

# FAREHAM

## BOROUGH COUNCIL

### Report to the Executive for Decision 07 July 2014

<b>Portfolio:</b>	Planning and Development
<b>Subject:</b>	<b>Response to Consultation: Improving Access to Fareham and Gosport - strategic transport infrastructure schemes including Stubbington Bypass and Newgate Lane South</b>
<b>Report of:</b>	Director of Planning and Development
<b>Strategy/Policy:</b>	Local Plan: Adopted Core Strategy (August 2011) & Submission Development Sites and Policies Plan (June 2014)
<b>Corporate:</b>	Protect and Enhance the Environment
<b>Objective:</b>	Maintain and Extend Prosperity

#### **Purpose:**

To consider and approve the Council's response to Hampshire County Council's consultation on Highway Proposals for Improving Access to Fareham and Gosport, including a new Stubbington Bypass, improvements to the southern section of Newgate Lane, the Peel Common Roundabout and the A27 corridor between Titchfield Gyratory and Segensworth.

#### **Executive summary:**

This report is Fareham Borough Council's response to the Hampshire County Council's proposals to improve access to Fareham and Gosport by implementing a programme of highway improvements, including Stubbington Bypass, which are currently undergoing a public consultation exercise.

Fareham Borough Council supports the comprehensive programme approach adopted by Hampshire County Council in developing proposals for four major highway improvement schemes in the Borough, in addition to supporting delivery of the individual schemes in the County's programme.

From the data currently available, the Council believes that the preferred schemes would achieve the programme objectives, particularly in relation to relieving existing traffic bottlenecks and congestion. It is envisaged that Peel Common Roundabout and the southern section of Newgate Lane would contribute to supporting development of the Solent Enterprise Zone at Daedalus.

Notwithstanding this, Fareham Borough Council would welcome further dialogue with the County Council in order to gain a better understanding of the benefits and impacts of the individual schemes in more detail.

Fareham Borough Council understands that obtaining the funding required to implement these schemes is challenging, and will continue to support Hampshire County Council and the Solent Local Enterprise Partnership in securing the necessary funds for these schemes as appropriate.

**Recommendation:**

That the Executive:

- (a) notes the public consultation currently being carried out by Hampshire County Council on highway proposals for Improving Access to Fareham and Gosport, as outlined in the attached Appendix A;
- (b) agrees the proposed consultation response in the Executive Briefing Paper;
- (c) delegates authority to the Director of Planning and Development, in consultation with the Executive Member for Planning and Development to finalise the response to Hampshire County Council, incorporating any minor additions or amendments; and
- (d) that the response be sent as soon as possible to Hampshire County Council, and in any event prior to the end of the Consultation period on 4 August 2014.

**Reason:**

To influence the development of Hampshire County Council's current highway proposals, including preferred route options, for improving access to Fareham and Gosport and ensuring that the Authority is fully engaged and that the public are consulted on emerging proposals.

**Cost of proposals:**

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

**Appendices:**

- A:** "Improving Access to Fareham and Gosport Consultation"
- B:** Stubbington Bypass – Preferred Route
- C:** Newgate Lane Southern Section – Preferred Route
- D:** Peel Common Roundabout
- E:** A27 Fareham to Segensworth

**Background papers:** None

# FAREHAM

## BOROUGH COUNCIL

### Executive Briefing Paper

**Date:** 07 July 2014

**Subject:** Response to Consultation - Improving Access to Fareham and Gosport (including Stubbington Bypass and Newgate Lane South)

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

**Portfolio:** Planning and Development

#### INTRODUCTION

1. Hampshire County Council (HCC) undertook a public consultation exercise in July 2013 on proposals to improve Newgate Lane and the western access to Gosport including a new Stubbington Bypass. The HCC consultation material clarifies that comments received during the consultation were taken into account by the County in further developing scheme proposals and identifying a preferred option for each scheme component.
2. Subsequently on 17 March 2014 the HCC Executive Member for Economy, Transport and Environment approved the preferred options for four strategic transport infrastructure schemes designed to improve access to Fareham and Gosport. The four schemes are: Stubbington Bypass, Peel Common Roundabout, Newgate Lane Southern Section and A27 Corridor Improvements between Titchfield Gyratory and Segensworth.
3. At the same time, the HCC Executive Member determined that a further round of public consultation should be undertaken on these proposals during June and July 2014. HCC has set up a dedicated website <http://www3.hants.gov.uk/gov/uk/transport-schemes-index> giving details of these schemes and information on how to take part in the current consultation exercise, including a series of manned and unmanned exhibitions.
4. As a preliminary to this exercise, HCC arranged a Preview event at the Civic Offices in Fareham on 6 June to describe the proposals, to which all Fareham Borough Council and Gosport Borough Council (GBC) Members were invited. The County's public consultation closes on 4 August 2014.
5. Feedback from the consultation will be reported to the HCC Executive Member for Economy, Transport and Environment in Autumn 2014, when a decision will be made on whether the schemes should be taken forward, subject to funding.
6. It is currently expected that planning applications for Stubbington Bypass and the Southern Section of Newgate Lane would then be submitted in Spring 2015, with other schemes in the package being progressed subject to appropriate

funding and business case approval.

7. As part of the wider programme of highway improvements, construction work has now started on the scheme for the northern section of Newgate Lane, with completion of the works scheduled for Spring 2015. The scheme will increase traffic capacity and journey time reliability for drivers and provide better facilities for cyclists and pedestrians on this section of Newgate Lane, resulting in better access to the Solent Enterprise Zone at Daedalus.
8. Fareham Borough Council recognises the need for the County to adopt a comprehensive approach to assessing proposals for Improving Access to Fareham and Gosport (IAFG), which does not consider the individual schemes solely in isolation but takes account of the additional benefits emanating from complementary improvements to the strategic road network. However, Fareham Borough Council in its response to the Consultation recognises the need to clarify the Authority's position with regard to the schemes in terms of a total package and on their individual merits.
9. Therefore, the following sections firstly set out Fareham Borough Council's response to the Consultation in relation to each of the four individual components of the IAFG strategic transport infrastructure plan and also with respect to the overall package of schemes. This is followed by a final section containing the Council's conclusions.
10. This document represents the Council's formal response to HCC's letter dated 5 June 2014 that acknowledges the effectiveness of a partnership approach and collaborative working with Fareham Borough Council, and invites the Council to submit formal views and a response to the Consultation.

## **CONSULTATION RESPONSE**

### **Stubbington Bypass**

#### **The Preferred Option**

11. HCC's preferred option of the nine alternatives appraised for the Bypass is the hybrid route comprising a combination of the 'Red' alignment from the B3334 Gosport Road to the south and 'Blue' alignment to the north and west connecting to the B3334 Titchfield Road. The route is shown indicatively on Attachment 1.
12. Approximately 3.5 km (2 miles) in length, the Bypass has been designed as a 7.3m wide single carriageway road with a separate 2.5m wide shared footway/cycleway.
13. The preferred route alignment allows the Bypass to have a speed limit of 50mph and there will be limited access to adjoining areas, with a single intermediate junction at Peak Lane. Connections of the new Bypass with Gosport Road and Titchfield Road and the new traffic-signalled junction at Peak Lane are designed to give priority to traffic using the Bypass.
14. These attributes are consistent with the intended 'bypass' function of the new road that in combination will ensure an attractive route option affording traffic relief to Stubbington Village.

15. According to the Consultation material, complementary traffic management measures in Stubbington Village will also be implemented to encourage through traffic to use the Bypass whilst maintaining easy access to the village centre, including by public transport, walking and cycling. Fareham Borough Council would seek further information on these aspects of HCC's Improving Access to Fareham and Gosport (IAFG) programme as this is of particular relevance to those residents and businesses in the locality of Stubbington Village.

#### Conformity with Fareham Borough Council's Local Plan

16. Paragraph 6.18 of the Submission Development Sites and Policies Plan (June 2014) states that: "*Stubbington Bypass has been a longer term aspiration of Hampshire County Council for many years, the scheme is now being afforded an immediate priority in order to help deliver the Solent Local Enterprise objectives in relation to local economic growth and the need to help facilitate new investment and development in Gosport and Fareham Boroughs.*"
17. Paragraph 6.19 of the Submission Development Sites and Policies Plan states that: "*The bypass is a major transport scheme, which will be very challenging to implement. After assessing a series of potential route options a preferred route has been identified which connects the B3334 Gosport Road, south of Stubbington to the B3334 Titchfield Road north of Stubbington. The preferred route will be subject to further more detailed appraisal and consultation. The development work is being afforded a high priority by the County Council. Land will be required to deliver this scheme, if it proves to be feasible, and will be safeguarded once the requirements are known.*"
18. HCC has confirmed that the Stubbington Bypass and the associated IAFG programme components - at a total estimated cost of £40m - would be fully funded through the current Solent Local Enterprise Partnership (LEP) bid, and would not be dependent upon funding contributions from developers.

#### Impact on the Strategic Gap and Countryside

19. 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.
20. Fareham Borough Council has noted the statement by HCC in the IAFG Consultation material that the schemes in the strategic infrastructure plan improvements are not intended to open up land for development. In particular the HCC material states that "*The Fareham Borough Council draft Local Plan part 2: Development Sites and Policies document (October 2012) does not allocate development within the Strategic Gap between Stubbington and Fareham. The bypass proposal is not linked by the County Council to enabling development.*"

21. 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 the preferred Stubbington By-pass alignment would be required as part of the environmental assessment undertaken by HCC to ensure that the integrity of the Strategic Gap is maintained.
22. 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.*”
23. The construction of the Stubbington Bypass would, if required by HCC, be considered as enabling infrastructure and thus considered to be an acceptable form of development within the countryside to alleviate existing transport issues. Notwithstanding the acceptability of development, Fareham Borough Council would seek to liaise with HCC in order to identify suitable measures that minimise the impact on landscape character, appearance and function of the road.

#### Effect of Delays in Mobilisation of Project Finance

24. Given the importance to the local and regional economy of ensuring the successful marketing and delivery of developments at Solent Enterprise Zone, any delay in mobilising the funding of enabling transport infrastructure represents a potential risk in catalysing the associated regeneration benefits.
25. Whilst Newgate Lane Southern Section and Peel Common Roundabout represent essential infrastructure improvements in terms of the future development of Solent Enterprise Zone, securing funding for the timely delivery of Stubbington Bypass would further enhance accessibility to Daedalus and other areas of the peninsula.

#### Traffic Assessment

26. Fareham Borough Council has noted that the traffic analyses carried out by HCC utilise the Sub-Regional Transport Model (SRTM) which is the standard approved modelling package for evaluating all highway and development schemes of strategic traffic importance in South Hampshire.
27. Traffic forecast data made available as part of the Consultation exercise suggest that the Bypass will successfully attract traffic away from Stubbington Village and reduce journey times between Cherque Way and Junction 9 of the M27 motorway for the modelled future year 2026, compared with a road network without improvements.
28. The scheme would therefore assist in relieving traffic bottlenecks and congestion which is one of the main goals of the IAFG highway programme. Hence Fareham Borough Council supports the proposal and would seek to

liaise with HCC in order to assess the effectiveness and associated impacts of the proposed traffic management measures for Stubbington Village.

#### Local Planning Implications - Safeguarding

29. The Council would propose that HCC gives consideration to safeguarding the route for the Bypass once the alignment has been determined and there is confirmation that funding has been secured.

#### Other Relevant Matters

30. Fareham Borough Council has noted that whilst 87% of respondents to the July 2013 Public Consultation supported the principle of a new bypass, key residents' concerns included the potential impact of increased noise affecting nearby properties and the effect on the environment, in particular the need to avoid Oxley's Coppice, the Crofton Stream and fishing lakes/irrigation reservoir at the Newlands Farm complex.
31. The Council would seek assurance from HCC that these concerns will be fully addressed as part of the future design development of the Bypass scheme, ensuring that appropriate mitigation measures are implemented.

#### **Newgate Lane Southern Section**

##### Solent Enterprise Zone at Daedalus

32. Solent Enterprise Zone at Daedalus is a development of strategic significance, with the potential to secure growth for the regional and local economy. The Enterprise Zone will become the premier location for manufacturing and technology, particularly focused on the marine, aviation and aerospace industries, serving the whole Solent area, with Newgate Lane forming a key section of the principal strategic access route serving the development.
33. In late December 2013, Fareham Borough Council granted outline planning permission for the use of the 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 has a resolution from committee to grant permission 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 the Fareham and Gosport applications are the subject of S106 Agreements.
34. Furthermore, relevant full planning applications have been granted for the Enterprise Zone, including a new road junction at the main gateway, the Centre for Engineering and Manufacturing Advanced Skills Training (CEMAST) and the Innovation Centre. Fareham College has recently confirmed that construction of the new CEMAST building is on time and budget and due to open for the start of the next academic year in September 2014. Work commenced in May 2014 on the Innovation Centre and it is due to open in mid/late 2015.
35. Having obtained outline planning permission, the Homes and Communities Agency (HCA) has been facilitating the infrastructure that will bring about

development and is negotiating the purchase of individual plots with potential occupiers. In order to facilitate this development, highway infrastructure works include improvements to Newgate Lane Northern Section, Newgate Lane Southern Section and Peel Common Roundabout as the principal strategic access route.

#### The Preferred Option

36. HCC's new route lies to the east of the existing road, commencing with a new arm at Peel Common Roundabout and an alignment to the north between Brookers Field and the River Alver to tie in with the northern section currently being improved at Tanners Lane. The route is shown on Attachment 2.
37. The route is approximately 1.5km in length and will be designed as a 7.3m wide single carriageway with a design speed of 40mph, commensurate with the design speed for the northern section.
38. A new link to the existing road will provide access to the residential properties, with the option for this road to form part of a north/south cycle route connecting to the Roundabout. The scheme is currently estimated to cost around £6m.

#### Conformity with Fareham Borough Council's Local Plan

39. HCC's preferred option for improvements to Newgate Lane Southern Section reflects the decision to recommend a preferred corridor of interest for the Stubbington Bypass based upon a route connecting Gosport Road to Titchfield Road.
40. 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 that will accommodate future development at the Solent Enterprise Zone at Daedalus without construction of a new Stubbington Bypass
41. Paragraph 6.20 of the Submission Development Sites and Policies Plan states that *"Options for the southern part of Newgate Lane between Tanners Lane and Peel Common Roundabout are being given further consideration during work to assess the feasibility of a future bypass for Stubbington. Improvements based upon the current alignment and also a possible new alignment to the east are currently being considered. It is likely that land outside the existing highway boundary will be required to address the traffic issues on the southern section of Newgate Lane and work is progressing to provide a clearer understanding of requirements in order that these can be safeguarded once the detailed requirements are known. A longer term solution for Peel Common Roundabout will be further developed once the outcome of investigations into the feasibility of Stubbington Bypass are known and land requirements will be safeguarded if and when appropriate."*
42. Improvements to Newgate Lane aimed at increasing capacity on the Southern Section are, in principle, beneficial to traffic flow and improved pedestrian and cyclist provision would be supported by Fareham Borough Council. However, the Council would seek further details of the technical analyses supporting HCC's business case to clarify the benefits of constructing a new route in comparison with an alternative on-line improvement.
43. The Council has noted that the proposed layout of the preferred option would



still require the dual carriageway for the Northern Section to feed into the single carriageway for the Southern Section. Furthermore, the Interim Scheme for the Peel Common Roundabout (described below) will provide additional capacity to improve traffic movements onto the Roundabout from the existing Newgate Lane.

#### Traffic Assessment

44. The information currently available for Newgate Lane Southern Section has not allowed Fareham Borough Council to carry out a detailed traffic assessment of the scheme benefits. Fareham Borough Council would welcome further dialogue with HCC in order to gain a better understanding of the benefits and impacts of each scheme in more detail.
45. Fareham Borough Council is concerned that consideration of the IAFG highway improvement programme, including Stubbington By-pass, should not cause any undue delay to the design and subsequent implementation of long-term improvements to the southern section of Newgate Lane, which are considered essential as part of improvements to the principal strategic access route to accommodate future development and operations of Solent Enterprise Zone at Daedalus.

#### Other Relevant Matters

46. In the event that HCC proceeds with the preferred option, the route alignment would bring the road closer to properties at the eastern end of Woodcote Lane and at Peel Common.
47. Fareham Borough Council would seek assurances from HCC that any potential noise impacts associated with the scheme would be fully resolved, in liaison with Gosport Borough Council as necessary.

#### **Peel Common Roundabout (Interim and Final Schemes)**

##### The Preferred Option

48. The Roundabout would be improved in several phases to improve existing conditions and provide for future implementation of Stubbington Bypass and Newgate Lane Southern Section. The location of the roundabout in the context of these schemes is shown on Attachment 3.
49. Improvements include re-configuring the Roundabout to introduce traffic signals and additional traffic lanes with improved access to and from the existing Newgate Lane alignment, together with improved facilities for pedestrians and cyclists.
50. The Interim Scheme is planned for delivery in 2015/16 as a stand-alone component of the Improving Access to Fareham and Gosport (IAFG) package at a cost of £3m-£4m, and is not dependent upon a decision to build the Stubbington Bypass.

##### Conformity with Fareham Borough Council's Local Plan

51. HCC's consultation document explains that the proposals for Peel Common Roundabout will *"improve the facilities for pedestrians and cyclists and provide*

*better linkages between the existing shared use footway and cycle tracks”.*

52. These objectives are consistent with Core Strategy Policy CS5: Transport Strategy and Infrastructure, which supports the prioritisation and encouragement of “*safe and reliable journeys by walking, cycling and public transport*”. However, it is noted that there is currently no specific reference to improving conditions for bus users at this location.
53. Fareham Borough Council is concerned that consideration of the IAFG highway improvement programme, including Stubbington By-pass, should not cause any undue delay to the design and subsequent implementation of long-term improvements to Peel Common Roundabout, which are considered essential as part of improvements to the principal strategic access route to accommodate future development and operations of Solent Enterprise Zone at Daedalus.

#### Traffic Assessment

54. The information currently available for Peel Common Roundabout has not allowed Fareham Borough Council to carry out a detailed traffic assessment of the scheme benefits. Fareham Borough Council would therefore welcome further dialogue with HCC in order to gain a better understanding of scheme proposals.

#### **A27 Corridor (Titchfield Gyratory to Segensworth)**

##### The Preferred Option

55. HCC is proposing to install traffic signals at St Margaret’s Roundabout to enable better management of traffic and increase capacity at this junction. In addition, improvements at the A27/Southampton Hill junction and the section of carriageway through to the Roundabout are also proposed, as shown on Attachment 4.
56. The layout of Titchfield Gyratory would also be modified under HCC’s proposals to improve access from Titchfield Road onto the A27 westbound. The scheme would be beneficial as a stand-alone proposal in terms of improving traffic flows along the A27 corridor, but would also be considered essential infrastructure for the delivery of Stubbington Bypass.
57. Fareham Borough Council is keen that detailed plans are shared as a matter of urgency, so this scheme can be quickly progressed for works to commence in 2015/16, as indicated by HCC in the Improving Access to Fareham and Gosport (IAFG) Consultation material.

#### Consistency with Fareham Borough Council’s Core Strategy

58. Fareham Borough Council recognises the need for Hampshire County Council to adopt a comprehensive approach to assessing proposals for IAFG, which takes account of 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).
59. Notwithstanding this, Fareham Borough Council will require more detailed information on scheme proposals in order to fully assess HCC’s preferred

option and the associated impacts, including confirmation that all traffic movements at these junctions are satisfactorily catered for.

### **A27 Corridor (Fareham to Titchfield Gyratory)**

#### **The Preferred Option**

60. In addition to the above schemes which form the principal components of the IAFG programme, HCC is also proposing improvements to the A27 Station Roundabout and Gudge Heath Lane junctions, as shown on Attachment 4, which are consistent with the objectives of improving traffic movements along the A27 corridor and access to Fareham Town Centre.
61. Improvements at the A27 Station Roundabout comprise increased traffic capacity to facilitate the movement of BRT services, pedestrians and cyclists, in particular to improve the interchange arrangements between bus and rail and between the Station and Fareham College. At Gudge Heath Lane junction an additional straight-ahead traffic lane will be constructed for westbound traffic to provide extra capacity for westbound traffic.
62. The Local Transport Body has awarded £6.6m funding for this scheme, subject to a satisfactory business case, and the scheme could be delivered in 2016/17.
63. Fareham Borough Council fully supports this scheme which will provide regeneration and accessibility benefits to the Town Centre in addition to improving traffic flows on the A27, as reflected in the Council's involvement in the initial funding bid.

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

64. Fareham Borough Council has now submitted the Development Sites and Policies Plan to the Secretary of State for examination. In dialogue with Hampshire County Council, it is considered unlikely that the timing of a decision on the detailed alignment of new routes for Stubbington Bypass and Newgate Lane Southern Section would allow for inclusion in the Plan.
65. 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**

66. 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**

67. There are no financial implications.

### **CONSULTATIONS**

68. The Improving Access to Fareham and Gosport Consultation process is being conducted by HCC, and to date no letters, petitions or other representations

from members of the public have been received by Fareham Borough Council in respect of this matter.

## **CONCLUSIONS**

69. Overall, Fareham Borough Council supports the integrated programme approach adopted by HCC in the 'Improving Access to Fareham and Gosport' (IAFG) initiative, and the principal objectives of the programme which seek to tackle traffic congestion and provide efficient access between the peninsula and M27 Motorway.
70. From the traffic information currently made available by HCC, the preferred options for Stubbington Bypass and other scheme proposals would appear to perform satisfactorily in terms of improved journey times and reduced traffic bottlenecks. Notwithstanding this, Fareham Borough Council would welcome further dialogue with HCC in order to gain a better understanding of the benefits and impacts of each scheme in more detail.
71. HCC's proposals generally demonstrate conformity with local planning policies. Fareham Borough Council would however seek assurances from HCC in respect of their statement that highway infrastructure proposals should not enable development, particularly in the context of maintaining the integrity of the Strategic Gaps.
72. Fareham Borough Council understands that obtaining the funding required to implement these schemes is challenging, and will continue to support HCC and the Solent LEP in securing the necessary funds for these schemes as appropriate.

### **Reference Papers:**

<http://www3.hants.gov.uk/gov/uk/transport-schemes-index>

"Consultation on western access to Gosport, Newgate Lane improvements and potential Stubbington Bypass."