

The Welborne Plan

Statement on Issues and Questions

Issue 7: Transport, Access and Movement (WEL23 – WEL28)

September 2014

CD-14

- 7.1 *The development at Welborne is reliant on the creation of an ‘all-moves’ junction 10 on the M27. A final scheme has not been agreed but the Strategic Framework Diagram is based on Option 3 of the Transport Strategy. Does this have the support of the Highways Agency? Have all realistic options been considered and been subject to sustainability testing and when will the preferred option be selected?***
- 7.1.1 The Welborne M27 Junction 10 – Preferred Option Note (EV47) was prepared in April 2014, which set out the support ‘in principle’ for a layout for Junction 10 based around the option set out in the Strategic Framework Diagram. This note was agreed by the Highways Agency, Hampshire County Council as Highways Authority and Fareham Borough Council as Local Planning Authority.
- 7.1.2 As stated in the Welborne Transport Strategy (EV17), a number of options for an ‘all-moves’ junction have been tested as part of an iterative transport modelling process, with outputs from individual runs of the model used to evaluate incremental changes as well as the overall performance of each option.
- 7.1.3 In this way it has been possible to consider all practical configuration alternatives for delivering efficient traffic movements at an improved Junction 10, together with a Do Nothing (‘No Mitigation’) scenario for comparative purposes.
- 7.1.4 The Sustainability Appraisal: Options Assessment (SA03) contains a high level assessment of options for Strategic Environmental Assessment, including Concept Masterplan Options for upgrading Junction 10. This work is taken further in the Sustainability Report on the Publication Draft Welborne Plan (SA05). Table 4.1 takes each main policy area in turn and gives a brief explanation of the reasonable alternatives which were considered to be available to meet policy objectives. For each option, it states whether it was rejected, taken forward for further development or selected as the preferred option for the Publication Draft Welborne Plan (SD03), together with an outline of the reasons for selection or rejection. Results of a detailed assessment of reasonable options is set out in Appendix G of the Sustainability Report on the Publication Draft Welborne Plan (SA05).
- 7.1.5 Once the feasibility layout has been agreed with the Highways Agency then the developers will continue to progress the design, which will then be submitted as part of a Planning Application covering the principal access routes, including the proposed layout for Junction 10, at a detailed level. Evaluation of operational effectiveness of the proposed layout will be evidenced as part of a comprehensive analysis of traffic impacts forming part of the Transport Assessment that will accompany the Outline Planning Application for the site.
- 7.1.6 It is anticipated that a significant proportion of the funding for Junction 10

improvement will be secured through developer contributions. However, £14.9million has already been awarded specifically towards the upgrade of Junction 10, from the Solent Local Enterprise Partnership as part of the Solent Growth Deal funding allocation.

7.2 *What will be the consequences, in terms of traffic and movement, of not completing the M27 J10 improvements until 2022?*

7.2.1 The Borough Council's initial infrastructure evidence identified 2021/2022 as the timeframe at which the improvements to Junction 10 were required to mitigate the traffic generated by the Welborne development. Since then the Highway Authority has delivered a work programme which shows how the improvements can be commenced on the A32 north and south of the M27 in 2016/17 by the developers as part of their initial phase access strategy. This would mean that the major works to the underpass and slip roads for the new 'all-moves' Junction 10, would be delivered by the Highways Agency, commencing later in 2018/19. These timescales have been identified as being realistic and necessary to ensure that appropriate access is provided, commensurate with not only traffic demand, but also to provide an attractive access solution for this substantial strategic site in order to attract investment in at the earliest opportunity.

7.2.2 The accelerated timetable for delivery of J10 of the M27 set out above, along with the increased certainty of the likely design of Junction 10 (as set out in the Preferred Option Note EV43) and support from Solent LEP gives greater confidence that the improvements to Junction 10 will be delivered at an early stage in the development of Welborne.

7.2.3 Traffic capacity on the M27 motorway in the vicinity of Welborne is already constrained, particularly during peak periods, when network delays cause unreliable journey time and frustrate economic growth in the area. Improved accessibility via an all moves Junction 10 is essential to encourage the planned new employment investment at Welborne and to provide a 'front door' to the new site from the strategic highway network.

7.2.4 Delays in delivering the improvements at Junction 10 until 2022 would have several fundamentally detrimental impacts, in particular:

- Welborne would not be an attractive site to investors who would have difficulties accessing the site from the west and exiting the site towards the west via heavily congested parts of the local highway network including the A27 from the M27 Junction 9 Segensworth roundabout and through central Fareham. Strategic traffic modelling identifies approximately 37% of trips would wish to access the site from the west; and
- Capacity on the local road network is inadequate to cater for the additional traffic which would be seeking to access/egress the site to and from the west. Congestion already exists along the A27 where sections

of dual carriageway filter into single lane and inadequate junction capacity means that stop-start conditions and peak hour tailbacks along the length of the route would not cater for the additional movements which would result if there is no improvement to the M27 Junction 10 prior to 2022.

7.3 *Is there any evidence to demonstrate that traffic to and from the proposed community at Welborne would have significant adverse effects in terms of highway safety and movement of traffic that cannot be mitigated?*

7.3.1 Strategic transport modelling has been undertaken which identifies the distribution of new trips from Welborne onto transport networks, taking into account predicted background traffic growth and planned network improvements. The model outputs do not identify traffic increases to a level which cannot be addressed by mitigation, although on certain parts of the local transport network traffic levels will inevitably be higher than at present.

7.3.2 Additional traffic movements have been identified on the strategic and local road networks which can be catered for by planned mitigation at key locations. Traffic increases can be managed appropriately and planned mitigation for all roads and junctions will all be designed in accordance with current highway standards, Highways Agency technical approvals and safety audit approval processes.

7.3.3 Scheme details will be required to be presented by developers in the Traffic Impact Assessment which will accompany the Planning Application and all mitigation will be subject to appropriate Highways Agency and Highway Authority approval processes.

7.4 *Policy WEL23 refers to both a Transport Framework and a Transport Assessment. The former is not included in the Glossary but is referred to in paragraph 7.14. Is it clear exactly what is required in each document? Is there the risk of information being duplicated?*

7.4.1 The requirements for a Transport Framework are considered the minimum necessary to enable the developer's Structuring Plan document for Welborne to be considered by the Council, should it be submitted prior to an outline planning application. The requirements are set out in paragraph 7.14. Should the Structuring Plan be submitted alongside an outline planning application, then it is expected that the information set out in paragraph 7.14 will instead be delivered as part of the associated Environmental Statement and Transport Assessment.

7.4.2 To provide clarity, the Council proposes that a definition of Transport Framework is added to the Glossary as a minor modification to the Plan. The suggested addition is as follows –

Transport Framework: A high level statement prepared by the site

developers, setting out the key transport implications and strategy for the site as a whole, accompanying the Structuring Plan for the site.

7.5 *Is criterion (ii) of policy WEL23 sufficiently clear – what is ‘Travel planning’ (not in Glossary)?*

7.5.1 Travel planning refers to programmes and initiatives designed to influence travel behaviour that will assist accessibility to new developments and lead to a reduction in use of the private car. The concept is commonly applied to major new developments and has been shown to be successful in reducing the need to travel and cutting congestion.

7.5.2 The standard method of meeting the objectives of travel planning initiatives is through the preparation and delivery of Travel Plans. These are represented by a package of measures designed by a workplace, school or other organisation to encourage safe, healthy and sustainable travel options.

7.5.3 The Council acknowledges that, although discussed in the Welborne Transport Strategy (EV17), there may be insufficient explanation within the Welborne Plan. Therefore, the Council proposes the following additional paragraph of supporting text as a minor modification to the Welborne Plan, to be inserted after existing paragraph 7.12:

Travel planning will be used across the site to assist accessibility to and lead to a reduction in use of the private car. Initiatives will be delivered with each part of the site in accordance with the Framework Travel Plan.

7.5.5 To provide clarity, the Council proposes that a definition of Travel Planning is added to the Glossary as a minor modification to the Plan. The suggested addition is as follows:

Travel Planning: Programmes and initiatives designed to influence travel behaviour that will assist accessibility to new developments and lead to a reduction in use of the private car. The standard method of meeting the objectives of travel planning initiatives is through the preparation and delivery of Travel Plans. These are represented by a package of measures designed by a workplace, school or other organisation to encourage safe, healthy and sustainable travel options.

7.6 *Is there sufficient evidence to demonstrate that the junction improvements listed in paragraph 7.27 (and in policy WEL25) can be satisfactorily funded and implemented within the appropriate timescale and without threat to the viability of the other elements of the development at Welborne. What is the Council’s fallback position should progress on the junction improvements be delayed?*

7.6.1 The majority of schemes listed in paragraph 7.27 have been identified by

the Solent Local Enterprise Partnership (SLEP) as part of a package of improvement measures which are necessary to improve access to Fareham and Gosport and to facilitate development at Welborne and the Solent Enterprise Zone. In their own right the junction improvements will form a relatively small proportion of the overall highway works package which will principally go towards the delivery of the multi-million pound improvement at the M27 Junction 10, which it is anticipated will have substantial traffic benefits for the wider Fareham and Gosport community.

7.6.2 Funding for the schemes listed in paragraph 7.27 of LP3 is none the less essentially required and will be derived from a combination of Solent LEP and developer contributions. Allocations are being firmed up by the Solent LEP and funding splits across the wider area package of improvements are currently being considered and agreed. The schemes, which focus primarily around the A32 and local network in the immediate vicinity of Welborne, have been identified as required, prior to the construction of the M27 Junction 10 as enabling works. It is anticipated that the majority of works in paragraph 7.27 will be constructed in 2016/17, with elements of traffic management works being constructed later as the development scale and traffic generation from Welborne increases. Traffic management will then come on stream at the appropriate time later within the five-year Solent LEP funding window.

7.6.3 Scheme number 7 (the A27 Railway Station Roundabout) has already secured £6.6m Local Transport Body and Hampshire County Council Funding and will be constructed by the County Council in 2016/17.

7.7 *There is a reference in paragraph 7.24 to the provision of four road junctions between Welborne and the A32 – is this requirement justified?*

7.7.1 The description of access to the local highway network in paragraph 7.24 is based on the Council's understanding of the likely access arrangements. It is recognised however that this description is unduly prescriptive and should be amended.

7.7.2 As such, the Council proposed the following as a minor amendment to paragraph 7.24 of the Welborne Plan as follows:

The spine streets will use Knowle Road as the northern edge of a network box. This access will link back to the A32 at 4 a number of locations (including Knowle Road / A32 junction). This will allow optimum movement around Welborne, linking all centres and will provide the main routes for public transport. In addition a new north-south route across the site will reduce pressures on the A32.

7.8 *Is there any evidence that traffic to and from Welborne would have an adverse effect on highway safety in Wickham, Knowle or Funtley that*

could not be satisfactorily mitigated? Should policy WEL25 make it clear that Welborne should look to the south for its key transport links?

- 7.8.1 There is no evidence that traffic to and from Welborne would have an adverse effect on highway safety in Wickham, Knowle and Funtley. Transport modelling does not identify a demand for trips from Welborne to Knowle or Funtley. The strategic model identifies a limited demand for traffic from Welborne heading north towards Wickham in the order of some 2-3 % of overall trips from the site. It is key to note that as forecast traffic flows increase on the A32 north of the M27 in the vicinity of the site, it becomes less attractive to the traffic which is currently using this route to head northwards towards Winchester. These existing trips re-route elsewhere as development traffic increases on the A32, and there is an offset between decreasing existing traffic movements with new movements from the site. Although there are substantial increases in traffic flow on the A32 in the vicinity of the site, there is only an overall slight increase in traffic flows heading north beyond the site towards Wickham.
- 7.8.2 There is no direct correlation between increasing traffic flows and adverse highway safety. Traffic increases can be managed appropriately and planned mitigation for all roads and junctions will all be designed in accordance with current highway standards, Highways Agency technical approvals and safety audit approval processes, etc.
- 7.8.3 Scheme details will be required to be presented by applicants in the Traffic Impact Assessment which will accompany the Planning Application and all mitigation will be subject to appropriate Highways Agency and Highway Authority Approval processes.
- 7.8.4 Transport modelling undertaken to date has indicated that the majority of movements to and from Welborne will be to the south, including the M27. This is considered to be an outcome of the location of Welborne in relation to other settlements and the strategic highways network, and the vision of Welborne as a “*distinct new community set apart but connected to Fareham*”.
- 7.8.5 It is thought that it would be appropriate to recognise this in the supporting text of the Welborne Plan. Therefore, the Council proposes that the text in recognition of the anticipated movement patterns is added to the supporting text as a minor modification to the Plan. The suggested change to paragraph 7.9 in the Welborne Plan is as follows:

The Transport Strategy and the Strategic Framework have been developed in tandem, to develop revised high level transport principles for Welborne. Transport modelling undertaken to date indicates that the majority of movements to and from Welborne will be to the south, including the M27.

- 7.9 *Is the last bullet point of WEL25 criterion (iv.) which refers to ‘other***

roads' sufficiently clear? Is the reference to traffic light provision at the junction of the A32/A334 in Wickham justified (paragraph 7.27.1)?

- 7.9.1 The reference to 'other roads' in this policy is in recognition of the further work to be done in identifying transport implications of the Welborne development through the Transport Assessment process.
- 7.9.2 The reference to traffic lights in paragraph 7.27.1 was based upon the best information available at the time of drafting. Provision for / need for traffic lights at this location has been considered by the Highway Authority in more detail over recent months and may not be necessary. Other traffic management measures through the town may be more appropriate / adequate to cater for the relatively small increase in traffic. It will be for the applicant to identify an appropriate mitigation package as part of the Traffic Impact Assessment, which can be agreed locally prior to implementation.
- 7.9.3 The Council proposes the following minor modification to point 1 of paragraph 7.27 of the Welborne Plan. The suggested amendment is as follows:
1. *A32/A334 Fareham Road, Wickham - This junction lies to the north of the development on the A32. It is a three-arm roundabout junction with two lanes on all approaches. It is likely that the approach lanes on the A32 will need widening to accommodate additional traffic generated by the development. There appears to be sufficient carriageway and verge space to realign the carriageway. ~~It is likely that junction signals will be required.~~ Whilst some works may be required at this junction to discourage additional traffic movements travelling north through Wickham, it may be more appropriate to manage this additional demand through traffic management measures in the town centre and appropriate measures will need to be identified and locally agreed.*
- 7.10 ***Can it be demonstrated that the Bus Rapid Transit link from Welborne to the town centre can be satisfactorily routed and subsequently implemented? What evidence is there that the BRT link will reduce the number of car journeys to and from Welborne? When is it anticipated the service will be introduced?***
- 7.10.1 Preliminary design feasibility work undertaken by the Highway Authority has confirmed the practicality of the BRT route between Welborne and Fareham Town Centre, subject to detailed engineering work necessary to facilitate the BRT service at junctions and road sections. Bus lanes and other mitigation measures designed to enable the BRT have been identified at a number of junctions, including the A32/High Street and A32/Hill Street Junctions. The proposed route is shown in the figure on page 45 of the Welborne Transport Strategy (EV17) Final Report. As part of this work, feasibility plans have been prepared to show that dedicated bus lanes can be constructed from the A32 North Hill junction northwards underneath the M27 to the first site access roundabout on the A32, north of the motorway.

- 7.10.2 South of North Hill junction, the BRT works will be combined with the off site highway works package, which will be funded via a combination of Solent LEP funding and developer contributions, during 2016/17. The funding split is currently being investigated and agreed. The dedicated bus lanes leading to and from the North Hill junction to and from the new site access roundabout north of the M27, will be funded and delivered as part of the M27 junction 10 works, which already have partial contribution of £14.9m of confirmed funding from the Solent LEP towards delivery. It is anticipated that these works will form part of the early site access works likely to commence in 2016/17.
- 7.10.3 The *Eclipse* BRT service between Fareham Town Centre and Gosport which opened in April 2012 has been hugely successful with patronage exceeding expectations. A total of 1.3 million passengers were transported in the first year of opening and a 64% increase in passengers on the *Eclipse* E1 and E2 services has been recorded compared with the 82 and 86 services which previously ran between Fareham and Gosport along nearby routes.
- 7.10.4 Passenger surveys have indicated that some 14% of passengers using the BRT service between Fareham and Gosport previously made the journey by car, with the “quickest way of reaching the destination” being the most popular reason given for changing to BRT.
- 7.10.5 The speed of the journey has been an important factor in attracting new users and the busway, in conjunction with bus priority measures, has enabled the *Eclipse* BRT service to provide a more reliable and consistent service. Passenger opinions of the high specification buses coupled with the fast and frequent services are very positive and have improved the image of public transport.
- 7.10.6 The BRT services will offer a viable alternative to the private car for residents of Welborne, and provide reliable and frequent direct connections to Fareham bus and rail stations for onward longer distance journeys. It is also intended to provide connections to Portsmouth as the size of development increases.
- 7.10.7 The introduction of high specification bus services will need to be introduced from the outset of the development. It is appreciated that until housing numbers increase sufficiently, it is inevitable that these initial services will need to be subsidised. The timescale in which the high specification services will be replaced by BRT services will be dependent upon the rate at which housing is developed. Early implementation of BRT services will have a greater influence on travel patterns through being available as a choice of mode from the day that residents move into Welborne.
- 7.11 *How will BRT and the other bus service improvements referred to in***

paragraph 7.38 be funded and implemented?

Capital Investment

- 7.11.1 New transport infrastructure, including the measures required for the introduction of BRT on the road network external to the Welborne Development Area, will be funded through a combination of Solent LEP funding and developer contributions. A phased implementation plan is currently being drawn up, which, subject to agreement with the Solent LEP, includes the identified off site works required to deliver the BRT connections to Fareham bus and railway stations.

Funding for Delivery of BRT infrastructure (off-site) via LEP

- 7.11.2 In 2012, HCC commissioned transport consultants (Atkins) to develop an economic, funding and delivery strategy for the BRT wider network, including completion of the link from the Town Centre to Welborne. The key steps in further developing the proposals, including delivery structure and funding, were set out in the South East Hampshire BRT Future Phases Study Summary Report (EV61).

Funding of Design and Delivery of BRT infrastructure (on-site)

- 7.11.3 As outlined in the Final Report of the Welborne Transport Strategy there will be a phased delivery of BRT priority measures at 4 internal junctions to provide for the installation of signal equipment and localised carriageway widening, at an estimated cost of £1million, to be delivered by Hampshire County Council and the site developers.
- 7.11.4 Other local bus infrastructure including new bus stops will also be provided on the Welborne site.

BRT and Bus Operations

- 7.11.5 Bus services that are commercially viable will be provided by operators through the normal process of planning, consultation and approval. Local bus operators have advised the Council that they review development-related opportunities for new or extended services in the Borough on a regular basis.
- 7.11.6 Non-commercially viable services may be subsidised by the Transport Authority and/or via developer contribution, depending upon an assessment of needs and the potential benefit of, for example, the improved access to employment areas and connectivity to transport hubs.
- 7.11.7 The need for a local bus and BRT operational subsidy to implement a new route between Welborne and Fareham Rail Station and link to a wider network is identified in the Final Report of the Welborne Transport Strategy (EV17), at a cost of £150,000 to £300,000 per annum over a 12-year period.
- 7.11.8 A letter from First Group supporting the successful implementation of BRT and other bus services improvements for Welborne, dated 17 September 2014, is attached as Appendix 7A.

Implementation of BRT and other Bus Services

7.11.9 Key stakeholders such as the Council, HCC and First Group have a proven and successful track record in collaborative working to deliver schemes such as the Fareham to Gosport BRT service and subsequent scheme enhancements (Phase 1A).

7.11.10 Experience has shown that the key elements to this success included:

- Establishment of a Project Implementation Team;
- Securing funding through business case preparation;
- Securing governance arrangements to ensure compliance and auditability.

7.11.11 It is presently envisaged that similar arrangements would be put into place for the implementation of the Welborne BRT link.

7.12 *What work has been undertaken to assess the feasibility of providing a station on the Fareham to Eastleigh railway line? Is the Council's approach sufficiently aspirational?*

7.12.1 An initial pre-feasibility assessment was undertaken through the New Community North of Fareham Infrastructure Delivery Plan Review 2013: Stage 1 Report (EV27) to consider the viability of developing a station on the Fareham to Eastleigh railway line on the site of the disused station known as Knowle Halt. The former station opened in 1907 to serve the nearby Knowle Hospital and finally closed in 1964.

7.12.2 This work included preliminary appraisals of potential demand for a new rail station and the practical issues associated with constructing a station in this location. The views of Network Rail as lead promoter for the scheme were also obtained in the event of a decision to proceed.

7.12.3 These appraisals have informed the preparation of the Welborne New Community Infrastructure Delivery Plan 2014 Stage 2 Update (EV29).

Initial Demand Assessment

7.12.4 Demand for rail services using the new station is expected to come mainly from the western side of the Welborne development, with additional demand from nearby villages such as Knowle and Wickham. Portsmouth would also be a major destination for employment-related trips.

7.12.5 In addition, the proposal would impact on patronage of the BRT system serving Welborne. It was acknowledged that this would need to be quantified in more detail at a later stage to give greater assurance on the sustainability of operating both the BRT and a new rail station.

Construction Issues

7.12.6 Network Rail has confirmed in principle that there are no major technical

reasons why a new station could not be developed at the proposed location.

- 7.12.7 Notwithstanding this, there would be significant challenges including delays incurred to existing services, requiring the support of South West Trains, and securing finance for the scheme from the Welborne development.
- 7.12.8 In addition, there may be land issues that would require further investigation to determine feasibility within the boundary of the Development Area.
- 7.12.9 In the light of the comments made by Network Rail, Fareham Borough Council considers that it has adopted an appropriately precautionary and prudent approach, which recognises the various key risks and likely time period involved in developing and delivering a new station at Knowle.
- 7.12.10 Network Rail has stated that the short term decision to develop strong links to Fareham Station via the BRT and bus network enhancements is the most effective value-for-money option, and represents the strongest business case at this time. Any future investigation to a potential halt/station on the Fareham to Eastleigh line would require discussions with South West Trains, business case development and detailed timetable of work.

7.13 *Why does policy WEL28 not refer to the provision of the pedestrian and cycle links listed in paragraph 8.38?*

- 7.13.1 Policy WEL 28 sets out a framework for ensuring that Welborne has a network of strategic and local pedestrian and cycle routes. These will help to encourage sustainable transport as well as add value to the new community through positive place making and maximising the opportunities for providing links to nearby communities and the surrounding countryside.
- 7.13.2 Paragraph 8.38 of the Welborne Plan identifies a number of corridors which offer potential to create links to adjacent areas. The Council is mindful that the site promoters have raised concerns in their representations (WP471) on the Welborne Plan regarding the extent to which they are required to deliver all of the connections listed in paragraph 8.38 of the Welborne Plan, and the potential for ransom situations. The Council considers that the text in paragraph 8.38 sets an appropriate approach to delivery of those links.
- 7.13.3 To include a requirement for the provision of the specific links, as set out in paragraph 8.38 of Policy WEL28, would result in similar concerns regarding ransom. It is considered that while paragraph 8.38 correctly identifies the potential of local corridors, the aims of Policy WEL28 can be achieved in a number of ways. However, it is considered that a reference to those corridors identified in paragraph 8.38 in the transport chapter would aid the legibility and understanding of what the plan is trying to achieve.
- 7.13.4 Therefore the Council proposes that the following paragraph is inserted after paragraph 7.52 as a minor modification to the Welborne Plan. The

suggested addition is as follows:

Paragraph 8.38 of this Plan identifies a number of links to the surrounding countryside which should be fully explored to create improved pedestrian and cycling links to surrounding communities and the surrounding countryside.

APPENDIX 7A

Letter from First Group in support of BRT



18 September 2014

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Dear Richard

INDEPENDENT EXAMINATION OF THE WELBORNE PLAN

I refer to the forthcoming Examination of the Welborne Plan and in particular to the proposed public transport strategy for the Welborne development that will include new extensions to the Bus Rapid Transit ("Eclipse") system and other bus service improvements.

I would fully support the aims of your strategy in providing excellent public transport connections between Welborne and Fareham Town Centre, with additional links to Portsmouth and the surrounding areas. The establishment of frequent services to Fareham will also ensure excellent connectivity to the Gosport peninsula.

We would be delighted to work with Fareham Borough Council, Hampshire County Council and site promoters in developing the strategy and preparing options for implementation. As the principal bus operator in the area, with all the associated infrastructure and a track record of delivering high quality public transport networks (ie. Eclipse), we are best placed to support and work in partnership with yourselves to deliver the public transport strategy for Welborne.

Should you require further information please do not hesitate to call me.

Yours sincerely

Marc Reddy
Managing Director
Hampshire, Dorset & Berkshire



ATOC



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