

# FAREHAM

## BOROUGH COUNCIL

### Report to the Executive for Decision 2 September 2013

<b>Portfolio:</b>	Strategic Planning and Environment
<b>Subject:</b>	<b>Response to Consultation: Highway Proposals for Newgate Lane and Peel Common, Fareham and Western Access to Gosport</b>
<b>Report of:</b>	Director of Planning and Environment
<b>Strategy/Policy:</b>	Local Plan: Adopted Core Strategy (August 2011) & Draft Development Policies & Sites Plan (October 2012)
<b>Corporate Objective:</b>	Protect and Enhance the Environment Maintain and Extend Prosperity

#### **Purpose:**

To consider and approve the Council's response to Hampshire County Council's consultation on Highway Proposals for Newgate Lane and Peel Common, Fareham and Western Access to Gosport.

#### **Executive summary:**

This report is Fareham Borough Council's response to the Hampshire County Council's proposals to improve Newgate Lane and the Western Access to Gosport including a Stubbington Bypass, which is currently undergoing public consultation.

This report recommends that a response that supports, in principle, proposals to improve the Western Access to Gosport including a Stubbington Bypass, subject to further technical and environmental assessments, and further consultation with the public and Borough on these findings and detailed proposals.

Fareham Borough Council supports the proposed improvements to Peel Common Roundabout and Newgate Lane Northern Section, which have already secured funding and which need to be quickly expedited to support planned development at the Solent Enterprise Zone at Daedalus.

Fareham Borough Council is concerned about any potential delay in completing the routeing and design work for and subsequent implementation of a highway improvement scheme to the southern section of the Newgate Lane corridor, given the importance of early improvements to the entire length of the Newgate Lane corridor in enhancing access to the Solent Enterprise Zone at Daedalus.

Fareham Borough Council recommends that a decision on whether the proposals to improve Western Access to Gosport including Stubbington By-pass will affect the

southern section of the Newgate Lane corridor, is regarded as a matter of priority by Hampshire County Council, so that a scheme can be designed and implemented at the earliest opportunity for this remaining part of the Newgate Lane corridor.

**Recommendation:**

That the Executive:

- (a) notes the public consultation carried out by Hampshire County Council on Highway Proposals for Newgate Lane and Peel Common, Fareham and Western Access to Gosport;
- (b) agrees the proposed consultation response in paragraphs 5 to 39 of this report;
- (c) delegates authority to the Director of Planning and Environment, in consultation with the Executive Member for Strategic Planning and Environment to finalise the response to Hampshire County Council, incorporating any minor additions or amendments at this meeting;
- (d) that the response be sent as a matter of urgency to Hampshire County Council, prior to the end of the call in period, due to the prescribed consultation period.

**Reason:**

To influence the Hampshire County Council's initial highway proposals for Newgate Lane and Peel Common, Fareham and Western Access to Gosport proposals and ensure that the Authority are fully engaged fully and public are consulted upon the emerging proposals.

**Cost of proposals:**

There are no direct financial implications in responding to this consultation.

**Background papers:**

Petition with 64 signatories

Resident Letter

# FAREHAM

## BOROUGH COUNCIL

### Executive Briefing Paper

**Date:** 2 September 2013

**Subject:** Response to Consultation: Highway Proposals for Newgate Lane and Peel Common, Fareham and Western Access to Gosport

**Briefing by:** Director of Planning and Environment

**Portfolio:** Strategic Planning and Environment

#### INTRODUCTION

1. Hampshire County Council (HCC) commenced public consultation on proposals to improve Newgate Lane and the western access to Gosport including a Stubbington bypass on the 8th July 2013. This consultation period will run for nine weeks, ending on 9th September 2013.

#### Background

2. The public consultation conducted by Hampshire County Council consists of a downloadable consultation document detailing these proposals on the County Council's website, and an online survey form for public feedback. In addition, plans of these proposals are on display at four locations, where survey forms will be made available. Within Fareham Borough Council, an exhibition was held at Fareham Library (29th July - 5th August) and at Stubbington Library (8th July - 9th September). Two exhibitions were held outside the Borough, within Gosport Borough Council's administrative area, at Gosport Discovery Centre (22nd July - 29th July) and at Lee on the Solent Library (8th July - 9th September). Furthermore, seven consultation drop-in sessions were held at five locations between 8 July and 16 July.
3. Hampshire County Council's web-site explains that the comments received will be considered and taken into account in the detailed design of the Newgate Lane northern section improvement scheme, which will start early in 2014. In relation to comments on the Peel Common roundabout interim improvement proposals, these will be considered and the County Council will consult locally on more detailed proposals early in 2014. Finally, in relation to comments on the Western Access to Gosport, including the Stubbington By-pass, the County Council will consider these later this year alongside the necessary environmental and technical assessments.
4. The County Council has requested consultation comments on the following highway proposals:

- *Western Access to Gosport*: Improvements to the A27 between Titchfield and Segensworth and a bypass for the village of Stubbington. The County Council's initial work has identified three principal route corridors for a Stubbington bypass.
- *Peel Common Roundabout Interim Proposals*: Provision of traffic light controls on the roundabout and revised pedestrian, cycle and bus stop facilities.
- *Newgate Lane Northern Section Detailed Proposals*: A major improvement scheme for the B3385 Newgate Lane, between and including the junctions with Palmerston Drive at the northern end and Peel Common roundabout to the south.

## **CONSULTATION RESPONSE**

5. This report below set out Fareham Borough Council's proposed response to Hampshire County Council's consultation.

### **Western Access to Gosport (including the Stubbington By-pass)**

6. Hampshire County Council's proposals for improving the Western Access to Gosport comprise two elements:
  - Stubbington Bypass
  - A27 Titchfield to Segensworth
7. The following comments consider both elements in combination:

#### **Consistency with Fareham Borough Council's Core Strategy**

8. Paragraph 4.68 of Fareham's Adopted Core Strategy acknowledges the output of the Strategic Access to Gosport (StAG) Study, undertaken by Hampshire County Council, and approved by Transport for South Hampshire's (TfSH) Joint Committee in June 2010. It states that the Study "*indicates that the issue of the Stubbington bypass would need to be reviewed in the medium and long term as in the short term, up to 2015, a positive cost benefit in support of a bypass would be extremely difficult to substantiate, that there is little prospect of funding during the plan period, that a bypass is likely to worsen the already congested junctions and links leading to Segensworth and M27 Junction 9, and is counter to the transport strategy of Reduce, Manage and Invest*".
9. In principle, Fareham Borough Council supports proposals to improve the Western Access of Gosport, including the Stubbington By-pass. Presently however, the level of information currently available is not suitable to fully assess the impact of the three suggested routes on the wider road network, and therefore at this juncture the Council is unable to assess which route would be preferable or viable. Despite the level of information, at this stage, it appears that the 'green' route option proposed would offer the least potential to alleviate existing congestion issues.
10. Fareham Borough Council recognises the need for Hampshire County Council to adopt a comprehensive approach to assessing proposals for the Western Access to Gosport, which does not consider the Stubbington Bypass in

isolation, but recognises the need “to improve the flow of traffic from the M27 and along the A27 in order to keep traffic moving” by investigating the potential for upgrading key junctions at St Margaret’s Roundabout and the Titchfield Gyratory (including Mill Lane junction). It is important that all the implications of these proposed highway schemes are considered comprehensively.

11. Notwithstanding this, it should be stressed that Core Strategy Policy CS6: The Development Strategy does not provide for any development that would be required to contribute to improvements for the Western Access to Gosport. It is therefore important to confirm that no financial contributions from existing or planned development would be available to contribute to such a scheme. It will therefore be necessary for the County Council to secure alternative funding mechanisms to deliver these transport enhancements, should Hampshire County Council, following extensive consultation, decide to pursue one of the Western Access to Gosport routes.
12. As part of the continuing development of this scheme, it is assumed that each Stubbington By-pass route, along with other relevant transport schemes envisaged, would be thoroughly assessed via the Sub Regional Transport Model (SRTM) by the County Council, in order to determine which may be the most beneficial and which would have the best benefit to cost ratio. It is likely that a scheme of this magnitude would have significant impacts on traffic movement and certainly this has implications for the wider Borough.
13. More specifically, improvements proposed to the A27 between Fareham and Segensworth, could potentially be beneficial to traffic flows in and out of Fareham, particularly at peak times, and therefore Fareham Borough Council supports this in principle. With regard to potential impacts however, again Fareham Borough Council anticipates that this scheme would be thoroughly assessed via the SRTM by the County Council in order to determine where the benefits and any possible dis-benefits are located.
14. It is for the reasons above that Fareham Borough Council welcome further consultation on the outcomes of necessary technical and environmental assessments in order to enable the Council to make a fully informed response, in respect to impact on traffic and communities within the Borough.

#### Impact on the ‘Strategic Gap and the Countryside

15. Paragraph 6.52 of Fareham’s Adopted Core Strategy acknowledges that the Strategic Gap between Fareham and Stubbington helps define and maintain the separate identity of these two settlements. It states that “*Strategic gaps do not have intrinsic landscape value but are important in maintaining the settlement pattern, keeping individual settlements separate and providing opportunities for green infrastructure/green corridors. Continuing pressure for high levels of development means maintaining gaps continues to be justified*”. It is therefore important that the proposed Stubbington Bypass adheres to these principles, maintaining the settlement pattern and the separate identities of Fareham and Stubbington.
16. Policy CS22: Development in Strategic Gaps states that “*Development proposals will not be permitted either individually or cumulatively where it significantly affects the integrity of the gap and the physical and visual separation of settlements*”. Maintaining the separation between Fareham and

Stubbington will prevent coalescence and therefore the careful consideration of the likely future implications of each of the three proposed Stubbington By-pass alignments would be required as part of the environmental assessment undertaken by Hampshire County Council to ensure that the Strategic Gap is maintained.

17. In the absence of more detailed modelling work on the potential impacts of each of the three options for the Stubbington Bypass, Fareham Borough Council presently has no preferred route option. It is however important to ensure that the impacts on the Strategic Gap are minimised by Hampshire County Council, both in terms of the direct impact that the road itself will have in terms of noise, visual impact and landscape character, but also in terms of the potential for the possible increased development pressure to 'fill in any gaps' that may ensue.
18. Consideration would also need to be given by Hampshire County Council to any possible residential amenity, noise and pollution issues that may arise as a result of a new road close to existing houses and suitable mitigation measures such as earth bunding/fencing be incorporated if required.
19. In addition, the possible impacts of any route alignments on Sites of Importance for Nature Conservation (SINC) at Oxley Coppice and at the Meon Valley between Titchfield and Titchfield Road will need to be assessed. It is noted that the 'red' and 'green' route options pass close to Oxley Coppice.
20. Core Strategy Policy CS22 states that land within Strategic Gaps "*will be treated as countryside*" and thus assessed against Core Strategy Policy CS14: Development Outside Settlements. Policy C14 states that "*Built development on land outside defined settlements will be strictly controlled to protect the countryside... from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for ... required infrastructure.*" The construction of the Stubbington Bypass would, if required by Hampshire County Council, be considered "*required infrastructure*" and thus be considered to be an acceptable form of development within the countryside. Notwithstanding the acceptability of development, careful consideration would be required to ensure that the impact on landscape character, appearance and function is minimised.

#### Solar Farm at Newlands Farm, Tanners Lane (Ref: P/13/0528/FP)

21. Hampshire County Council will also be aware that Fareham Borough Council recently received a planning application for a 16.875MW photovoltaic solar farm at Newlands Farm, Tanners Lane (Ref: P/13/0528/FP). The 'blue' route option for the Stubbington Bypass would be directly affected by this solar farm proposal, which is anticipated to be reported to Fareham Borough Council's Planning Committee for determination during September 2013.

#### Peel Common Roundabout Interim Proposals

22. Hampshire County Council's consultation document explains that the interim proposals for Peel Common Roundabout will "*improve the facilities for pedestrians and cyclists, including better linkages between the existing shared use footway and cycle tracks*" and to "*improve the facilities for bus users at the roundabout*".

23. These objectives are consistent with Core Strategy Policy CS5: Transport Strategy and Infrastructure, which supports the prioritisation and encouragement of “*safe and reliable journey’s by walking, cycling and public transport*”.
24. It is likely that the signalisation of Peel Common roundabout could improve the flow of traffic in this area and thus would be beneficial. Fareham Borough Council would welcome swift further consultation to be conducted by the County Council on more detailed proposals.
25. It is understood that a longer-term solution will be agreed when a decision regarding Western Access to Gosport, including Stubbington By-pass, has been agreed. Fareham Borough Council notes that Hampshire County Council’s Executive Report (Transport & Environment) on ‘Newgate Lane Fareham, Major Improvement Scheme – Proposed Alignment Options’ (2nd April 2013), outlined the delivery programme for the Peel Common junction improvements, referred to as the second phase of work. It was expected that the construction of this work phase would ‘*commence works early 2014 in order to complete the scheme in autumn 2016*’.
26. Fareham Borough Council is concerned that consideration of Western Access to Gosport, including Stubbington By-pass should not cause any undue delay to the design and subsequent implementation of long-term improvements to Peel Common Roundabout, considered necessary to accommodate future development at the Solent Enterprise Zone at Daedalus.

#### **Newgate Lane Northern Section Proposals**

27. The County Council’s objectives of seeking “*to improve conditions on this section of Newgate Lane, in terms of traffic capacity, journey time reliability and pedestrian and cycle accessibility*’, are supported in principle, having been included with Fareham Borough Council’s Draft Development Sites and Policies Plan.
28. Paragraph 7.9 of the Draft Development Sites and Policies Plan acknowledges that “*Planned improvement to Newgate Lane...will play an important role in relieving congestion on the A32...*”. The improvements have the potential to reduce travel on other alternative traffic routes in the Borough. Importantly they also have the potential to provide additional capacity to accommodate future development at the Solent Enterprise Zone at Daedalus.
29. Policy T2: Improvements to the Strategic Road Network safeguards the Newgate Lane Northern Section as part of a package of measures that seek to “*improve and maintain the effectiveness of the Strategic Road Network*”.
30. Plans show a new junction with traffic signals to HMS Collingwood including pedestrian and cycle provision and by-pass lane that avoids Speedfields Park roundabout. In addition, proposals to enlarge Longfield Road Roundabout, coupled with proposed improvements to pedestrians and cyclists, including an off-road shared pedestrian and cycle track and crossings points.
31. Improvements to Newgate Lane, aimed to increase capacity on the Northern Section are, in principle, beneficial to traffic flow and hence are supported by Fareham Borough Council. More specifically, given the essentially urban nature

of the Northern Section, improved pedestrian and cyclist provision, particularly in relation to an off-road pedestrian and cycle track is likely to be beneficial to pedestrian and cycle accessibility. In addition, these improvements are considered particularly necessary in enabling the successful future development of the Solent Enterprise Zone at Daedalus.

32. Fareham Borough Council is keen that detailed plans are shared at a matter of urgency, so this scheme can be quickly progressed for works to commence 'late 2013/early 2014', as outlined in Hampshire County Council's (2nd April 2013) Executive Report (Transport & Environment) on 'Newgate Lane Fareham, Major Improvement Scheme – Proposed Alignment Options'.

### **Impact of Hampshire County Council's Highway Proposals on the southern section of the Newgate Lane corridor**

33. In overall terms, Hampshire County Council's website explains that the proposals to improve Western Access to Gosport, including Stubbington Bypass, are aimed at helping 'to address existing traffic problems on the Gosport peninsula to improve strategic east west and north south routes and to enhance access to the Solent Enterprise Zone'. Particular reference is made to the need to address the existing traffic problems in the area 'including the provision of improved transport infrastructure to the Solent Enterprise Zone'.
34. CS1 Employment Provision of the Adopted Core Strategy identifies Daedalus Airfield Strategic Development Allocation to accommodate a minimum of 10,000 sq.m and up to 33,000 sq.m of net additional general, or light industrial or warehousing employment floorspace, which is detailed further in Policy CS12. As paragraph 7.9 of the Draft Development Sites and Policies Plan states '*Planned improvements to Newgate Lane as part of the development of the Daedalus site will play an important role in relieving congestion on the A32 within Fareham Borough... Should development of the site come forward without such improvements taking place it is likely to have a significant adverse effect on traffic within Fareham, including the town centre*'.
35. Solent Enterprise Zone at Daedalus is a development of strategic significance, with the potential to secure growth for the regional and local economy. Fareham Borough Council's Planning Committee resolved to grant an application in 2012 for use of airfield for employment based development (up to 50,202 sqm of floor space) in new and existing buildings (use classes B1, B2 & B8). A parallel application to Gosport Borough Council similarly resolved to grant consent for up to 69,992 sqm of B1, B2 and B8 commercial floor space in new buildings and re-use of existing buildings, up to 1,075 sqm of retail (use classes A1, A2, A3 and/or A4); 200 residential units (use class C3); 32 units of care accommodation (use class C2); 1,839 sqm of community uses (use class D1); 8,320 sqm of hotel use (use class C1); and 2,321 sqm of leisure (use class D2). Both resolutions were subject to s106 agreements that are due to be signed this month. Furthermore, relevant full planning applications have been approved for the Solent EZ, including a new road junction at the main gateway & the Fareham College Centre for Engineering & Manufacturing Advanced Skills Training (CEMAST). The new CEMAST building due to open in September 2014.
36. Fareham Borough Council notes that Hampshire County Council's Executive Report (Transport & Environment) on 'Newgate Lane Fareham, Major



Improvement Scheme – Proposed Alignment Options’ (2nd April 2013), outlined the delivery programme for the new road between Peel Common Roundabout and Tanners Lane, referred to as Phase 3. It was expected that the construction of this work phase would *‘commence works early 2014 in order to complete the scheme in autumn 2016’*.

37. Fareham Borough Council regards the implementation of highway improvements to the entire length of the Newgate Lane corridor as vital to the success of the Solent Enterprise Zone at Daedalus. Programmed and funded works to Newgate Lane North and interim proposals for Peel Common Roundabout, together with a future improvement scheme to the southern section of the Newgate Lane corridor and a longer-term solution for Peel Common roundabout, will form a vital package of investment in the principal highway access corridor to the Solent Enterprise Zone from the M27.
38. It is for these reasons that the Council are keen that the routeing and detailed design of an improvement scheme for the southern section of the Newgate Lane corridor is progressed and subsequently implemented at the earliest opportunity.
39. Fareham Borough Council therefore recommends that a decision on whether the proposals to improve Western Access to Gosport including Stubbington Bypass will affect the southern section of the Newgate Lane corridor, is regarded as a matter of priority by Hampshire County Council, so that a scheme can be designed and implemented at the earliest opportunity for this remaining part of the Newgate Lane corridor.

#### **Fareham Borough Council’s Development Sites and Policies Plan Timetable**

40. Fareham Borough Council is scheduled to publish the Publication Version of its Development Sites and Policies Plan in November/December 2013. In dialogue with Hampshire County Council, it is unlikely that the decision on the detailed alignment of the new route will be made for possible inclusion into this plan.
41. Notwithstanding this, Fareham Borough Council would like to stress its continuing commitment to working with Hampshire County Council to ensure a mutually acceptable conclusion on any outstanding safeguarding issues as they progress.

#### **RISK ASSESSMENT**

42. It is important that a response is provided in the interests of the Borough to ensure that Corporate objectives and priorities are delivered.

#### **FINANCIAL IMPLICATIONS**

43. None.

#### **CONSULTATIONS**

44. A petition was submitted with 64 signatories. The accompanying letter explains that the undersigned residents wish to confirm their *‘strong support for Option B, a new road route to the east of Newgate Lane adjacent to Brookers Field’*.

They also *'object to Option A as such a plan would split the community of Peel Common, increase traffic noise and not benefit those people living in house to the north of Albert Road. They would in fact be subject to even more noise and pollution and have to cope with the increased traffic flows, passing direct past their houses'*. Furthermore the letter states traffic flows along Newgate will increase with the development of Solent Enterprise Zone at Daedalus and *'the route of any Stubbington by-pass is a distraction to the Newgate Lane problem'*. The petition explains that *'the current misery being endured by the residents can be mitigated by an early decision and implementation of the Option B route'*. Issues of air quality due to queuing/slow traffic are raised. The petition urges Fareham Borough Council to listen and respond to the needs of the community and seeks an early indication of Hampshire County Council's intentions. They state that the *'existing situation appears to be one of delay on the southern section of Newgate Lane rather than the forecast improvement mentioned earlier in the year'*. The petition concludes with a request for the Borough to *'formally write to Hampshire County Council to support Option B – the plan to build a new road to the east of the current route, without delay' to 'enable future traffic growth and enhance the quality of life of all concerned, by leaving the existing highway as an access/service road'*.

45. The content of this petition has been noted and forwarded to Hampshire County Council for their consideration.
46. A letter from a local resident has also been received expressing concern about increased traffic, access problems to own property-causing travel delay and wish to see Stubbington By-pass delivered, especially in light of more traffic generated by Daedalus. Other matters are also raised in this letter.
47. The content of this letter has been noted and forwarded to Hampshire County Council for their consideration.

## **CONCLUSION**

48. This report is Fareham Borough Council's response to the Hampshire County Council's proposals to improve Newgate Lane and the Western Access to Gosport including a Stubbington Bypass, which is currently undergoing public consultation.
49. This report recommends that a response that supports, in principle, proposals to improve the Western Access to Gosport including a Stubbington Bypass, subject to further technical and environmental assessments, and further consultation with the public and Borough on these findings and detailed proposals.
50. Fareham Borough Council supports the proposed improvements to Peel Common Roundabout and Newgate Lane North, which have already secured funding and which need to be quickly expedited to support planned development at the Solent Enterprise Zone at Daedalus.
51. Fareham Borough Council is concerned about any potential delay in completing the routeing and design work for and subsequent implementation of a highway improvement scheme to the southern section of the Newgate Lane corridor, given the importance of early improvements to the entire length of the Newgate Lane corridor in enhancing access to the Solent Enterprise Zone at Daedalus.

52. Fareham Borough Council recommends that a decision on whether the proposals to improve Western Access to Gosport including Stubbington Bypass will affect the southern section of the Newgate Lane corridor, is regarded as a matter of priority by Hampshire County Council, so that a scheme can be designed and implemented at the earliest opportunity for this remaining part of the Newgate Lane corridor.
53. The report makes the following recommendations to the Executive:
- notes the public consultation carried out by Hampshire County Council on Highway Proposals for Newgate Lane and Peel Common, Fareham and Western Access to Gosport
  - agrees the proposed consultation response in paragraphs 5 to 39 of this report
  - delegates authority to the Director of Planning and Environment, in consultation with the Executive Member for Strategic Planning and Environment to finalise the response to Hampshire County Council, incorporating any minor additions or amendments at this meeting
  - that the response be sent as a matter of urgency to Hampshire County Council, prior to the end of the call in period, due to the prescribed consultation period

**Reference Papers:**

<http://www3.hants.gov.uk/stubbingtonbypass>

Hampshire County Council's Executive Report (Transport & Environment) on 'Newgate Lane Fareham, Major Improvement Scheme – Proposed Alignment Options' (2nd April 2013).