignment (12 Hour)**

	Route A1	Route A2	Route B1	Route B2	Route C	Route D	Total Trips
	Brookers Lane	Woodcot Lane	PROW (West End)	PROW (East End)	Newgate Lane East	Tukes Avenue	
Walking Trips	204	52	44	109	35	291	735
Cycle Trips	7	3	4	8	4	17	42
Total Trips	211	54	48	117	39	307	777
% Trips	27%	7%	6%	15%	5%	40%	100%

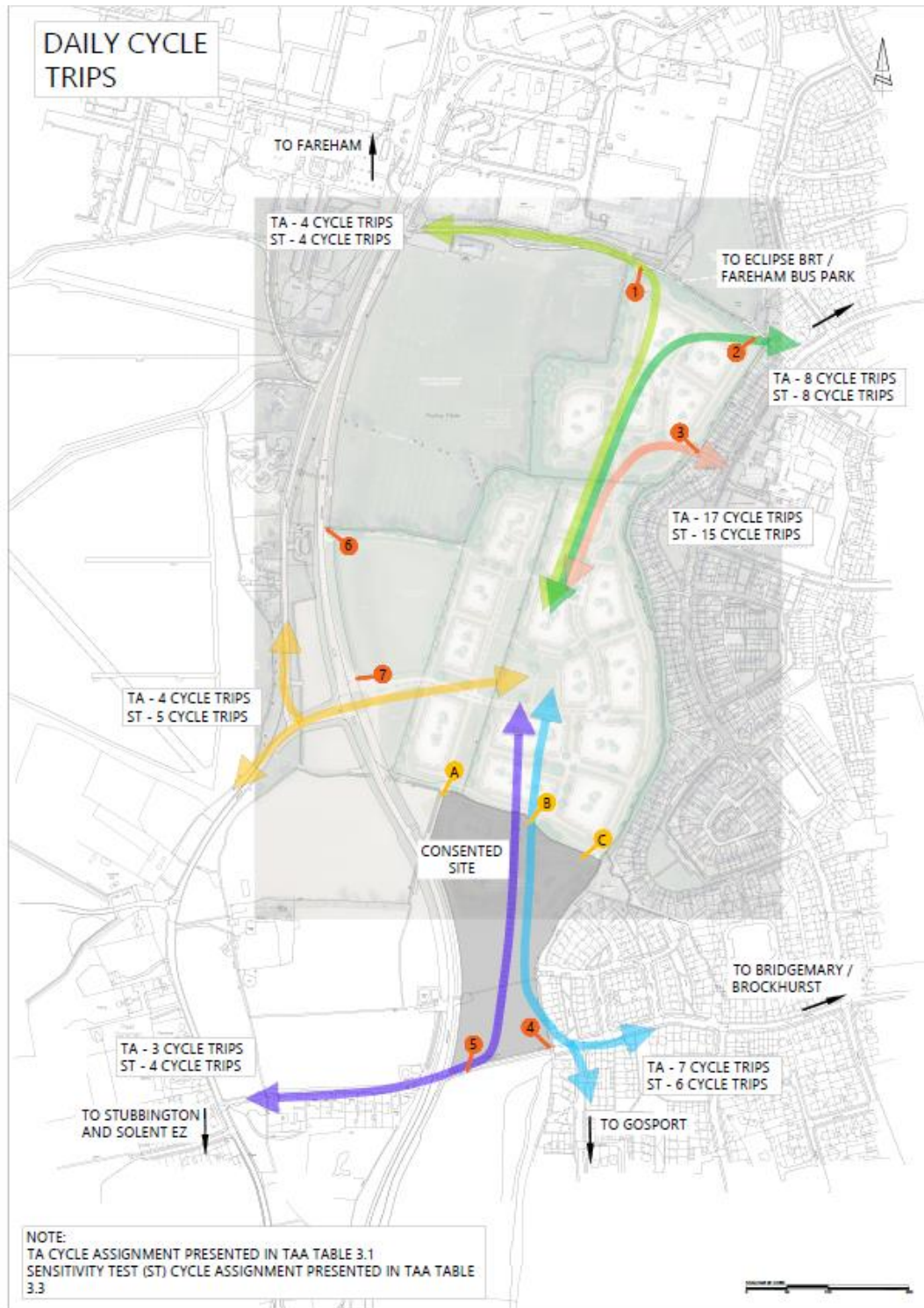
2.4.7 This assessment demonstrates that pedestrian demands (95%) are much higher than cycle demand (5%), and that future active travel demand is distributed across all of the proposed seven access routes to the proposed development, commensurate with the location of the site relative to local facilities which surround the Appeal Site on all sides.



2.4.8 HCC requested that an alternative pedestrian and cycle assignment is considered which directs all education travel to Catchment Schools. I address this at Table 3.4 of the TAA (CDA.30).

2.4.9 **Image 2.4** presents the assignment of expected daily cycle trips from the site across the proposed cycle route connections, considering both assignment assessments.

**Image 2.4 – Cycle Trip Assignment (Daily)**



## 2.5 Public Transport Opportunities (TA Section 3.4)

2.5.1 I believe the site to be very well located to public transport opportunities, particularly to:

- a Newgate Lane East (bus stops some 350m from the centre of the site) – for access to bus service 21 which operates a bi-hourly service between Fareham and Hill Head.
- b Tukes Avenue (bus stops some 350m from the centre of the site) – for access to bus service 9/9A operating a half-hourly service between Gosport, Bridgemary and Fareham, seven days a week and between 0700-1900.
- c Henry Cort Way (bus stops some 900m from the centre of the site) – for access to the high-frequency express BRT services (E1 / E2) operating a circa 10 minute frequency service between Fareham and Gosport, seven days a week, between 0600 - 2300.

2.5.2 Fareham Rail station is some 3.2km north of the site, accessible by both bus and cycle.

## 2.6 Highway Network Conditions

2.6.1 Section 3.5 of the TA (CDA.19a) presents a detailed review of existing highway conditions, considering traffic flows, vehicle speeds and safety records. The ASoTM (CDL.2 - Paragraph 3.1.1) confirms that these baseline conditions are accurately reflected in the assessments.

2.6.2 The B3385 Newgate Lane East is a single carriageway road which routes north (to Fareham and M27) to south (to Peel Common, Daedalus and Stubbington) along the western boundary of the site between HMS Collingwood and Peel Common Roundabout.

2.6.3 The road was constructed in recent times by HCC as part of a scheme to improve local access and enable economic growth in the peninsula, and to address capacity and amenity issues that existed on the (Old) Newgate Lane alignment. Essentially Newgate Lane was re-aligned and its standard improved. Newgate Lane East has a carriageway width of approximately 7.3m, is street lit and is subject to a posted 40mph speed limit.

2.6.4 Traffic flows on Newgate Lane East are heavy, being a primary arterial route in and out of the peninsula. Section 3.5 of the TA demonstrates that peak hour traffic flows (0745-0845 / 1600-1700) on Newgate Lane East are some 2,300-2,400 vehicles (Table 3.3 of CDA.19a) and that vehicle speeds average 39mph (Table 3.4 of CDA.19a).

- 2.6.5 Traffic flows on Newgate Lane East are tidal with some 65% of morning peak hour traffic travelling northbound (35% southbound), and some 60% of evening peak traffic returning southbound (40% northbound).
- 2.6.6 To the south of the Appeal Site is Peel Common Roundabout, recently improved to provide a fully signalised four arm roundabout. Peel Common provides access to Gosport Road (to Stubbington), Rowner Road (to Gosport) and Broom Way (to Lee on Solent and Daedalus EZ).
- 2.6.7 Beyond Peel Common, HCC has recently completed and opened the Stubbington Bypass (Daedalus Way), a long-held transport scheme aspiration to improve traffic flow accessing the Peninsula (reducing traffic on Newgate Lane and to relieve congestion in Stubbington Village).
- 2.6.8 To the north of the Appeal Site, Newgate Lane routes to the M27 corridor via the A27 and A32 corridors. Newgate Lane passes north through various priority junctions where Newgate Lane traffic is required to yield priority on its journey to access the M27:
- i HMS Collingwood (traffic signal junction)
  - ii Speedfields Park (three-arm normal roundabout with northbound bypass lane)
  - iii Longfield Avenue (four arm normal roundabout with Davis Way)
  - iv Old Gosport Road (three arm normal roundabout)
  - v Quay Street Roundabout (signalised gyratory).
- 2.6.9 A detailed review of local accident records was completed as part of the TA (CDA.19a - Section 3.6). The assessments demonstrated that a total of 155 collisions occurred within the extensive study area over the last five years. Of the total collisions, 116 were recorded as 'slight' in terms of severity, 38 as 'serious' and one fatal accident was recorded.
- 2.6.10 Overall, I conclude that the level of accidents identified in the study area is not unexpected given the large study area comprising significant and busy roads. The detailed assessment of road safety records presented in the TA does not identify any accident trends or patterns associated with the highway layout resulting in significant safety issues that are either not being addressed, or which is likely to be materially impacted by the development proposals. HCC has confirmed the findings of the safety review and its conclusions (CDL.2 - Paragraph 3.4.3).

## SECTION 3 Site Access Strategy

3.1.1 Part i) of the Council's RfR (CDC.3) relates to the alleged breach of Policies CS5 of the adopted FBC Strategy 2011 (CDE.1) and Policy DSP40 of the adopted Local Plan Part 2: Development Sites and Policies Plan (CDE.2), as well as Paragraphs 110 and 111 of the NPPF.

3.1.2 Taken together in relation to access, relevant transport policy requires the Appeal Site to:

- i Provide safe and suitable access for all people (NPPF Paragraph 110a).
- ii Be sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and be well integrated with the neighbouring settlement (DSP40).
- iii Prioritise and encourage safe and reliable journeys by walking, cycling and public transport (CS5).

3.1.3 The Site Access Strategy is described in full in the TAA (CDA.30). A new 50m ICD roundabout is proposed to serve the site from the west (at Newgate Lane East) supported by pedestrian and cycle connections in all directions from the site; north to PROW 76, east to Tukes Avenue, south to Brookers Lane and west to Newgate Lane. In doing so, the access strategy prioritises active travel modes, and ensures opportunities for sustainable travel, relative to the site, are taken up.

3.1.4 The TAA proposed minor amendments to the access strategy designs (affecting detail not principle) and these have been presented to the Inspector as minor amendments to off-site works within the public highway by email dated 23 August 2022 (**Appendix A**). HCC confirm that the amendments to the access design are minor (CDL.2 -Paragraph 4.2.3) as does FBC.

3.1.5 The access drawings for determination are described in **Table 3.1**:

**Table 3.1 – Appeal Site Access Drawings**

Access	Drawing Number
Vehicular Access to Newgate Lane East	ITB10353-GA-102 Rev E
Newgate Lane Pedestrian / Cycle Access	ITB10353-GA-102 Rev E & GA-103 Rev C
Tukes Avenue Connection	ITB10353-GA-032 Rev B
PROW 76 Connections	ITB10353-GA-031 Rev A
Brookers Lane Connections	ITB10353-GA-031 Rev A

3.1.6 I address Site Access matters by firstly considering provisions made for sustainable travel modes, demonstrating how relevant opportunities are taken and that active travel is prioritised, and then by considering the effects of delivering the vehicular access to Newgate Lane East.

## 3.2 Sustainable Modes Access

3.2.1 The Appeal Proposals have been developed to ensure that all reasonable (deliverable) opportunities to ensure the Site connects to and integrates with the local area are made. Pedestrian and cycle connections are to be provided in all directions of the site, connecting residents with the existing established communities surrounding the site, and providing for movement on the key desire lines to facilities and services.

3.2.2 HCC did not raise any concerns with the principles of sustainable travel connections proposed to serve the Appeal Scheme, but in its original response (CDB.18) raised various related matters:

- 1 Potential for further connections between the Appeal Site and Bridgemary (East).
- 2 Deliverability of connections to PROW76, Tukes Avenue and Brookers Lane.
- 3 The detailed provision to be made for cyclists connecting to Newgate Lane.
- 4 The detail of improvement to the service road connecting to Tukes Avenue.

### Connectivity to the East

3.2.3 Whilst HCC may wish to see further / improved connectivity to the eastern boundary, there are no further opportunities of connection available (between the site and public highway) within the control of the Appellant, nor are any further connections necessary. Analysis of the desire lines of pedestrian / cycle movement (TA CDA.19a) demonstrates that desire lines are already well provided for by the proposed strategy and achievable connections.

3.2.4 Moreover, in considering how it would have determined the application, FBC considered the accessibility of the Appeal Site to the east, noting a singular access is proposed. FBC considered that this was adequate (CDC.2 – Committee Report) and no part of the putative RfR relates to the type, nature or location of connections proposed.

3.2.5 The updated HCC Response (CDB.26) confirms that no further access to the east of the Appeal Site is necessary to make the Appeal Scheme acceptable.

### Deliverability of Active Travel Connections

3.2.6 HCC's concerns in relation to the deliverability of connections are addressed in the TAA (CDA.30 – Section 2.4) where it is demonstrated that the application boundary includes the necessary land to deliver the proposed connections to the public highway. HCC now confirms the access strategy to be deliverable (CDB.26 / CDL.2 - Paragraph 4.3.1).

---

### Cycle Access to Newgate Lane

- 3.2.7 The Appeal Proposals include three routes for residents to access Newgate Lane by cycle:
- a North, via PROW 76, using the designated off-road shared footway / cycleway to Newgate Lane where a Toucan Crossing (signal crossing for cyclists) is provided.
  - b West, via the proposed access roundabout, which incorporates LTN1/20 compliant cycle connections and a two-stage crossing refuge of Newgate Lane East.
  - c South, via the consented scheme and Brookers Lane, using the designated off-road shared footway / cycleway and the existing refuge island crossing of Newgate Lane East, which is proposed for upgrading.
- 3.2.8 HCC suggested that the pedestrian only connection proposed to link the site to the existing bus stops (Access Point 6 - north of the site on Newgate Lane East) be upgraded for cycle use. This would be both unjustified and unnecessary, with the link only required to access bus services.
- 3.2.9 The Scheme proposes high levels of connectivity between the site and Newgate Lane, which provides for movement by cyclists on the desire lines. Conversion of the pedestrian connection at the bus stops would provide no material journey time advantage to cyclists. Furthermore, upgrading of this connection would introduce further works that would impact on the surface water treatment in the area (the ditch system) and potentially a greater impact on adjacent trees.
- 3.2.10 Assessing the demand for cycling (TAA – CDA.30) there are projected to be 4-5 cyclists accessing west through the Newgate Lane access daily (more intensive cycle use is projected on Brookers Lane and PROW 76 - 4 and 7 daily trips respectively). **Image 2.4** illustrates these demands. This is insufficient demand to justify the conversion of the pedestrian connection when there are more attractive alternative cycle options available and provided for within the Appeal Scheme.
- 3.2.11 HCC now confirms that conversion of this Access Point 6 for cycle use is not necessary (CDB.26 / CDL.2 - Paragraph 4.3.2).

### Tukes Avenue Improvement

- 3.2.12 HCC raised various detailed design considerations in relation the improvement scheme to Tukes Avenue proposed in the TA (CDA.19). This connection would facilitate east-west movement by pedestrians and cyclists and would be available to emergency vehicles in the event the main access to Newgate Lane East were to become obstructed, however unlikely that is. The existing vehicular access to the rear of the Tukes Avenue properties would be maintained.

3.2.13 In response, an alternative scheme is presented in the TAA (CDA.27), which I consider fully addresses the matters identified and will deliver an attractive and well used connection. The TAA identifies how each of HCC's detailed comments have been addressed in the revised scheme.

3.2.14 I commissioned an Independent Road Safety Audit of the scheme proposal, which raised various matters which were then subsequently addressed in the finalised design. The Auditor confirms that there are no remaining safety concerns with the improvement proposed (CDA.30a).

3.2.15 HCC confirms in its updated response (CDB.26) that the revised scheme is acceptable.

### 3.3 Vehicular Access to Newgate Lane East

3.3.1 The only point of vehicular access to the Appeal Scheme is proposed at Newgate Lane East, through the delivery of a roundabout to incorporate the (old) Newgate Lane western arm.

3.3.2 HCC's concerns on the roundabout are explained in its various communications (CDB.18 / CDB.26 / CDH.27), and in summary amount to:

- 1 A concern '*in principle*', that delivering a new junction in this location would conflict with its draft LTP4 Policy DM2, and undermine the utility of Newgate Lane East (i.e. its strategic role in moving traffic in / out of the peninsula).
- 2 Minor commentary on the design of the scheme, relating to visibility splays (and supporting data), pedestrian and cycle provisions, and drainage details.
- 3 Concern that the introduction of the roundabout would not operate effectively and would thus introduce delay to users of Newgate Lane East.

3.3.3 I address this issue by considering three matters:

- i The principle of a new access junction.
- ii The design and safety of the proposal.
- iii The 'harm' that would arise from delivering the junction.

#### **The principle of a new access junction**

3.3.4 HCC's '*in principle*' concern appears to originate from its position that access to (any) development from primary / traffic sensitive roads would be harmful to the movement of traffic and should be resisted. This is addressed fully in Section 2.5 of the TA Addendum (CDA.30).

3.3.5 HCC refers to potential conflict with its draft emerging policy objectives set out in the consultation version of its Local Transport Plan 4 (LTP4). Draft policy DM2 states that:

*'We will...only support requests for **NEW accesses onto A roads, the principal road network or traffic sensitive streets** where the strategic flow of traffic is prioritised and not compromised and when all other reasonable options (such as taking access from nearby side roads) has been considered;'*

3.3.6 I consider this line of objection to be unfounded and unsupported by any objective evidence.

3.3.7 Firstly, I consider that draft Policy DM2 should be afforded no weight, particularly because:

- a Policy DM2 is a draft transport policy and does not form part of an adopted strategy. Whilst there was consultation in June 2022 on the emerging LTP4 (including DM2) the results of this consultation and any resulting changes to LTP4 remain unknown and will not be determined until HCC has taken the LTP4 for approval by its members.
- b As a Practice well experienced in administering transport policy in relation to development proposals, we objected to the consultation to explain why such a policy would be unworkable, unreasonable, and unjustified.
- c There is no Development Plan Policy, or national planning policy / guidance, that supports such a restrictive blanket approach and restriction on development. Particularly, there is no support in the NPPF, indeed the DM2 approach is contrary to it.
- d There is no evidence presented to justify why Policy DM2 in its proposed form is needed.
- e Even if Policy DM2 was to be adopted in its current (or similar form), it is not a Planning Policy and has not been subject to any independent review or scrutiny (as would be expected of a planning policy). Essentially HCC conceives, develops, and adopts its own policy, without any independent examination. I consider that proper and objective scrutiny of Policy DM2 would find that it is unsound / untenable.

3.3.8 Put into context, if this Policy were to succeed and be implemented, many acceptable developments would be impermissible, with larger / strategic sites normally being well related to the principal road network and, rightly, seeking to take access to this network to minimise the harm that would otherwise arise by increasing traffic levels on lower order / less suitable roads.

3.3.9 Indeed, there are very many examples where HCC has recently agreed access to strategic developments that connect to the primary road network / A Roads, including for:



- 1 **Welbourne, Fareham** – Strategic scale development north of Fareham - Access to the A32 corridor (an A Road) is permitted through the Outline consent in various locations, including through the creation of four normal roundabout junctions.
- 2 **Houndsome Fields** and **Kennel Farm, Basingstoke** – Strategic schemes in southern Basingstoke – Each recently permitted with direct new access junctions to the A30 through priority junctions (traffic signals and a normal roundabout).
- 3 **Redlands & East of Basingstoke** – Large development sites and allocations north of Basingstoke, with connections to the A33 corridor, including access to the A33 through creation of a fourth arm to an existing junction (roundabout) at Taylors Farm.
- 4 **Fordingbridge** – Strategic scale development in Fordingbridge – new access junctions agreed onto the A338 corridor, in the form of a normal roundabout.

3.3.10 In the context of the Appeal proposals, I note that:

- a The proposed access junction would comprise a modification to an existing junction, rather than the creation of a wholly new junction onto the network. As I explain later, the improvement of the existing junction affords safety / operational benefits and does so without materially impacting (or compromising) strategic traffic flows.
- b The LTP4 does not establish what are 'principal roads' or 'traffic sensitive streets'.
- c The access strategy is in line with the former HA2 draft allocation of the site (CDH.18).
- d The roundabout has been designed to ensure that the strategic flow of traffic (i.e. north-south on Newgate Lane East) is not materially affected, with Table 3.2 of my Evidence demonstrating that the roundabout will operate in '**Free Flow**' conditions, as agreed with HCC (CDL.2 - Para 4.2.9) and without severe delay impact (CDL.2 – Para 4.2.10).
- e HCC's concerns that the roundabout affords 'priority' to non-strategic traffic fails to understand that this does not result in any material harm. The agreed (and robust) traffic assessments demonstrate that delay to traffic on Newgate Lane East is negligible.
- f HCC's further suggestion that this proposal would affect the standing of the route as a strategic corridor is similarly baseless. As I explain in Paragraph 2.6.8, traffic using the Newgate Lane corridor already passes through many junctions where strategic traffic is required to yield priority, including directly north and south of the site at Peel Common Roundabout and at HMS Collingwood. Newgate Lane is not a protected strategic route as HCC would suggest and where priority changes do not occur.

- g Other reasonable options to deliver access to the site were explored but ruled out, despite HCC's suggestion that alternatives have not been properly considered (CDH.27).

During the promotion of the wider HA2 site and preparation of the application for the Consented development to the south, HCC made clear that it would only accept vehicular access to Brookers Lane for a 'limited' number of dwellings, confirmed to be 99 dwellings as part of the application process for that scheme. Therefore, the only option for vehicular access to the Appeal Site is from Newgate Lane East.

I also explored various alternative junction options with HCC as part of my early pre-application engagement (as far back as 2017/2018), including a traffic signal control junction, a priority junction and roundabout scheme. I include an extract below of an access strategy appraisal provided to HCC as part of early Pre-Application discussions (**Appendix G** - Newgate Lane South now being called Newgate Lane East). This demonstrates that reasonable alternatives were considered and explored.

## 2.2 Primary Access to Newgate Lane South

2.2.1 Newgate Lane South passes through the site and offers a clear opportunity to deliver primary access to the site. However, the Newgate Lane South scheme is being delivered to address existing congestion issues, and so any access would need to:

- Minimise interruptions to main line traffic flow from turning traffic;
- Ensure that the function of the road (i.e. to increase traffic capacity and ease congestion), is not prejudiced by the delivery of a new access; and
- Be deliverable within design standards and highway constraints.

2.2.2 A review of potential access opportunities to Newgate Lane South has identified that:

- A priority junction (including Ghost Island) is deliverable in design terms but would offer insufficient peak period capacity to enable safe access to the site – This is demonstrated by the operational assessment of the proposed Newgate Lane priority junction which is expected to operate very poorly;
- A normal roundabout junction could be delivered in design terms, and would operate efficiently, without introducing any material impact on traffic using the Newgate Lane South corridor; and
- A traffic signal controlled junction could be delivered in design terms but would introduce regular delay and interruption to mainline traffic flow on Newgate Lane South, and so is less desirable.

- 3.3.11 HCC suggests in its response that a 'left-in / left-out' arrangement should have been considered. This was considered by the design team albeit dismissed at an early stage as an unworkable and unacceptable solution. To provide a left-in / left-out arrangement would:
- i Significantly increase journey distances to access the Appeal Site, resulting in increased emissions (contrary to the emerging LTP4). Traffic accessing the site from the south would need to travel past the site to Speedfields park to turn and return south (a distance of 1.7km); similarly, traffic seeking to travel north from the site would need to travel to Peel Common, u-turn and return north (an additional journey length of 2.1km).
  - ii Create adverse impacts on the operation of local junctions, particularly Peel Common Roundabout, HMS Collingwood traffic signals and Speedfields Park by virtue of the additional traffic movements that would need to pass through / turn at these junctions, affecting the flow of strategic traffic and contrary to HCC's objectives.
- 3.3.12 Having carefully considered HCC's *'in principle'* objections, and particularly the absence of any adopted policy, I find that there is no policy conflict in principle to delivering an improvement to the existing Newgate Lane / Newgate Lane East junction to provide access to the Appeal Site, and that HCC's concerns that alternative options were not properly considered are unfounded.
- 3.3.13 In practical terms, HCC's *'in principle'* objection to the access roundabout can only really be borne out of its concern that such a junction would significantly increase the delay to mainline (Newgate Lane East) traffic, thereby harming the utility of the route. The NPPF states (Para 111) that development should only be refused if the resulting cumulative impacts are 'Severe', which is a very high bar and requires demonstration of a very significant harm.
- 3.3.14 However, my assessments of the operation of the junction, which take a robust and conservative approach, and which are fully agreed with HCC (CDL.2 – Paragraph 4.2.8), demonstrate that there will not be any material delay to mainline traffic and that any such concerns are unfounded and unsupported by evidence. Indeed, delay to vehicles in the expected case (CDA.30 - Table 4.5) would amount to some 3-6 seconds for vehicles travelling northbound and 3-5 seconds southbound. Under any objective review this is a negligible and inconsequential impact.
- 3.3.15 I note that as part of the recent appeals for land west of Newgate Lane East (application refs: P/18/1118/OA and P/19/0460/OA – CDJ.7) that HCC raised a similar concern in relation to the potential delay that would arise from the conversion of the ghost island priority junction of

Newgate Lane / Newgate Lane East to traffic signal control. As demonstrated in the TA (CDA.18) at Table 4.5, that scheme would result in peak hour delays of some 7-12 seconds per vehicle.

3.3.16 However, and importantly, at the Inquiry for these schemes HCC withdrew its evidence on this matter entirely and did not proceed with its case that such a delay would be unacceptable to the operation or utility of the Newgate Lane corridor. Whilst the Appeals were dismissed, this was due to accessibility and highway safety concerns (and non-transport matters), not in any way in relation to impacts on the utility or capacity / delay on Newgate Lane East.

3.3.17 In this case, forecast delays at the proposed roundabout are less than would have occurred at the traffic signal junction, being some 3-6 seconds per vehicle rather than 7-12 seconds.

3.3.18 Finally, and importantly, I note that despite FBC (as Local Planning Authority) including RfR i) in its presumed determination (CDC.3) and SoC, FBC no longer support HCC's position that the access is unacceptable and does not challenge the principle of the access. FBC has withdrawn its RfR i) now that the further information on the operation and design / safety of the proposed roundabout is agreed with HCC as confirmed in the ASoTM (CDL.2 - Paragraph 4.2.10).

### **The Safety of the Proposed Access**

3.3.19 NPPF Para 110a requires that safe and suitable access is provided for all people. I address access for active travel earlier in my Evidence, and here focus on safety matters affecting road users.

3.3.20 In this regard, HCC has confirmed (ASoTM CDL.2 / HCC Response CDB.26) that:

- a It is satisfied that the geometry proposed for the junction is acceptable.
- b All matters raised in the (independent) RSA have been satisfactorily addressed.

3.3.21 HCC's more detailed comments on the junction design are all addressed, in full and in detail, at Section 2.5 of the TAA (CDA.30). An updated suite of design drawings, considering matters of visibility, geometry, vertical alignment, swept paths and deflection has been included in the TAA and demonstrated how the scheme meets relevant design standards (DMRB (CDH.8).

3.3.22 In reality, the changes to the scheme as a result of HCC's comments are limited and amount to:

- 1 An increase in the flare length on the northbound Newgate Lane East arm.
- 2 Provision of a LTN 1/20 compliant cycle route between the junction and the Appeal Site.
- 3 Introduction of a 0.5m margin between the pedestrian / cycle provision on Newgate Lane and the Appeal Site arms of the junction and vehicular traffic lanes.

3.3.23 I provided an overlay plan comparing the original access scheme with the updated scheme in the TAA (Drawing ITB10353-SK-102 of CDA.30a) which demonstrates the minor changes proposed. In the ASoTM (CDL.2 – Para 4.2.3) HCC agree these changes are minor in nature.

3.3.24 I issued the updated design to the independent Road Safety Auditors for their consideration, to take account of the scheme changes (CDA.30a - Appendix D). The Auditor raised no further safety concerns and confirmed that they were satisfied with the Designer's Response.

3.3.25 Simply, the proposed roundabout has been designed to accord with all relevant design standards, delivers a suitable junction form appropriate to the area and traffic / travel demands, and has been subject to independent road safety auditing.

3.3.26 There is no substance to a suggestion of a safety issue arising at the proposed roundabout.

#### **The 'harm' that would arise from delivering the roundabout junction**

3.3.27 On the basis that there are no safety concerns with the proposed access, and that it complies with design standards, I find that there is no safety harm that would arise from the proposal.

3.3.28 I have then considered the 'harm' that may arise to traffic using the Newgate Lane East corridor in operational terms, manifesting in increases in queueing and delay on the corridor.

3.3.29 In response to HCC comments on the application, I updated the operational assessment of the roundabout (using TRL's Junctions 10 software) to:

- i Reflect the now agreed revised traffic distribution
- ii Update the geometric assumptions of the model to reflect the latest scheme (CDA.25)
- iii Include a more robust assumed traffic profile ('One Hour' rather than 'Direct').

3.3.30 The remainder of the traffic assessment parameters used in the modelling are already agreed with HCC as both appropriate and robust (CDL.2 – Para 4.2.8).

3.3.31 The assessments demonstrate network conditions in a future year of 2028. This is a robust approach and was agreed as an appropriate assessment year with HCC as part of the TA Scoping process on the basis that it reflects a point 5 years beyond the potential start of development. In my view this is a robust approach – there is no national or local guidance that states that for development proposals future year traffic assessments should be presented in traffic assessments, with the only current guidance being that of DfT who identify in their Circular

02/2013 that impacts of development should be considered (for mitigation purposes) at the point of first occupation, assuming that the full impact of the scheme is present on the network. In this case that would be in 2023 or 2024. A 2028 assessment year as I have presented includes further allowances for background traffic growth between the year of opening and 2028.

- 3.3.32 The assessments also consider all relevant committed development, in line with the Planning Practice Guidance requirements (PPG ID:42-015-20140306) that relevant committed development sites should be considered where there is a reasonable degree of certainty of these proceeding in the next 3 years. In this case, developments at Brookers Lane (allowed at appeal), Crofton Cemetery (recently approved at appeal) and Welbourne (approved by FBC) have all been directly included, alongside allowances for the completion of the Solent EZ at Daedalus.
- 3.3.33 Table 4.5 of the TAA (CDA.30) (repeated below at **Table 3.2**) presents the forecast operation of the junction, including development traffic, in the agreed future year of 2028.
- 3.3.34 This demonstrates that the junction is forecast to operate within design capacity (taken as an RFC < 0.85) and that:

- 1 All arms of the junction operate in '**Free Flow**' conditions with a Level of Service (LoS) rating of 'A', the highest rating possible. TRL's Junctions 10 software provides a '*Level of Service*' rating for each arm of a junction (extract below), with a LoS of A being 'Free Flow', and LoS F being 'Forced or Flow Breakdown' – Extracts at **Appendix B**.

**A = Free flow**  
**B = Reasonably free flow**  
**C = Stable flow**  
**D = Approaching unstable flow**  
**E = Unstable flow**  
**F = Forced or breakdown flow**

*Source: TRL Junctions 10 User Guide*

- 2 Delay on the mainline (i.e. traffic on Newgate Lane East) is projected to be a maximum average delay (in the worst performing 15 minute period of the peak hour) of 6.5 seconds in the morning peak hour and 4.5 seconds in the evening peak hour.
- 3 Queueing is limited at the junction, with a maximum average queue of some 3 vehicles northbound in the morning peak hour and 1-2 vehicles in the evening peak hour.

**Table 3.2 – 2028 Operation of Proposed Site Access (Table 4.5 of the TAA (CDA.30))**

Approach	Morning Peak Period				Evening Peak Period			
	RFC	Queue (veh)	Delay (s/veh)	LoS	RFC	Queue (veh)	Delay (s/veh)	LoS
<b>2028 + Committed Development + Development</b>								
Newgate Lane East (N)	0.45	0.8	3.41	A	0.59	1.4	4.53	A
Site Access	0.17	0.2	3.58	A	0.06	0.1	3.75	A
Newgate Lane East (S)	0.77	3.3	6.38	A	0.56	1.3	3.31	A
Newgate Lane	0.12	0.1	9.52	A	0.06	0.1	4.89	A

3.3.35 In practical terms, the junction would operate very well, without creating any material delay or impediment to through traffic on the corridor and would have no material effect on the utility of Newgate Lane East in moving traffic into or out of the peninsula. The impacts of the delivery of the roundabout would be negligible in relation to traffic impacts on Newgate Lane East.

3.3.36 The NPPF (para 111) is clear that it is only when the cumulative residual impacts of development are ‘Severe’ that development should be refused. There is no established definition nationally of what a Severe impact may comprise.

3.3.37 However, in preparing its emerging Local Plan, FBC commissioned HCC through its Shared Services teams to assist in preparing its transport evidence base, comprising traffic assessment and mitigation development. In its Transport Assessment Addendum (extract at **Appendix C**) FBC (through its consultants Atkins) established a threshold of what would comprise a ‘Significant’ and ‘Severe’ impact, for Local Plan assessment purposes (extract below).

- 5.9. The change in RFC and delay between the scenarios has been calculated to identify locations where the forecast junction performance deterioration is most pronounced. The following criteria has been applied to identify junctions where operational performance worsens either significantly or severely (these criteria have been used on similar SRTM commissions in agreement with HCC and HE):
- “significant” increase in RFC is where the RFC is greater than 85% and has increased by more than 5% on any approach arm; and
  - “severe” increase in RFC is where the RFC is greater than 95% and has increased by more than 10%, or where delay is greater than 120 seconds and has increased by more than 60 seconds per vehicle on any approach arm.

Source: FBC Transport Assessment Addendum (May 2022) – Local Plan Evidence Base

3.3.38 FBC identified a Severe threshold to be an RFC of 95% (i.e. 0.95) and where delay is greater than 120 seconds and increases by 60 seconds.

3.3.39 In the SoCG between HCC and FBC for the Local Plan (Local Plan Evidence Base SCG007 – Extract at **Appendix D**), HCC and FBC confirm agreement to these thresholds:

**4. The criteria for assessing the significant and severe impacts of local plan development on highway junctions were approved by the LHA and are used in other local plan transport assessments across Hampshire.**

3.3.40 Whilst these thresholds were established in the context of testing Local Plan development, I see no reason that these should not also be applied in a development planning context, particularly where this considers the baseline operation of the junction, i.e. whether its existing operation exceeds 95% and delay of 120 seconds.

3.3.41 In this case, as I present at Table 3.2, the junction will operate far below a level HCC and FBC consider to be Severe conditions (RFC > 0.95), and with delay of less than 10 seconds, considered against the FBC / HCC threshold of 120 seconds.

3.3.42 In the ASoTM (CDL.2 – Para 4.2.10 repeated below), HCC confirm that the projected operation of the roundabout is acceptable, and delay would not be Severe:

***“4.2.10 It is agreed that the projected operation of the roundabout in capacity terms is acceptable and that the forecast delay at the roundabout would not constitute a ‘Severe’ impact (i.e. NPPF para 111) itself, noting HCC’s concerns about the ‘principle of access’ explained below.”***

**Site Access Roundabout Sensitivity Testing**

3.3.43 I also then carried out two Sensitivity Tests which appraise the operation of the junction under even more conservative / robust assumptions, designed to provide further confidence to HCC on the impacts of the scheme:

- 1 2037 Assessment (as agreed in the TA Scoping Note)
- 2 2037 Assessment + ATC Uplift (at HCC’s request in its Consultation Response)

**2037 Assessment**

3.3.44 The 2037 Sensitivity Test considers operating conditions at the end of the planned Local Plan period, allowing for traffic growth between 2019 (the date of the traffic survey baseline) and 2037 by adjustments using the TEMPRO database. This test also included traffic expected to be delivered by un-consented development, namely that at Longfield Avenue which forms the draft allocation HA55 for 1,250 dwellings. This approach is in excess of the requirements of the NPPG in relation to committed developments (with there being no reasonable certainty of HA55 proceeding in three years). This is therefore a *very* robust Sensitivity Test.



**Table 3.3 – 2037 Operation of Site Access Junction (Table 4.6 of the TAA (CDA.30))**

Approach	Morning Peak Period				Evening Peak Period			
	RFC	Queue (veh)	Delay (s/veh)	LoS	RFC	Queue (veh)	Delay (s/veh)	LoS
<b>2037 + Committed Development + Development</b>								
Newgate Lane East (N)	0.46	0.9	3.52	A	0.62	1.6	4.86	A
Site Access	0.14	0.2	3.67	A	0.07	0.1	3.89	A
Newgate Lane East (S)	0.81	4.1	7.60	A	0.59	1.4	3.50	A
Newgate Lane	0.15	0.2	11.19	A	0.06	0.1	5.15	A

3.3.45 The junction is forecast to continue to operate within design capacity under the 2037 Sensitivity Test, with a maximum RFC of 0.81 and delays of 7.5 seconds northbound in the morning peak and 5 seconds in the evening peak. Again, the junction operates under '**Free Flow**' conditions.

3.3.46 Again, I conclude that the impact of the delivery of the roundabout junction, alongside the Appeal Scheme development, is negligible in relation to impacts on Newgate Lane East.

2037 Assessment + Uplift

3.3.47 HCC identified a difference between the 2019 MCC surveys and the 2021 ATC surveys carried out on Newgate Lane East, noting higher mainline (Newgate Lane East) traffic flows in both peak periods. I address this in the TAA (CDA.30 - Section 4.5) finding that the HCC assessment is incorrect and that the two survey sets are not comparable. Consequently, I do not consider that the application of a traffic uplift is appropriate or sound and would be unlikely to occur.

3.3.48 Despite this, in order to comply with the HCC request, and also to assist in providing comfort to the Appeal Inspector, I also present a further Sensitivity Test which uplifts mainline traffic flows by 5% in the morning peak hour and 15% in the evening peak hour, in excess of the observed differences in traffic flows during those periods. This retains assessment at the end of the Local Plan period (2037) and continues to include allowances for traffic generated by as yet unconsented / unallocated development. It is therefore a *highly* robust Sensitivity Test i.e. in my view is a situation that is very unlikely to occur but has been modelled simply for the purpose of testing the operation of the junction and providing comfort on future operation.

**Table 3.4 – 2037 + ATC Uplift - Operation of Site Access (Table 4.7 of the TAA (CDA.30))**

Approach	Morning Peak Period				Evening Peak Period			
	RFC	Queue (veh)	Delay (s/veh)	LoS	RFC	Queue (veh)	Delay (s/veh)	LoS
<b>2037 + Committed Development + Development + ST (Longfield) + ATC Uplift</b>								
Newgate Lane East (N)	0.49	0.9	3.68	A	0.71	2.4	6.34	A
Site Access	0.14	0.2	3.78	A	0.07	0.1	4.41	A
Newgate Lane East (S)	0.84	5.3	9.39	A	0.67	2.0	4.37	A
Newgate Lane	0.17	0.2	13.43	A	0.08	0.1	6.29	A

3.3.49 Under this scenario, again the junction operates within design capacity, in Free Flow conditions.

3.3.50 The maximum RFC is 0.84 on the northbound arm of Newgate Lane East, resulting in delay of some 9.5 seconds. Southbound delay in the same period is 3.5 seconds and in the Evening Peak hour, all arms operate comfortably within capacity, with delays of 4-6 seconds. Overall junction delay is some 7.5 seconds in the morning peak hour and 5 seconds in the evening peak hour.

3.3.51 In my opinion, such negligible delays will have no material effect on the utility or journey of users of Newgate Lane East and, when considered against the very high-bar established by the NPPF (para 111), the impacts fall very far short of what could be conceived as a Severe impact.

### 3.4 Benefit of Improving Existing Junction

3.4.1 As I describe in the TAA (CDA.30) at Section 4.4, the existing Newgate Lane / Newgate Lane East junction suffers various difficulties, primarily the difficulties for vehicles in emerging from the minor arm of the junction (Newgate Lane), owing to the heavy traffic flows occurring on Newgate Lane East which limit the number and frequency of acceptable gaps for vehicles to emerge. This results in difficulties and delays on the minor arms, and by my observations, in vehicles accepting gaps in traffic which are too limited, raising a safety concern.

3.4.2 At Table 4.4 of the TAA, I present my assessment of the operation of the existing Newgate Lane / Newgate Lane East junction, repeated at **Table 3.5**.

3.4.3 Whilst HCC has concerns about the validation of the modelling in the morning peak hour (CDB.26), this uses industry standard modelling techniques and approaches, and the model inputs (in relation to geometry assumptions and demands) are confirmed to be accurate. In my view it is the best available indication of the future operation of the junction and HCC has not presented any alternative modelling assessment.

**Table 3.5 - Newgate Lane / Newgate Lane East – Junction Operation**

Approach	Morning Peak Period				Evening Peak Period			
	RFC	Queue (veh)	Delay (s/veh)	LoS	RFC	Queue (veh)	Delay (s/veh)	LoS
<b>2019 Baseline</b>								
Newgate Lane East	0.08	0.1	12.44	B	0.05	0.1	7.17	A
Newgate Lane	99999	14	1,507.78	F	0.41	0.6	119.77	F
<b>2028 + Committed Development</b>								
Newgate Lane East	0.09	0.1	15.33	C	0.05	0.1	8.54	B
Newgate Lane	99999	14.7	1570.58	F	0.29	0.4	75.98	F
<b>2037 + Committed Development - Sensitivity Test</b>								
Newgate Lane East	0.11	0.1	17.54	C	0.05	0.1	8.97	B
Newgate Lane	99999	15.5	1,692.02	F	0.45	0.7	150.09	F

- 3.4.4 Whilst the forecasts of queueing and delay in the evening peak hour should be treated with some caution (these become unreliable when RFC exceeds 1.0), and the model does not validate well to observed queues in the morning peak hour (due to limitations of the software), this nevertheless clearly demonstrates the difficulties at the junction, particularly that the ability for vehicles to emerge from the minor arm is extremely constrained.
- 3.4.5 The Level of Service (the rating provided by TRL Junctions 10 modelling software to reflect the performance of the junction) for the Newgate Lane Minor Arm is 'F – Forced or Breakdown Flow'. This is the lowest Level of Service available and suggests conditions where frequent slowing is required, travel time cannot be predicted and where there is more demand than capacity.
- 3.4.6 In my opinion, the projected (and observed) issues at the junction, combined with a forecast worsening of performance at the junction in the future, identifies a key issue on the local highway network and one that HCC will be required to take action to address in the future.
- 3.4.7 Within the limitations of the junction, and in view of HCC's objections to the traffic signalisation of the junction relative to the dismissed appeals West of Newgate Lane East, the only realistic option for improvement of the junction is to deliver a roundabout. To achieve a satisfactory roundabout design, non-highway land from the Appeal Site would need to be required.
- 3.4.8 I believe therefore the Appeal Scheme provides a key benefit in addressing an existing difficulty on the local network, providing substantial improvement to the access to Newgate Lane, and achieving this in a manner that has negligible impact on traffic flows on Newgate Lane East.

## SECTION 4 Site Accessibility

4.1.1 The FBC putative RfR does not allege that the site is in an unsustainable location nor that it is not accessible to alternative modes of travel. The site was formerly identified by FBC as a site suitable for development in its Reg 18 consultation as allocation HA2 (CDH.18).

4.1.2 In my opinion, the site comprises a highly sustainable location for development, close to and well-integrated with the existing communities of Bridgemary and Woodcot, and well connected to services and public transport opportunities. The TA (CDA.19) presents a Sustainable Transport Strategy and FTP (CDA.18) which demonstrates a package of measures to enhance the accessibility of the site, to prioritise sustainable travel (in line with DSP40) and to ensure opportunities for sustainable travel are taken up (in line with NPPF Para 110).

4.1.3 The HCC response confirms that the site is adequately located to local services and facilities within suitable walking and cycling distances, and acceptably close to regular public transport. I believe this somewhat understates the sustainability credentials of the site. HCC consider the Travel Plan proposed to be of a good standard.

4.1.4 Whilst raising no 'in principle' concerns or objections with the development of the site in accessibility terms, HCC initially raises various related matters in its response, which I have addressed fully in the TAA (CDA.30). These in summary comprise:

- 1 A need to consider an alternative assignment of pedestrian and cycle trips taking account of potential access to Catchment Schools.
- 2 A request to extend the Walking, Cycling, Horse-Riding Assessment Report (WCHAR) to include the Catchment Schools.
- 3 A request to consider potential improvements to off-site cycle connectivity, particularly:
  - (a) Wych Lane – between Tukes Avenue and Henry Court Way (for access to BRT)
  - (b) Redlands Lane – between Henry Court Way and The Gillies
  - (c) Longfield Avenue, leading to Catchment Schools
  - (d) Brookers Lane and Woodcote Lane to consider the potential for lighting
- 4 A request for financial contributions to School Travel Planning
- 5 A request for financial contributions to RTPI provision at local bus stops

---

## 4.2 Pedestrian and Cycle Trip Assignment

4.2.1 The TA assessed pedestrian and cycle assignment based on proximity of the site to local facilities and thereafter the propensity for trips to be made. In relation to education, this considered it most likely that children resident on the Appeal Site will chose to access the most local schools, to the south and east of the site. CDA.30 (Table 3.2) demonstrates these schools to be significantly closer than the Catchment Schools.

4.2.2 Nevertheless, at Appendix H of CDA.30 I present an alternative assessment of pedestrian and cycle trip assignment, which assumes that all education trips will route to the Catchment Schools. This has the effect of directing more pedestrian / cycle trips to the west, to either Stubbington (for access to Crofton Schools) or north to the Wallisdean Schools and Fareham Academy, reducing travel demands to the east. These differences are generally fairly limited (CDL.2 Para 5.3.5) and do not materially affect the assessments in the remainder of the TAA.

4.2.3 I maintain that the most likely scenario is that the majority of school trips on foot and by cycle will be made to the east of the site, but my assessments fully consider both options.

## 4.3 WCHAR

4.3.1 As requested by HCC, the WCHAR was extended to include routes to the Catchment Schools, presented as Appendix K of CDA.30. The WCHAR finds that:

- 1 There are adequate pedestrian routes between the Appeal Site and the Catchment Schools, with continuous, lit and safe footways available. There are safe routes to these schools already available on foot. A series of improvements were identified to enhance pedestrian connectivity, primarily aimed at enhancing crossing provisions and making these accessible for all users.
- 2 In relation to cycle provision, the WCHAR identified some missing connections, principally:
  - (i) Between Newgate Lane (at Longfield Avenue) and Wallisdean Schools.
  - (ii) Between Crofton Secondary School and Crofton Ann Dale Infant / Junior School.

4.3.2 I would note that the 'missing' cycle connections fall within the established catchment areas of the schools, and so these routes are already used (and relied upon) by the existing resident population on a daily basis, and if considered unsafe, HCC would have addressed this.

4.3.3 Whilst the Appeal Site may generate some additional demand for use of these routes, this is expected to be limited in number, particularly in relation to cycling trips to schools, which form a low proportion of trips, particularly for primary age pupils.

4.3.4 Notwithstanding this, I have taken forward the WCHAR recommendations and in the TAA (CDA.30) present a series of potential improvements to the walking and cycling infrastructure in the area. The Appellants are prepared to make a reasonable contribution to assist HCC in delivering these schemes, which will ensure safe access for all to education, and provide a benefit to the area. The Unilateral Undertaking makes provision for the improvement of these routes.

#### 4.4 **Off-Site Pedestrian and Cycling Improvements**

4.4.1 The TAA (CDA.30) presented a package of improvements to off-site connections which were then considered in the HCC Response (CDB.26) and as confirmed in the ASoTM (CDL.2 – Table 1.1), agreement is reached with HCC over the necessary improvements to local walking and cycling infrastructure. The agreed package of mitigation comprises:

- 1 **Wych Lane – between Tukes Avenue and Henry Court Way (for access to BRT)** – Provision of off-road cycle route and associated improvements to enhance cycling connections between Tukes Avenue and Henry Cort Way. The works are deliverable within highway limitations and have been subject to Road Safety Audit.
- 2 **Redlands Lane – between Henry Court Way and The Gillies** – An improvement has been considered to enhance the visibility of cyclists and provide improved facilities at the signalised junction with Henry Cort Way, or in the alternative, the provision of a dedicated cycle route along this link.
- 3 **Longfield Avenue, leading to Fareham Academy / Wallisdean Schools** – An improvement has been developed to deliver a LTN1/20 compliant segregated footway / cycleway, connecting the existing cycling provision at Newgate Lane with Fort Fareham Road, where on-street cycling is appropriate. Further enhancements on Fort Fareham Road and St Margaret's Road are proposed to improve the safety of cyclists and wayfinding.
- 4 **Brookers Lane and Woodcote Lane** – An improvement scheme to enhance lighting of the path has been developed and is presented alongside a lighting assessment report (APP C of CDA.30). This demonstrates that improved lighting is deliverable.

- 5 **Stubbington Improvements** – Improvements to enhance the pedestrian and cycle environment in the vicinity of the Crofton Anne Dale schools, improving route crossings beyond the Gosport Road and identifying the potential to convert the existing footway to shared use provision. The scheme also allows for the potential delivery of a cycle route on Gosport Road between Eric Road and Crofton School.

4.4.2 Appendices L-N of the TAA (CDA.30) presents independent Stage 1 Road Safety Audits of the improvement schemes. The Audits were carried out by Fenley Road Safety limited in line with the requirements of GG119 DMRB Guidance. The safety matters raised in respect of each scheme have been addressed in the final design concepts / Designer’s Response.

4.4.3 In addition, the TA (CDA.19) already commits to providing the remaining funding needed to deliver an improvement to the Brookers Lane / Woodcot Lane / Newgate Lane East crossing, which is expected to result in the upgrading of the current refuge island crossing to a Toucan, as well as to further pedestrian improvements east of the site in Bridgemary.

4.4.4 The Appellants are prepared to assist in funding these improvements, most of which concern routes that HCC is targeting for improvement through its Local Walking and Cycling Infrastructure Plans (LCWIPs), or which affect existing school and public transport catchments, and which I consider will materially benefit the local area, beyond addressing impacts of the development. A contribution to assist HCC in delivering these works will be secured in the UU.

#### 4.5 **School Travel Planning**

4.5.1 HCC has requested for a contribution to school travel planning. It provides its further justification at **Appendix E**. The contribution would fund the development of school travel plans at Catchment Schools, and their delivery and monitoring.

4.5.2 The Appellants have no objection to making an appropriate.

#### 4.6 **Rights of Way Improvement**

4.6.1 HCC Countryside Services did not object to the application but did respond as part of the combined HCC Response (CDB.18). This identified a desire to see improved rights dedicated on Footpath 68. HCC has provided further clarification of what it is seeking at **Appendix F**, being:

***“The contributions we’d seek would be off-site long term maintenance proportional /pooled contributions rather than obligations to undertake improvement works.”***

4.6.2 This position departs from the consultation response and seeks maintenance contributions.

4.6.3 HCC has not demonstrated what works would be needed, how such works are necessary to make the development acceptable or how the development will materially impact on the maintenance burden falling on HCC. I do not consider that improvement of the PROW network is necessary to make the development acceptable in planning terms.

#### 4.7 **Bus Stop Improvements**

4.7.1 HCC has requested a contribution of £16,000 towards the provision of Real Time Information at two bus stops on Tukes Avenue. These bus stops serve bus services that will be accessible to the development and the Appellants are prepared to fund these improvements. The UU will secure the associated contribution.

#### 4.8 **Conclusions on Accessibility**

4.8.1 I have carefully considered the accessibility of the site and at all times influenced the development of the Appeal Scheme to ensure that the proposals offer the most sustainable scheme that can be achieved on the Site. My evidence has confirmed that:

- a The Appeal Site is well located to key facilities and services, including public transport, that will be accessible within reasonable walking / cycling distance for site residents.
- b The Site Access Strategy prioritises movement by sustainable modes, directing access by walking and cycling on key desire lines in all directions of the site, and supporting this with off-site improvements to enhance accessibility and user safety.
- c In response to HCC comments, further improvements have been identified which are deliverable and which will contribute to delivering safe and accessible travel options between the site and key destinations, including education facilities and the BRT. The Appellants are prepared to assist by funding these works.
- d Contributions to enhance public transport accessibility, road safety for pedestrians and cyclists, and school travel planning are proposed to be secured by the Appeal Scheme.
- e Through the Travel Plan, the Appeal Scheme will deliver further measures to offer the greatest opportunity for sustainable travel opportunities to be taken up.
- f The scheme complies with relevant parts of DSP40, CS5 and NPPF.



4.8.2 A comprehensive package of improvements is agreed with HCC to ensure opportunities for sustainable travel are promoted and that non-vehicular movement is prioritised. The agreed package of improvements is summarised in **Table 4.1**, to be secured in the UU and Conditions.

**Table 4.1 – Agreed Improvement Package**

Scheme	Drawing No.	Drawing Number	Contribution
Brookers Lane Crossing Imp.	Contribution	N/A	£78,160
School Travel Plans	Contribution	N/A	£42,000
Tukes Ave Bus Stops	Contribution	N/A	£16,000
Wych Lane	Contribution	ITB10353-GA-039	£82,275.50
Redlands Lane	Contribution	ITB10353-GA-042	£87,500.00
Longfield Avenue	Contribution	ITB10353-GA-043 & GA-044	£317,163.35
Stubbington	Contribution	ITB10353-GA-047 Rev A	£266,758.18
Parking Restrictions TRO	Contribution	ITB10353-GA-032	£6,000
Newgate Lane Access Works	S278	ITB10353-GA-102 Rev E	N/A
Active Travel Site Access Strategy	S278	ITB10353-GA-031 Rev A	N/A
Tukes Avenue Improvement	S278	ITB10353-GA-032	N/A
Brookers Lane Lighting Imp.	S278	N/A	N/A
WCHAR Wider Ped/Cycle Imps.	S278	ITB10353-GA-300 - GA-315	N/A
Lighting of path to Access 6	Direct Delivery	N/A	N/A
Travel Plan	Direct Delivery	N/A	N/A

---

## SECTION 5      **Transport Impacts**

- 5.1.1 The RfR alleges that insufficient information has been presented to demonstrate that the Appeal Scheme will not result in unacceptable transport impacts, and severe impacts on the local highway network. FBC has since confirmed that it is to withdraw this RfR part i).
- 5.1.2 The HCC response raised various matters in relation to the assessment of transport impacts, primarily to question the assignment (routing) of traffic for some destinations, and in relation to detailed modelling assumptions.
- 5.1.3 I have been actively engaging with HCC since its application response was published, to seek to reach agreement firstly on the parameters to be used for assessment, and secondly to present a revised assessment which addresses the matters HCC raises.
- 5.1.4 In June 2022 I presented a Transport Technical Note to HCC (Appendix I – CDA.30a) which presented a revised assignment of traffic and addressed matters in relation to committed development, traffic flow diagrams and Census data. HCC confirmed (CDA.30a – Appendix J) that the revised assessment methodology was agreed.
- 5.1.5 On this basis, I prepared the TAA (CDA.30), submitted in August 2022. This presented updated transport analysis of the impacts of development on the local highway network. The results of the assessments are summarised in Section 4.3 - 4.10 of the TAA (CDA.30) and the ASoTM (CDL.2) confirms that all technical transport matters are agreed.

### 5.2      **Development Impacts**

- 5.2.1 The impacts of the Development would be to increase traffic flows at:
- i      Newgate Lane East by around 2%
  - ii     Longfield Avenue by around 5-6%
  - iii    Rowner Road by around 3%
  - iv     Gosport Road by around 1.5%
  - v      Broom Way by around 0.5%.
- 5.2.2 In real terms, these traffic flow changes are modest and will mean generally less than one additional movement on the local road network each minute. I consider that this will be indiscernible from baseline conditions and will not result in any significant impacts.

- 5.2.3 Detailed traffic modelling at the key junctions (TAA CDA.30 Section 4.7-4.9) local to the site is presented to demonstrate the impacts of the development, considering assessments in a robust 2028 future year, taking account of committed development and background traffic growth, and in 2037 as a Sensitivity Test, taking account of traffic growth, committed development and unconsented development.
- 5.2.4 I have addressed the operation of the proposed access junction to Newgate Lane East in Section 3. This will operate efficiently, within capacity, and without material impact on the network.
- 5.2.5 The TAA presents a detailed assessment of the impacts of the development which I summarise briefly for context. The scope of the junctions that were assessed follows the TA Scoping Note and TA (CDA.18), and HCC confirms the scope to be acceptable (CDA.26) and the assessments utilise the agreed distribution and modelling parameters (CDL.2 – Para 6.7).

#### **Peel Common Roundabout**

- 5.2.6 The Peel Common roundabout has recently been improved to full signalisation as part of the Stubbington Bypass delivery. The revised junction has been modelled (TAA Section 4.7) and this demonstrates that it will operate within capacity in the future, with reserve capacity of 9.7% in the Morning Peak and 9.0% in the Evening Peak in 2028, taking account of the Appeal Scheme.
- 5.2.7 Total junction delay would increase by a modest amount, being 1.19 pcu/hr in the Morning Peak (+3.5%) and 0.61 pcu/hr in the Evening Peak (+2.0%). There would be negligible changes in queueing and delays across each arm expected at the junction as a result of the development.

#### **HMS Collingwood / Newgate Lane / Speedfields Park**

- 5.2.8 The HMS Collingwood and Speedfields Park junctions are modelled together as a single interconnected junction, to ensure account is taken of the potential interaction between the two locations. Section 4.8 of the TAA presents the results of the assessment (CDA.30).
- 5.2.9 The junction is forecast in 2028, with development, to operate within capacity, with 6.5% reserve capacity in the Morning Peak and 14.1% reserve capacity in the Evening Peak.
- 5.2.10 Delays across the junction would not be materially impacted, with the worst performing arm (Newgate Lane South in the AM Peak), seeing increased delays of around 3 seconds on average per arriving vehicle as a result of the Appeal Scheme. This level of impact is negligible.

### Longfield Avenue / Davis Way / Newgate Lane

- 5.2.11 At the Longfield Avenue roundabout, the impacts of development are similarly negligible, with average junction delay increasing by around 0.5 seconds, to around 8 seconds in each peak period. The Level of Service of the junction is rated as 'A', representing Free Flow.

**Table 5.1 – Impact of Development – Longfield Avenue – Junction Delay (seconds)**

Morning Peak Hour			Evening Peak Hour		
2028 No Dev	2028 with Dev	Difference	2028 No Dev	2028 with Dev	Difference
7.30	7.99	+0.69	7.39	8.06	+0.67

### Brookers Lane Toucan Crossing

- 5.2.12 I re-appraised the operation of a Toucan crossing at Brookers Lane / Newgate Lane East, assuming this is converted to Toucan operation in line with the funding already secured and proposed. The assessment has taken account of observed pedestrian and cycle demands, and forecasts of increased demand arising from the Appeal Scheme, as agreed with HCC (CDB.26).
- 5.2.13 My assessments demonstrate that the junction is expected to operate within capacity in 2028, taking account of the development, albeit design capacity would be reached under the 2037 Sensitivity Test. Nevertheless, the delay expected to arise to vehicles on Newgate Lane East would be around 15-20 seconds, which taking account of the significant benefits that the improvement would deliver in offering safe / attractive crossing of Newgate Lane East, are not significant or unacceptable. There would be no impact of queueing to adjacent junctions.

## 5.3 Conclusion on Traffic Impacts

- 5.3.1 I have robustly and accurately assessed the potential transport impacts of the Appeal Scheme and conclude that the development would not result in an unacceptable, let alone severe impact.
- 5.3.2 My assessments have been based on credible baseline data, realistic assumptions (for traffic generation, growth, assignment), and have followed industry standard assessment protocols. All of the assessment parameters have been agreed with HCC as local highway authority (CDL.2).
- 5.3.3 The assessments demonstrate that the Appeal development would increase traffic demand on Newgate Lane East by around 2%. Assessing the impacts of the Site at key network junctions, the impacts are negligible, resulting in increased delay of generally a few seconds. Considered against NPPF para 111 and DSP40 (v), I find there to be no conflict.

## SECTION 6 Other Matters Raised by Interested Parties

6.1 Two representations from Interested Parties have been submitted from Lee Residents Association and the Fareham Society. I have reviewed the content of these comments insofar as they relate to transport matters and summarise how these are addressed through the application and evidence as follows:

**Table 6.1 – Review of Representations by Interested Parties**

Comment Summary	Matter Addressed
<b>Lee Residents Association</b>	
Access proposed onto Newgate Lane which may prejudice access between the SEZ and the motorway network.	Section 5 demonstrates that the Appeal Scheme will not result in material impacts on the Newgate Lane corridor between the Solent EZ and the M27. Changes in delay at key junctions on the corridor are demonstrated to be negligible and the delivery of the access roundabout results in de-minimus impact on utility.
Gosport is a peninsula without rail access and is reliant on road access. Improvements to Newgate Lane and Stubbington Bypass are designed to alleviate congestion and improve access to the SEZ.	The benefit and utility of the improvements to Newgate Lane and Stubbington Bypass are not prejudiced by the Appeal Scheme proposals, as demonstrated in Sections 3 and 5 of my Evidence.  Section 4 of my evidence demonstrates that within proximity of the site there is a wide range of services and facilities, accessible by sustainable travel modes, and that the site is well served by public transport. There are therefore good opportunities to reduce the reliance on the private car for users of the scheme.
Development will impact on limited services including 'limited bus services'	Section 4 demonstrates that the site is well related to good quality public transport. The impacts of the development will not detrimentally impact on bus services, with additional impacts being negligible and, in any event, most bus services operating on roads away from locations that the development would impact.
Commuting traffic from the development will exacerbate issues in Bridgemary / Peel Common	Section 5 and the TAA demonstrates that Peel Common roundabout will operate acceptably, and within capacity, taking account of the development. The scheme does not promote access by vehicles into Bridgemary and impacts on roads leading towards and through Bridgemary are limited.
<b>Fareham Society</b>	
Concerns on the highway impacts of the scheme. Newgate Lane East provided to ease movement between Fareham and Gosport and there is the potential that development traffic would negate these benefits. Development would add unacceptably to heavy traffic flows and the access roundabout and Toucan crossing would be detrimental to traffic flow.	Section 5 demonstrates that the Appeal Scheme will not result in material impacts on the Newgate Lane corridor between the Solent EZ and the M27. Changes in delay at key junctions on the corridor are demonstrated to be negligible and the delivery of the access roundabout results in de-minimus impact on utility.  Section 3 demonstrates that the proposed access roundabout will operate within capacity including under robust sensitivity testing. HCC agreed (CDL2) that the impacts of the roundabout will not result in a severe level of delay at the junction and that the operation of the Toucan crossing, if delivered, is acceptable.

- 6.2 Gosport Borough Council objected to the application, citing serious concerns about the impact on Newgate Lane East impacting on the free flow of traffic, detrimental to Gosport Residents and the Solent EZ. The TA Addendum (CDA.30) presents a detailed assessment of traffic impacts, which I address in Section 5 of my Evidence and demonstrate that the proposed Appeal development will not result in any significant impact on the flow of traffic in the area, including on Newgate Lane East. HCC confirm that off-site impacts are acceptable (CDL.2 – Para 6.7).
- 6.3 Additionally, the FBC Committee Report (CDC.1) identifies at Section 6 that there were 148 third party representations made during the application period, summarising the main matters raised. In transport terms, these are summarised in **Table 6.2** along with information on how each matter is addressed in the Appeal submissions.

**Table 6.2 – Consideration of Third Party Representations**

Comment Summary	Matter Addressed
Contrary to the Hampshire County Council's current and emerging Local Transport Plans	Section 7 of my evidence demonstrates that the scheme complies with relevant policies. Section 3 demonstrates that there is no policy conflict in relation to the access roundabout.
Increased traffic congestion	Section 6 of my Evidence, the TA (CDA.19) and the TA Addendum (CDA.30) provide a detailed appraisal of the likely traffic impacts of the scheme. This demonstrates that the impacts of the proposed development are relatively limited (increasing traffic flows on Newgate Lane East by 2%), and through detailed appraisals, that the local junctions to the site will operate acceptably with development. This assessment takes no account of the Sustainable Travel Measures proposed by the scheme that will seek to reduce traffic demands beyond those assessed.
Construction vehicles on inadequate roads	The Appeal Site is well located to the primary road network, providing access to roads suitable for the carriage of construction vehicles. The potential impacts on local roads will be managed through the construction period by a Construction Traffic Management Plan (to be conditioned) which will determine the routing and management of construction vehicles and ensure that construction impacts are not significant.
Lack of public transport along Newgate Lane	Section 2 of my Evidence and the TA (CDA.19) describe the accessibility of the site to public transport. HCC has confirmed (CDL.2) that the Site is adequately served by public transport. Whilst bus services on Newgate Lane East are relatively limited, the Appeal Site is well related to the more frequent services operating on Tukes Avenue and Henry Cort Way. Overall, the Appeal Site offers good opportunities to travel sustainably.

Comment Summary	Matter Addressed
Concerns that Tukes Avenue, Bridgemary, Gosport will become a rat run and have an impact on the safety of children going to and from school	The Appeal scheme proposes no access for vehicles to Tukes Avenue or within Bridgemary, with the only vehicular access to the site proposed to Newgate Lane East. Detailed appraisal of the expected traffic distribution and assignment of the site (TAA – CD30) demonstrates that there will be no material impacts on local roads within Bridgemary.
Brookers Lane will become even more of a driving hazard	No vehicular access to Brookers Lane is proposed from the Appeal Site.
The cycle way will become dangerous with the increase in traffic	The Appeal Scheme proposes to connect to and enhance local cycle infrastructure, including contributing to physical improvements of routes, crossing of Newgate Lane East and measures that will promotes sustainable travel including cycling.

---

## SECTION 7 Consideration against Relevant Policies

7.1.1 Section 2 of the TA (CDA.19) provides a full review of local and national transport policy relevant to the Scheme. The critical considerations are the NPPF (Section 9, particularly Paras 110/111), the Fareham Core Strategy Local Plan Policy CS5 and CS Development Sites Policy DSP40.

7.1.2 I provide an analysis of the Appeal proposals against these key policy considerations, demonstrating in each case that the scheme complies with relevant policy.

### 7.2 NPPF

7.2.1 Paragraph 110 of the NPPF established the key requirements that development proposals must be determined against, providing four tests:

- a **Access** - requires that safe access for all users is provided – I demonstrate in Section 3 that the Appeal Scheme will deliver safe access for all users, providing inclusive and accessible connections in all directions of the site for active travel modes, and providing safe vehicular access to the Site, including for emergency vehicles. My conclusions are supported by those of the independent Road Safety Auditors and HCC (CDL.2).
- b **Sustainable Travel** - requires that appropriate opportunities for sustainable travel are taken up – In Sections 3 and 4 I consider the opportunities available to the Site for sustainable movement and demonstrate how these are embraced by the proposals. The Appeal Scheme prioritises sustainable movement in its access strategy, will deliver appropriate, safe, and attractive connections to local facilities by sustainable travel modes, and provides commitment to improvements for public transport infrastructure, travel planning and to promote low emissions vehicles.
- c **Design** - requires that development schemes are developed compliant with national design guidance – as an Outline application with layout being a matter for later determination, this test is not relevant at this stage. Nevertheless, the illustrative masterplan (CDA.1) has been developed in line with the National Design Guide.
- d **Transport Impacts** - requires that cost effective mitigation is provided to limit the significant impacts of development – The Scheme provides appropriate mitigation through its commitment to promote sustainable movement and to limit the impacts of traffic from the development. Detailed and robust appraisal of the operation of the local network demonstrates that the Appeal Scheme will not result in unacceptable impacts.



7.2.2 Paragraph 111 of the NPPF expresses the only conditions that should lead to development being refused on transport grounds, being if this results in a Severe residual cumulative transport impact (in relation to capacity and operation) or unacceptable safety impacts.

7.2.3 As I demonstrate in the TAA and at Section 5, the impacts of the development will fall far short of what could be considered to be a Severe impact. I conclude that indeed the impacts will be negligible. Moreover, I have assessed the road safety impacts of the scheme and consider that there will not be an unacceptable safety impact of the proposals, rather that the mitigation proposed, including improvements for movements by active travel modes, will provide a benefit.

### 7.3 Core Strategy Policy CS5

7.3.1 Local Plan Policy CS5 identifies the requirements for acceptable development with parts 2) and 3) relevant to transport matters.

7.3.2 Part 2 requires that developments which generate significant demand for travel are located in accessible areas, well served by good quality public transport, walking, and cycling facilities.

7.3.3 Section 4 of my Evidence, read alongside the TA (CDA.18) and TAA (CDA.30) demonstrates that:

- 1 the Appeal Site is well located in an accessible area, in reasonable proximity to a range of everyday facilities and services. FBC in its Committee Report (CDC.1) conclude the site is in an accessible location, and HCC, in its application response (CDB.26) confirm this.
- 2 The Appeal Site is well related to good quality public transport, with regular and attractive bus services nearby at Tukes Avenue and Newgate Lane East, and importantly, the BRT nearby offering a very high frequency service in the Peninsula, all connecting to the national rail network at Fareham.
- 3 There are good quality and well connected walking and cycling networks leading directly from the site, which the Appeal Scheme would secure improvements to enhance.

7.3.4 Part 3 of Policy CS5 states that FBC will permit development that contributes to necessary infrastructure, including 'reduce and manage' measures (i.e. sustainable travel), and does not adversely affect the operation of the local transport networks.

7.3.5 Section 4 (and Table 4.1) of my Evidence confirms that the scheme will, through measures to be delivered and financial contributions, contribute to appropriate improvements in infrastructure, primarily to works to enhance and improve the local sustainable transport network.

7.3.6 Section 5 of my evidence demonstrates that there not be unacceptable impacts on the local road network and on the wider transport network. Indeed, the Appeal Scheme will deliver improvements to sustainable transport infrastructure in the area and to the safety and operation of the existing Newgate Lane / Newgate Lane East junction, which I consider will deliver significant benefits to the wider community.

## 7.4 Local Plan Policy DSP40

7.4.1 Policy DSP40 is engaged where, as in this case, FBC cannot demonstrate an adequate housing land supply, and provides that development sites outside of the Local Plan allocations can come forward under certain conditions. Parts ii) and v) are relevant to transport.

7.4.2 Part ii) of DSP40 requires development schemes to be sustainably located adjacent to and well related to existing urban boundaries, and that these can be well integrated to the settlement.

7.4.3 The Fareham Committee Report Update finds no conflict with part ii) of DSP40. I agree with this conclusion on the basis that the scheme is plainly well related to the urban area, with Bridgemark to the immediate east, Speedfields Park to the immediate north and, directly south, consented development that will be brought forward in the short term. The access strategy demonstrates connections in all directions of the site to ensure the scheme is well integrated to the area and that the Appeal Scheme will become a natural and well related extension to the urban area.

7.4.4 Part v) of DSP40 requires that development proposals would be acceptable that do not have unacceptable traffic implications. Section 5 of my Evidence has demonstrated the traffic impacts of the Appeal scheme will be acceptable, and not result in any significant detrimental impacts. HCC confirm that the access junction will operate acceptably and there will not be severe off-site traffic impacts (CDL.2) and FBC has withdrawn its RfR part i) (CDL.1).

## 7.5 Conclusion

7.5.1 Having carefully assessed the proposals against the relevant transport policies, I conclude that the development would comply in each and every case and that there is no policy conflict.

7.5.2 Whilst not an adopted policy, or indeed a planning policy, HCC has alleged conflict with draft Policy DM2 of its emerging LTP4 in relation to the Site Access. In Section 3 I have confirmed that this policy should carry no weight, and moreover that by virtue of the design and operation of the junction, agreed with HCC, that there is no conflict in any event.

## SECTION 8 Conclusion

8.1.1 My evidence demonstrates that:

- The Appeal site will be accessible and will ensure opportunities to travel by sustainable modes will be taken up. The proposals go beyond simply addressing demands arising from the site and offer a number of wider benefits to the local community;
- Safe and suitable access to the site can be achieved for all users; and
- The residual cumulative transport impacts of the proposals fall short of the “severe” test set by the NPPF and do not result in unacceptable impacts on highway safety.

8.1.2 It is therefore my conclusion that there are no transport grounds for dismissing the appeals.

