



**FAREHAM BOROUGH COUNCIL  
TECHNICAL SUPPORT FOR LOCAL  
PLAN  
HA4 DOWNEND ROAD EAST**

**HIGHWAY REVIEW**

**NOVEMBER 2020**



**the journey is the reward**

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<b>Project Code:</b>	<b>FarehamBCLP.1</b>
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**Fareham Borough Council  
Technical Support for Local Plan  
HA4 Downend Road East  
Highway Review**

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# 1 Introduction

- 1.1 Mayer Brown Limited has been appointed by Fareham Borough Council (FBC) to provide Highways Technical Support for the emerging Local Plan. The Draft Fareham Local Plan was published for consultation (Regulation 18) in Autumn 2017. In July 2018, the Government confirmed the implementation of a standard methodology to calculate housing need, in accordance with the updated National Planning Policy Framework (NPPF). This resulted in FBC having to revisit the Draft Local Plan to address the increased housing requirement.
- 1.2 FBC produced a supplement to the Draft Local Plan. The supplement, which includes proposals for additional housing sites and Strategic Growth Areas (SGAs), was consulted on in Spring 2020. Two SGAs were identified in the supplement which, at that time it was suggested that they could play a role in the new Local Plan in meeting the total housing requirement, particularly in relation to unmet need. In August 2020, the Government began a consultation on a new standard methodology which would result in lowering the annual housing need. This led to the Council preparing a Publication Plan (Regulation 19) without progressing some of the sites that had previously been consulted upon, including the two SGAs. The Publication Plan will be issued for consultation from the 6<sup>th</sup> November - 18<sup>th</sup> December 2020. This report focusses on the proposed allocation of HA4 Downend Road East.
- 1.3 The evidence produced in support of the Local Plan included the following transport documents:
- Fareham Draft Local Plan – Development Site Allocations Interim Transport Assessment (ITA), dated 24<sup>th</sup> October 2017, which was produced by Atkins on behalf of FBC;
  - Fareham Local Plan Strategic Transport Assessment (STA), dated August 2020, which was produced by Atkins on behalf of FBC;
  - Fareham Local Plan – SRTM Modelling, dated 9<sup>th</sup> January 2020, this interim report was produced by Systra on behalf of FBC. The modelling applied Solent Transport’s Sub-Regional Transport Model (SRTM) to inform the update to FBC’s Local Plan;
  - Fareham Local Plan – updated SRTM Modelling, dated 19<sup>th</sup> May 2020, which was produced by Systra on behalf of FBC; and
  - Fareham Local Plan 2036 Local Junction Modelling Report, dated 11<sup>th</sup> August 2020, produced by Hampshire Services on behalf of FBC.

- 1.4 The STA, and SRTM modelling produced to inform the STA, was based on a projected increase of 12,169 dwellings (Table 7-4 STA) from the 2015 baseline figure to the end of the Plan period. Further to the change in the standard methodology in assessing housing need the Publication Plan now proposes a total of 8,389 dwellings during the Plan period. The STA and SRTM therefore provide a robust assessment of the transport infrastructure's ability to accommodate the increased demand and of the necessary mitigation. Based on the reduction in the proposed number of dwellings it is considered that the impact of the Publication Plan development is likely to be less than that assessed in the STA.
- 1.5 It is also noted that the Publication Plan covers the 16 year period from 2021 to 2037. The STA and SRTM modelling were based on a Plan end date of 2036, consistent with other Draft Local Plan documents. The TEMPro v 7.2 datasets for the geographical area of Fareham show that background traffic flows are predicted to increase by 0.7% during the morning peak between 2036 and 2037. During the evening peak hour, background traffic flows are predicted to increase by 0.65% between 2036 and 2037. These predicted changes in traffic flows are unlikely to be perceptible and it is considered that the STA and SRTM modelling provide an appropriate assessment of the impact of the Publication Plan development.
- 1.6 Section 2 of this report provides details of allocation HA4 Downend Road East as presented in the Publication Plan. Relevant statutory consultation responses are considered in section 3. The issues raised are discussed in section 4 and section 5 provides the conclusions.

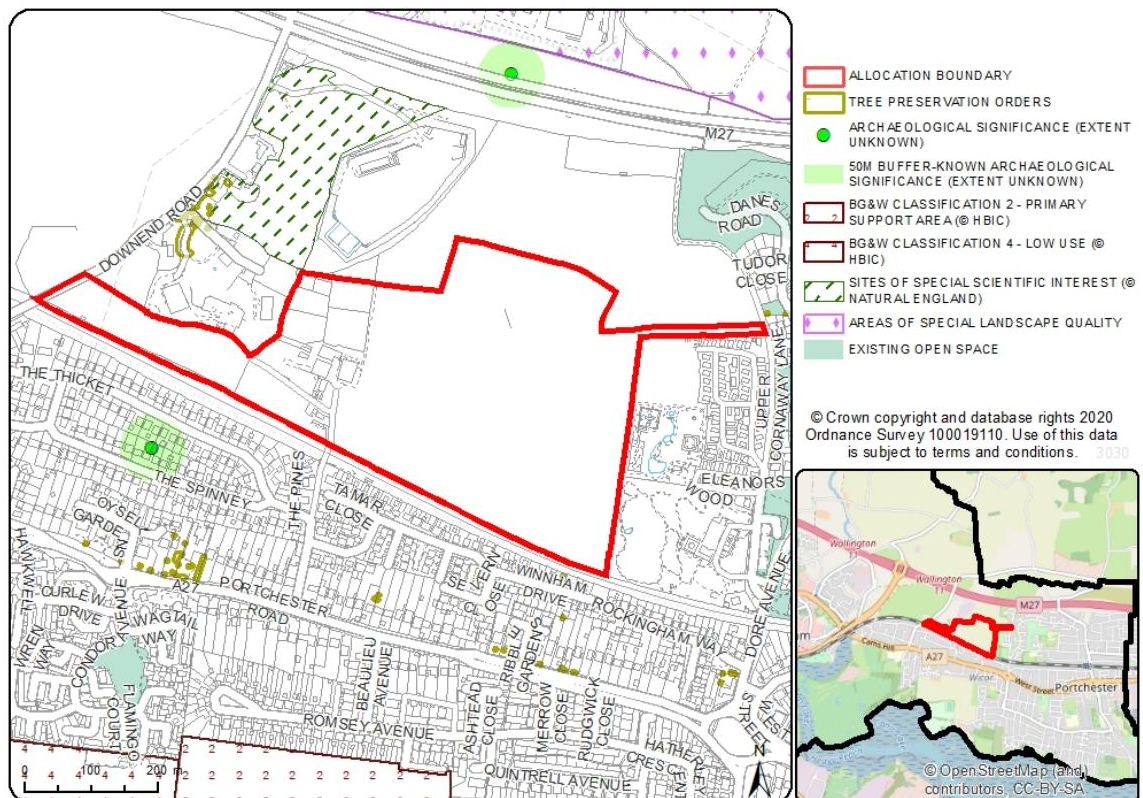
## 2 HA4 Downend Road East

2.1 This report considers the highway and transport issues for the housing site east of Downend Road. The site considered includes:

- HA4 Downend Road East – SHELAA reference number 3030

### Site Details in the Publication Plan

2.2 Housing allocation HA4 is proposed for residential development with an indicative yield of 350 dwellings in the Publication Plan.



**Figure 2.1: Location of HA4**

(Ref: extract from Fareham Local Plan 2037: Regulation 19 Publication Plan)

- 2.3 Proposals should meet the following site-specific highway and transport requirements:
- c. Primary highway access shall be focused on Downend Road; and
  - e. The provision of pedestrian and cycle connectivity from the site to Downend Road, The Thicket and Upper Cornaway Lane; and
  - l. Highway improvements to facilitate the development including:
    - i. A pedestrian footway or footbridge over the existing Downend Road bridge and connections and improvements to wider pedestrian and cycle networks at The Thicket and Upper Cornaway Lane; and

- ii. Provision of pedestrian and cycle links to the A27 Rapid Transit Bus Services connecting Fareham Town Centre and railway station, Portchester, Portsmouth and local employment hubs; and
  - iii. Improvements to the Downend Road, A27 and Shearwater Avenue junction.
  - m. Infrastructure provision and contributions including but not limited to health, education and transport shall be provided in line with Policy TIN4 and NE3.
- 2.4 An application for up to 350 homes east of Downend Road was dismissed at appeal (P/18/0005/OA Land to East of Downend Road). The appeal Inspector dismissed the appeal on the basis of insufficient provision for pedestrian access over the railway bridge. Whilst the Inspector concluded that neither of the two options proposed by the appellant for pedestrian provision at the Downend Road bridge to be acceptable the Inspector went on to state that other options, including signalised solutions, may have been prematurely discounted by the appellant and the Local Highway Authority Hampshire County Council (LHA).
- 2.5 Pedestrian access over Downend Road bridge was the only reason for dismissal of the appeal, the Inspector found the site to be acceptable for residential development on all other matters, including access. Off-site impacts and proposed mitigation were not contested at the appeal and the Inspector also found them to be acceptable. On sustainable access, the Inspector concluded that the site's accessibility to local services and facilities by modes of transportation other than private motor vehicles would not be unreasonable, and that this is something that weighs for the social benefits of the development. Therefore, FBC are continuing to support development of this site.

## 3 Consultation Responses

### Local Highway Authority Hampshire County Council

3.1 The LHA provided a consultation response to the Local Plan on 8<sup>th</sup> December 2017. The response included the following two **holding objections**:

- An objection to the Draft Plan, until the Local Plan Transport Assessment has been finalised and the strategic transport impacts of the proposed allocations have been adequately assessed with evidence that any significant impacts can be adequately mitigated. The Local Plan Strategic Transport Assessment (STA) was finalised in August 2020 and should enable this objection to be removed.
- The second holding objection, which specifically relates to Site Allocation Policy HA2, is not relevant to development of HA4.

3.2 In addition to the holding objections, the LHA provided the following response, relevant to allocation HA4:

- Concern that the HA4 Downend Road East allocation appears to use Fareham Footpath 117 for vehicular access to the east, which the LHA would not support. Policy HA4 Framework Plan, included in the Publication Plan, shows Footpath 117 providing a pedestrian link, with vehicular access only provided from Downend Road. This clarification of the access strategy addresses the LHA's concern. Additionally, the masterplan submitted for planning proposed the eastern access for use by pedestrians and cyclists only, with all vehicular access from Downend Road.
- The LHA have aspirations to improve the rights of way network within the vicinity of site HA4. The proposal submitted for planning included enhancement to the rights of way network which met the LHA's requirements and it is considered that any future development of the site would include similar mitigation.
- All development allocations need to submit a transport statement/assessment. This requirement is included in the Publication Plan.
- The LHA supports the requirement that all new development should reduce the need to travel through promoting sustainable transport modes and by making the layout of the site accessible by walking, cycling and public transport. This requirement is included as Policy TIN1: Sustainable Transport in the Publication Plan.
- The LHA welcomes the requirement for all new development to deliver the necessary infrastructure that is needed to serve the site, which is included as Policy TIN2: Highway Safety and Road Network and Strategic Policy TIN4: Infrastructure Delivery in the Publication Plan.



- The LHA raise a concern regarding the sustainability of HA4 - Downend Road East. The site's ability to promote sustainable travel was tested at appeal and the Inspector confirmed that the site is in a sustainable location.
- 3.3 At a Highways Liaison Meeting, Thursday 27th February 2020, between the LHA and FBC officers it was noted that Miller Homes, the developer of HA4, and their transport consultant, i-Transport, were working up a proposed new approach for Downend Road Bridge to support a new planning application, which has now been submitted and is discussed in Section 4 of this report.
- 3.4 The LHA provided a further consultation response to the Local Plan on 29th February 2020 which re-confirmed their holding objection on the basis that the evidence base does not include a fully updated Transport Assessment (TA) to replace the Interim TA published in support of the 2017 Draft Local Plan consultation. As stated above, the STA has now been finalised and should enable this objection to be removed.
- 3.5 The Supplement to the Local Plan was supported by updated SRTM Modelling, dated 9th January 2020, which was produced by Systra on behalf of FBC. The modelling identified the transport impacts of the Local Plan by considering and comparing the following two scenarios:
- Scenario 1 – 2036 Baseline, no Fareham Local Plan development except committed development and resolution to grant sites and their mitigation.
  - Scenario 2 – 2036 Do Minimum, full Fareham Local Plan development without committed transport mitigation measures.
- 3.6 The Fareham Local Plan SRTM Modelling, dated May 2020, expanded the assessments to include the following Do-Something scenario:
- Scenario 3 – 2036 Do Something, full Fareham Local Plan development with potential mitigation measures.
- 3.7 As discussed earlier in this report it is considered that the STA and SRTM Modelling provide a robust assessment of the impact of the Publication Plan development.
- 3.8 The SRTM modelling predicts that, with the proposed Local Plan developments, other than at zone connectors, the majority of links within the borough are forecast to experience changes no greater than +/-100 PCUs in either direction. The exception to which being M27 Junction 10 slip roads and Mill Lane.
- 3.9 The 2036 Do-Minimum scenario forecasts that 16 junctions will experience 'significant' impact and one junction (Parkway/Leafy Lane) a 'severe' impact in comparison to the 2036 Baseline. Appropriate Mitigation and Infrastructure Measures are considered at

Section 11 of the STA and summarised at table 11-2. Significant impacts are predicted to occur at one junction proximate to the HA4 allocation, as summarised below:

- Delme Roundabout - the impacted approach is the A27 Cams Hill. Appropriate mitigation is considered at Section 12 of the STA and included in the 2036 Do-Something assessments. The mitigation includes signalisation of the A27 Cams Hill and A32 Wallington Way approaches to the junction, optimisation of the signal timings, additional physical capacity and public transport measures. Following the mitigation measures at the junction, the Delme Roundabout is forecast to have an operational RFC below 85% on all arms. The STA demonstrates that the mitigation measures would successfully mitigate the impact of Local Plan growth and lowered the RFC substantially so that it is no longer classified as meeting either the “significant” or “severe” criteria.

3.10 It is considered that the LHA’s holding objection in relation to the Local Plan TA has a direct relevance to the HA4 allocation. FBC have produced the STA to support the Local Plan which is available for consultation alongside the Publication Plan. This should allow the LHA to withdraw their objection.

### Highways England

3.11 Highways England (HE) provided a consultation response to the Draft Local Plan in March 2018 (after the consultation period had ended) confirming that their interests relate to the potential impact of development on the M27. Based on the information provided at that time, HE advised that no showstoppers were identified but depending on the M27 J10 work (which relates to the Welborne Plan) some local plan policies and proposals may need to be reviewed.

3.12 HE provided a further consultation response to the Local Plan on 28<sup>th</sup> February 2020. Aecom reviewed the following documents on behalf of HE and summarised their findings in TN02:

- Fareham Local Plan 2036 Supplement (LP Supplement);
- Interim Draft Infrastructure Delivery Plan (IDP), January 2020; and
- Fareham Local Plan Sub-Regional Transport Model Outputs Summary Report (SRT Report), January 2020.

3.13 The covering email stated that when considering the Spatial Options, HE would “welcome further dialogue on potential growth in particular any site in around M27 Junction 11, this would include land close to J11 being promoted for commercial use.” It is considered that this comment has no direct relevance to allocation HA4.

- 3.14 In the executive summary of TN02, Aecom list five recommendations which they regard as critical to the acceptability of the Local Plan. Recommendation 3 states that *“More detailed junction capacity models should be provided in respect of M27 Junctions 9 and 11 to gain a better understanding of the impact of the proposed Local Plan allocations on these junctions and the type of mitigation required. Mitigation may need to be considered at the M27 Junction 11 westbound off slip to minimise the risk of a queue of traffic tailing back to the main line carriageway of the M27 (AECOM TN01 paras 3.3, 5.15 and 5.19).”*
- 3.15 The request for a detailed junction capacity model at the M27 Junction 11 is discussed at paragraph 5.28 of TN02 which states that *“At M27 Junction 11, the eastbound off-slip is indicated to remain within capacity with a decrease in predicted queueing. A marginal reduction in the performance of the M27 westbound off-slip is indicated relative to the 2036 Baseline. However, in the 2036 Baseline, the M27 westbound off-slip is predicted to be significantly over-capacity with an RFC of 106-107% (increasing to 107-108% in the Do Minimum scenario) and the average queue is predicted queue to increase to 63 and 77 PCU in the Do Minimum scenario in the AM and PM peaks respectively. This slip road is approximately 300m long and, although it is marked as two lanes, the majority of traffic is expected to use the nearside lane to make the left turn into the A27 exit. A queue of either 63 or 77 PCUs in a single lane would occupy the whole of the slip road and tail back out on the main line of the M27. This would be regarded as a severe impact (albeit one that was already present in the 2036 Baseline)...”*
- 3.16 The STA confirms that the Local Plan development would not result in a significant or severe impact at the M27 Junction 11. The M27 J11 WB off-slip is predicted to be operating over capacity in the 2036 Baseline scenario, with the greatest congestion being in the PM peak. The SRTM modelling, dated May 2020, shows that implementation of the Local Plan development would not change the predicted average queue at the M27 J11 WB off-slip during the PM peak. An average queue of 82 pcus is predicted in both the 2036 Baseline and 2036 Do Minimum scenarios.
- 3.17 The 2036 Do Something scenario included in SRTM modelling, dated May 2020, shows that implementation of mitigation proposed in the Publication Plan would result in a 1% reduction in the AM peak predicted RFC at the M27J11 WB off-slip, from 106% in the 2036 Baseline scenario to 105% in the 2036 Do Something scenario. The predicted RFC during the PM peak would be the same for both the 2036 Do Minimum and 2036 Do Something scenarios.

- 3.18 Implementation of the Publication Plan development would therefore result in a positive impact at the M27J11 WB off-slip during the AM peak, and the impact during the PM peak would not be severe.

### **Gosport Borough Council**

- 3.19 The neighbouring authority, Gosport Borough Council (GBC) provided a consultation response to the Local Plan in December 2017.
- 3.20 GBC provided a consultation response to the Supplement to the Local Plan on 28th February 2020. GBC object to the Local Plan for a number of reasons including the designation of Strategic Growth Areas (SGAs), particularly the South Fareham SGA. As stated earlier the SGAs are no longer being proposed.
- 3.21 GBC's key concerns relating to SGAs include "*Transport and Accessibility*", however the detail of their concern does not refer to the HA4 allocation.

## 4 Issues

4.1 Land east of Downend Road, Portchester is being promoted as a residential development by Miller Homes for delivery of up to 350 dwellings (Site allocation HA4). Miller Homes had previously presented this development as Phase 1 of the SGA north of Downend, with Phase 2 providing a further 650 dwellings on land west of Downend Road, completing the SGA provision. Following exclusion of the SGA from the Publication Plan the site promoter is focussing on development on site allocation HA4.

### Planning Applications

4.2 A planning application for HA4 (application reference P/18/0005/OA), dated January 2018, was refused on 26 April 2019. The application then went to appeal (appeal ref: APP/A1720/W/19/3230015) with the Inquiry held between 24 to 26 September 2019 and was subsequently dismissed at appeal with the decision being published on 5 November 2019. The appeal Inspector dismissed the appeal on the basis of insufficient provision for pedestrian access over the railway bridge but regarded the site to be acceptable on all other matters, including access, sustainability and off-site impacts.

4.3 Miller Homes submitted a new planning application for development on allocation HA4 in August 2020, application reference P/20/0912/OA, supported by a Transport Assessment produced by i-Transport, dated 13<sup>th</sup> August 2020, which states that *"In transport terms the application is entirely consistent with the earlier scheme, except in relation to the proposed improvement at Downend Road railway bridge where an alternative scheme of improvement is now proposed, which will deliver a new footway and traffic signal controlled shuttle working at the bridge."*

4.4 The LHA provided a consultation response to the application, dated the 20<sup>th</sup> October 2020, raising no objection to the application subject to conditions and obligations, including a contribution of £374,340 towards the following:

- Mitigating the impact of development traffic at Delme Roundabout including provision for BRT;
- Bus infrastructure improvements on the A27 in the vicinity of the site;
- Implementing A27 safety measures to mitigate the impact of increased pedestrian and cycle movements from the development; and
- Pedestrian and cycle audit improvements.

4.5 The LHA also recommended the following obligations:

- Delivery of sustainable access improvements to Downend Road bridge as shown in principle on ITB12212-GA-051 Rev D;
- Commitment to enter into a Common Law Dedication to secure Cams Bridge as a Public Right of Way footpath;
- Improvements to Cams Bridge;
- Provision of a crossing point across the A27;
- Delivery of the site access as detailed in drawing number ITB12212-GA-014 Rev E;
- Payment of £18,480 for Improvement to Upper Cornaway Lane;
- Delivery of the Downend Road/A27 capacity improvements scheme through a S278 agreement or payment of £33,500 in lieu of introducing MOVA at the Downend Road/A27 junction should the TCF scheme come forward ahead of the S278 works.
- Payment of the highway authority fees in respect of the Travel Plan and provision of a bond, or other form of financial surety, in respect of the Travel Plan.

#### *Downend Road bridge Improvement Scheme*

- 4.6 The proposed improvement is shown on i-Transport's drawing ITB12212-GA-051D and comprises a traffic signal shuttle arrangement. This will deliver a 2.0m wide footway on the northern / western side of the bridge with a 3.5m wide carriageway. This 2.0m wide footway will allow unimpeded two-way movements by all users, and the retained single way carriageway will allow vehicular travel in a single direction.
- 4.7 The capacity of the proposed improvement has been assessed by i-Transport using industry standard software LinSig. Predicted degrees of saturation of less than 90% indicate that a signalised junction will operate within capacity with minimal queuing. The assessment for the future year of 2026 with development traffic shows maximum degrees of saturation of 71% and 66% for the AM and PM peaks, respectively, indicating that the junction will operate well within capacity. The predicted maximum average queues of 5-6 vehicles are modest.
- 4.8 The proposed Downend Road bridge improvements include provision of an uncontrolled pedestrian crossing, located to the west of No 38 Downend Road. Pedestrians wishing to cross from the southern side of the road currently have their visibility of westbound traffic limited by the bridge parapets. The proposed scheme includes widening the carriageway west of the bridge, on the southern side of the carriageway, which will result in pedestrians being further set back, impacting visibility. In an email of 23<sup>rd</sup> June 2020 to i-Transport, the LHA requested pedestrian visibility splays of this new crossing west of the bridge. In response to this and other matters, i-Transport produced drawing ITB12212-GA-61A, which shows pedestrian visibility splays, however, no visibility splay

is shown for the southern side of the crossing west of the bridge. It is considered that this omission can be addressed in the detail design of the S278 works. Should this detailed assessment conclude that the available visibility would be insufficient it is considered that the crossing could be relocated further west on Downend Road, or the road widening on the southern side of Downend Road reduced, to ensure appropriate visibility is provided.

[A27 Portchester Road/Shearwater Avenue/Downend Road signalised junction](#)

- 4.9 As part of the previous application on allocation HA4 (application reference P/18/0005/OA) a mitigation scheme was agreed with the LHA. As discussed earlier in this report, the impact of the development on this junction and the proposed mitigation was not contested at the appeal inquiry and was accepted by the Inspector. The proposed mitigation includes the following:
- The provision of two southbound approach lanes on Downend Road;
  - Implementation of MOVA technology [A MOVA (Microprocessor Optimised Vehicle Actuation) traffic signal control system continually adjusts the green time required for each approach by assessing vehicle demand and queuing and can provide significant reductions in delays at junctions.]; and
  - Revision of the yellow markings and provision of lane tracking markings.
- 4.10 The Transport Assessment submitted in support of the current planning application on allocation HA4, (reference P/20/0912/OA), proposes the same previously agreed mitigation at the junction and concludes that the proposed improvement more than mitigates the impact of the development and confirms that the applicant is willing to deliver the improvement scheme. In their consultation response the LHA recommend that the applicant should deliver the Downend Road/A27 capacity improvements scheme through a S278 agreement or pay £33,500 in lieu of introducing MOVA at the Downend Road/A27 junction.
- 4.11 It is considered that the proposed mitigation is appropriate and that with the proposed mitigation the development will not result in a severe impact on this junction.
- 4.12 It is noted that the Local Plan STA did not identify a “significant” or “severe” impact at the A27 Portchester Road/Shearwater Avenue/Downend Road signalised junction. The junction currently experiences congestion and this is confirmed in the transport analysis submitted in support of development on allocation HA4. The strategic model produced to support the Local Plan allows traffic to change route and will reassign traffic away from congested routes/junctions to optimise traffic conditions over the wider area. The impacts reported in the STA compare the impact of the Local Plan growth with the



baseline situation at the end of the Plan period. As the STA identifies neither a “significant” or “severe” impact at the junction, this indicates that changes in route choices will result in no significant worsening of traffic conditions at this junction.

- 4.13 By comparison, the analysis produced in support of the planning applications on allocation HA4, simply adds the development traffic to the observed traffic and assesses the capacity as an isolated junction without consideration of wider changes in route choice that may occur when traffic demands exceed the available capacity. The assessment methodology supporting the planning applications is the industry standard and complies with both Department of Transport and LHA guidance.

#### Delme Roundabout

- 4.14 As part of the previous application on allocation HA4 (application reference P/18/0005/OA) a proportionate contribution to an improvement scheme was agreed with the LHA. As discussed earlier in this report, the impact of the development on this junction and the proposed mitigation was not contested at the appeal inquiry and was accepted by the Inspector.
- 4.15 The i-Transport Transport Assessment considers the capacity of an improvement scheme which includes signalling the A27 Cams Hill and A32 Wallington Way approaches, as well as widening of the circulatory carriageway. This is similar to the proposed mitigation in the Local Plan STA.
- 4.16 The i-Transport Transport Assessment concludes that “*The improvement identified would go well beyond seeking to address the impacts of the proposed development and would improve the junction to address the adverse impacts of existing traffic flows, background traffic growth and committed development.*”
- 4.17 In their consultation response the LHA recommend that the applicant should pay a contribution of £374,340 towards highway improvement schemes including mitigating the impact of development traffic at Delme Roundabout and provision for BRT.
- 4.18 It is considered that the proposed mitigation is appropriate and that with the proposed mitigation the development will not result in a severe impact on this junction.

#### **Summary**

- 4.19 Through the planning and appeal process the access strategy for allocation HA4 is agreed. The appeal Inspector also confirmed that the site is sustainable.
- 4.20 The new application for development on allocation HA4 proposes a signalised shuttle arrangement at the Downend Road bridge which addresses the single reason for dismissal of the appeal (insufficient provision for pedestrian access over the railway



bridge) and will not result in a severe impact on the road network. An outstanding concern regarding pedestrian visibility can be addressed through the detailed design of the S278 works to ensure that there would not be an unacceptable impact on highway safety.

- 4.21 The off-site mitigation at the A27/ Shearwater Road/ Downend Road signalised junction and the Delme Roundabout, as agreed for the previous application, remains appropriate for development on allocation HA4.

## 5 Conclusion

- 5.1 The transport issues arising from residential development at allocation HA4 have been considered in the evidence base prepared in support of the Local Plan and material provided by the site promoter, from which it can be concluded that:
- The potential impacts of HA4 on the transport network can be addressed;
  - HA4 can realise opportunities from existing transport infrastructure;
  - HA4 can provide opportunities to promote walking, cycling and use of public transport;
  - The environmental impacts of traffic and transport infrastructure associated with HA4 can be identified, assessed and mitigated, as necessary.
- 5.2 As a new development, HA4 can deliver a high quality place with patterns of movement, streets, parking and other transport integral to the design. The need to travel and journey length can be reduced. The development can also be integrated with adjacent developments allowing existing and future residents to benefit from facilities that will be provided as part of the development.
- 5.3 HA4 is in a sustainable location for development, where opportunities for sustainable travel can be taken up and high quality walking, cycling and public transport facilities can be provided. The sustainability of the site was tested at appeal and the Inspector concluded that the site's accessibility to local services and facilities by modes of transportation other than private motor vehicles would not be unreasonable, and that this is something that weighs for the social benefits of the development.
- 5.4 An application for up to 350 homes on the eastern section of allocation HA4, was dismissed at appeal in 2019. The appeal Inspector dismissed the appeal on the basis of insufficient provision for pedestrian access over the railway bridge but regarded the site to be in a sustainable location. Whilst the Inspector concluded that neither of the two options proposed by the appellant for pedestrian provision at the Downend Road bridge to be acceptable the Inspector went on to state that other options, including signalised solutions, may have been prematurely discounted.
- 5.5 The site promoter has submitted a new application for development on allocation HA4, which is essentially the same as the previous application on all transport proposals, except the proposals for pedestrian access at Downend Road bridge. The new application for development on allocation HA4 proposes a signalised shuttle arrangement at the Downend Road bridge which addresses the single reason for dismissal of the appeal and will not result in a severe impact on the road network.

- 5.6 The Local Plan evidence base and the information produced by the site promoter demonstrates that safe and suitable access can be provided to HA4 for all users.
- 5.7 The off-site mitigation at the A27/ Shearwater Road/ Downend Road signalised junction and the Delme Roundabout, as agreed for the previous application, remains appropriate for development on allocation HA4.
- 5.8 The LHA have been consulted on the new application for development on allocation HA4 and raise no objection subject to conditions and obligations.
- 5.9 FBC have consulted the Local Highway Authority Hampshire County Council, Highways England and the neighbouring authority Gosport Borough Council on their Regulation 18 Draft Local Plan.
- 5.10 The LHA objected to the Draft Local Plan and Supplement in advance of the Local Plan Transport Assessment being finalised. The finalised Strategic Transport Assessment should allow the LHA to withdraw this objection.
- 5.11 The strategic traffic modelling undertaken by Systra on behalf of FBC demonstrates that the cumulative impacts of the Local Plan developments will not result in any severe traffic impacts at junctions south of the M27. The SRTM modelling, dated May 2020 predicted significant impacts to occur at only one junction proximate to the HA4 allocation – the Delme Roundabout. The STA identifies appropriate mitigation and demonstrates that the mitigation measures would successfully mitigate the impact of Local Plan growth, so that the impact is no longer classified as meeting either the “significant” or “severe” criteria.
- 5.12 Gosport Borough Council’s objection to the Draft Local Plan has no direct relevance to allocation HA4.
- 5.13 Highways England’s primary concern in is the impact on the M27, with the impact on J11 being of most relevance to allocation HA4. The STA confirms that the Local Plan development would not result in a “significant” or “severe” impact at the M27 Junction 11. The SRTM modelling demonstrates that implementation of the Publication Plan development (including proposed mitigation) would result in a positive impact at the M27J11 WB off-slip during the AM peak, and the impact during the PM peak would not be severe.
- 5.14 In summary, allocation HA4 should not result in any unacceptable highway safety impacts or severe residual cumulative traffic impacts and is compliant with the NPPF and should be brought forward as proposed in the Publication Plan.

