

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Economy, Transport and Environment
Date:	9 September 2014
Title:	Project Appraisal Update - A27 Station Roundabout and Gudge Heath Lane Junctions, Fareham
Reference:	6038
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

- 1.1. On 11 July 2014 a detailed Project Appraisal was approved by the Executive Member Economy, Transport and Environment, for the A27 Station Roundabout and Gudge Heath Lane junction improvements. The report identified a single scheme for the A27 Station roundabout along with a two phased scheme for the A27 /Gudge Heath Lane junction, where the first phase could be constructed within highway land and the second phase, the preferred scheme, involved the acquisition of third party land. This Project Appraisal update seeks approval to progress the preferred scheme for the A27 Station Roundabout and the A27 / Gudge Heath Lane junction as a single phased scheme, in order that congestion relief and capacity benefits for traffic can be fully realised from the outset.
- 1.2. Part of the Decision in the 11 July report recommended to the Executive Member for Policy and Resources that approval be given for the acquisition of any third party land required for the delivery of the scheme and to commence a Compulsory Purchase Order (CPO) process if required.
- 1.3. This report provides detailed land plans for each affected private property along with the affected Network Rail land and confirms that initial discussions have taken place with all third party owners as a pre-cursor to more formal discussions commencing. The report requests that the CPO process be initiated as soon as possible as a contingency position should formal negotiations be unsuccessful.
- 1.4. This Project Appraisal repeats some information contained in the previous report in order to provide a definitive scheme reference. However, a link is attached to the previous report where more comprehensive background details can be located for information. [Link to 11 July report](#)

2. Scheme Outline

- 2.1 The A27 Station roundabout and Gudge Heath Lane junctions are congested particularly in peak periods, causing traffic to block back onto other parts of the strategic network through central Fareham. The improvements will provide the opportunity to better manage traffic in this heavily congested area, removing a critical delay point and will help start to remove the transport barriers to economic growth.
- 2.2 At Gudge Heath Lane the A27 westbound lane will be widened from one lane to two, retaining the dedicated right hand turn into Gudge Heath Lane. The removal of this “bottleneck” will not only improve the flow of westbound traffic through Station Roundabout in the evening peak period, but will have benefits extending back beyond this point towards the A27 Delme roundabout and the M27 Junction 11. Improvements to the A27 / Gudge Heath Lane junction will remove the need to significantly modify the Station roundabout junction, which functions more effectively without the traffic blocking back through this point.
- 2.3 The scheme will improve the modal interchange between the Eclipse and other bus services and trains at Fareham Station, and will enhance the connection from Fareham Station to West Street and Fareham town centre. In addition, a new cycleway will be provided from both the railway station and West Street to Fareham College. A new Toucan Crossing across the A27 will be provided at the A27 Gudge Heath Lane junction.
- 2.4. The scheme in its entirety forms just the first part of the proposed A27 Corridor Improvements and improvements for Gosport Western Access that will help facilitate growth in the wider area.

3. Alternative Options Considered and Rejected

- 3.1. Alternative junction designs were considered during the development of the Feasibility Design. The main alternatives were as follows:
 - At the Station roundabout, numerous junction layouts including signalised options were considered but rejected for various reasons including land availability and that the layouts did not provide sufficient capacity.
 - At A27 / Gudge Heath Lane numerous alternative junction layouts were considered but were rejected due to the fact they provided insufficient capacity. Some of these options included changing allowed turning movements at the junction to allow traffic to turn right from Gudge Heath Lane on to the A27 westbound, and also allowing the A27 eastbound traffic to turn right in to Redlands Lane. These options were rejected as they compromised the operational effectiveness of the junction.

A roundabout option was also considered at Gudge Heath Lane. This was rejected as it did not operate effectively due to imbalanced flow patterns and the requirement for more land than the preferred option.

- 3.2 In the July report a two phased scheme was put forward for the A27/Gudge Heath Lane junction. However the first phase as a stand alone scheme would not deliver the full scheme benefits. In order that the full scheme benefits can be achieved in terms of improving traffic flow, relieving congestion and improving accessibility in this key central area a single scheme, the preferred scheme, is now proposed. None of the other options considered were able to deliver the capacity benefits needed to allow the wider network improvements necessary to help start to provide economic uplift in the area.

4. Measures of Success

- 4.1. Quantitative:- measures of success include reduced delays and improved journey times to be measured using Strat-e-Gis traffic data, and improved safety monitored using on-going accident records.
- 4.2. Qualitative:- Improved perception of safety by pedestrians and cyclists using the shared facilities and signalised crossing points.

6. Background

- 6.1. A comprehensive background is included in the July 2014 Project Appraisal report for this scheme. See link attached at 1.3. It is not repeated in this update report. This report does, however, repeat comprehensive scheme details where they are the same, as well as highlighting relevant updates and material changes..

7. Scheme Details - A27 / Gudge Heath Lane Junction and A27 carriageway link improvements

Existing Road Layout

- 7.1 The A27- The Avenue/Gudge Heath Lane/Redlands Lane junction currently provides a single lane for westbound traffic along the A27 with a right hand lane for traffic turning right from the A27 into Gudge Heath Lane. The provision of only a single lane for westbound traffic causes severe traffic congestion in the evening peak periods. Traffic queues back a considerable distance across the Station roundabout and along the A27 Western Way to Delme roundabout and beyond to the M27 Junction 11. There are two existing lanes for eastbound traffic.
- 7.2 A puffin crossing is provided for pedestrians on the western side of the junction. *Eclipse* buses travel to and from Redlands Lane onto the A27 The Avenue, and are given priority at the junction through Select Vehicle Detection (SVD).
- 7.3. Not all movements are permitted at the junction. At present vehicles are not allowed to turn right out of Gudge Heath Lane and travel eastbound onto the

A27 The Avenue. Also vehicles cannot turn right from the A27 The Avenue into Redlands Lane.

Preferred Road Layout

- 7.4 A key update to the July Project Appraisal is required in relation to this part of the scheme. The improvements at this junction were, in the previous Project Appraisal, proposed in terms of a two phased scheme. The first phase to be constructed was the eastern section and the part of the western section which does not require any third party land; and the second phase was the remainder of the western section, which would involve third party land to enable the benefits to be more fully realised and the preferred scheme to be fully delivered.
- 7.5 Following further analysis of the traffic modelling at the junction, it is clear that Phase 1 of the scheme, as a stand alone scheme, would not effectively deliver sufficient benefits to warrant doing this in isolation from the preferred or full scheme. The preferred or full scheme which requires third party land is the scheme which is needed to deliver the overall transport benefits for which funding is being awarded.
- 7.6 Following initial discussions with the impacted land owners and further consideration of contractual matters it is now proposed to progress with the preferred scheme from the outset in order to enable the full scheme benefits to be realised. It is the full or preferred scheme which will enable the improvements to traffic flow through the junction to be fully realised which will reduce delays and improve capacity. A plan of the preferred full scheme is shown on the attached drawing EC/CJ008212/002 Rev A in **Appendix 1**.
- 7.7 The preferred scheme provides two lanes for both westbound and eastbound traffic as well as a right hand turning lane for westbound traffic wishing to turn into Gudge Heath Lane. The additional lane and layout will provide enhanced capacity to help reduce the significant delays caused by this junction and will also enable traffic flows to be managed carefully at this point.
- 7.8 The new road layout will have the same restrictions on turning movements as the existing layout, namely: vehicles will not be allowed to turn right out of Gudge Heath Lane and travel eastbound onto the A27-The Avenue. Also vehicles will not be allowed to turn right from the A27 The Avenue into Redlands Lane.
- 7.9 The scheme upgrades facilities for pedestrians and cyclists. The puffin crossing on the western side of the junction will be upgraded to a Toucan crossing, thereby enabling cyclists and pedestrians to cross at this point. It is also intended to provide a cycle link from Fareham Railway Station to Fareham College. To do this the footway on the northern side of the A27 The Avenue will be converted to a shared use footway / cycleway from the proposed Toucan crossing eastwards. The shared use footway/cycleway will continue on the southern side of the A27 The Avenue to Fareham

College. The scheme by Fareham College is illustrated on drawing number EC/CJ008212/001 in **Appendix 2**.

Third Party Land

- 7.10 At the A27 Gudge Heath Lane junction, land is required on the north west side to deliver the preferred scheme. The creation of a new lane on the A27 impacts directly upon third party land. Initial, informal, discussions have commenced with the 5 affected land owners and initial engagement has recently commenced with the County Council's Estates Practice. Topographical, arboriculture and ecology surveys have recently been undertaken to provide information to progress scheme design and to inform discussions with the affected land owners moving forward.
- 7.11 The directly impacted properties and the extent to which they are impacted are shown on the appended overview plan in **Appendix 3** and also on the larger scale plans showing the individual plots at **Appendices 4 to 8**. The plans show land in pink which is permanently required to enable the preferred scheme to be delivered. The land in green is shown as temporary working space which will be required to enable both the main works and any potential mitigation work to be completed.
- 7.12 The preferred scheme will require the loss of several trees, mainly from 3 property frontages. However, a single oak tree from one of the other properties will also need to be removed. The impact will be minimised as far as possible and appropriate mitigation works will be undertaken including replacement planting subject to agreement with the land owners.
- 7.13. Subject to the approval of this Project Appraisal, a report can then be prepared for the Executive Member for Policy and Resources to gain the necessary approvals to commence negotiations. A verbal update will be provided at Decision Day if appropriate.
- 7.14 All land transactions will be funded from the overall scheme budget.
- 7.15. To provide a contingency position should negotiations to acquire land through agreement be unsuccessful further on in the process, it will be necessary to commence the Compulsory Purchase Order (CPO) process. This will enable sufficient time to complete the process in the event it is required to secure any third party land interests within the specified programme needed to implement the proposals. The time required to implement the CPO procedure has been included in the timescales for the delivery of the scheme. If formal negotiations with the landowners are successful then the process can be terminated at any point in the programme.

8. Scheme Details A27 Station Roundabout

- 8.1 A plan of the preferred scheme is shown on the attached drawing EC/CJ008212/003 in **Appendix 9**. A plan showing all land required for both permanent and temporary works is shown on the attached drawing

EC/CJ008212/070 in **Appendix 10**. A visualisation of the scheme is shown below.



Scheme Visualisations, Aerial view from West (L) and Aerial view from South West (R)

- 8.2 The details of this element of the scheme remain the same as in the July report. The proposed scheme modifies the shape of Station Roundabout, creating more balanced traffic movements and capacity enhancements without compromising the operational effectiveness of the junction. Shared use urban realm enhancements on the northern side of the roundabout will provide a link for pedestrians and cyclists from West Street to the railway station. The proposed works create a bus lane and additional shared use space. Taxis and cyclists will also be permitted to use the bus lane. The scheme also improves bus stop facilities and makes improvements to the station access for non-car modes in accordance with the Station Travel Plan. The scheme requires modifications to the existing subway.
- 8.3 **Bus Stop Improvements** - At present eastbound passengers wishing to connect to Fareham Railway Station have to use a bus stop located on the western end of West Street. The proposed scheme provides a new eastbound high quality bus stop on the A27 The Avenue at the A27's entry to Station Roundabout. This revised location halves the distance that passengers have to travel from the Railway Station to the bus stop.
- 8.4. **Bus lane** - A new dedicated bus lane will be provided adjacent to the bus stop. This is located above one of the existing ramps and steps to a subway that connects either side of the A27 The Avenue.
- 8.5 **Subway** - The scheme will require the extension of the existing subway and the provision of a new ramp to connect to a widened footway. It is proposed that the footway is changed to a shared use cycleway/footway. It is planned that a safe connection is provided for cyclists from Fareham Railway Station to Fareham College. The subway will also be used to connect to the westbound bus stop on the westbound carriageway of the A27 The Avenue.

- 8.6. **Retaining Wall** - To create the space necessary for the relocated subway and the widened footway, a new retaining wall will be constructed along the southern edge of Station Approach. This will also require the realignment of a section of the existing footway on the south side of Station Approach. The detail design will consider whether it is better to provide an off road footway/cycleway or whether cyclists should use Station Approach. Land acquisition from Network Rail will be required for the construction of the retaining wall and discussions to date are positive in this respect, however further discussions are needed in terms of exactly where ownerships will be best placed once the scheme is completed to reflect logical maintenance arrangements etc.
- 8.7 **Station steps** - It is also considered that the existing steps connecting the A27 The Avenue with Fareham Station forecourt, which are narrow and steep, can be widened and improved.
- 8.8 It is also proposed that the existing footway that runs on the northern side of the A27 from the Station steps to the new bus stop is widened to become a shared use space.
- 8.9. **Improvements to the Station Access-** Investigations are underway to identify if it is possible to improve the pedestrian footway from West Street to the Station forecourt via a footway on the northern side of Station Approach. Widening and improving the footway at the station forecourt is being considered. It is planned to resurface the existing Station Approach up to the Station Forecourt.
- 8.10 **Third Party Land- Network Rail** - At Station Roundabout land is required from Network Rail for the provision of the new retaining wall supporting the link to the bus stop and extension of the subway. Land is also required for other retaining walls and the proposed widening of the steps adjacent to the Station. The exact land required to be dedicated still needs to be negotiated with Network Rail. As an update to the previous report further meetings have recently been held with Network Rail who are very supportive of the proposals and are looking at ways to add value to the scheme in the station environs with funding which has recently become available to them for March 2014 to March 2020. In addition they are looking to assist in providing contractual support if this is appropriate and further discussions are required in this respect.
- 8.11 Land is also required for a new footway running in front of Fareham Fire Station. Discussions with the Land Owner and lessee have in principle been positive. Detailed plans showing the proposed changes to the land are being prepared by to enable this matter to be progressed.
- 8.12. Subject to the approval of this Project Appraisal a report can then be prepared for the Executive Member for Policy and Resources to gain the necessary approvals to commence formal negotiations. It is anticipated that the land owned by Network Rail that is required for the scheme will be secured by agreement with Network Rail, but the land will be included in the

CPO for completeness. A plan identifying land required from Network Rail is included at **Appendix 10**.

8.13. All land transactions will be funded from the overall scheme budget.

9. Scheme Details - West Street

9.1 **Improvements to West Street-** As part of extensions to the urban realm scheme, which has recently been installed by Fareham Borough Council on the northern side of West Street, this scheme proposes improvements to the southern side of the road and also in relation to the junction itself. The proposed changes to West Street are shown on the attached plan EC/CJ008212/004 in **Appendix 11**. The existing westbound entry onto Station Roundabout from West Street will be reduced to a single lane to help prioritise movements on the A27. The existing kerb line will be modified creating more urban realm space on the south side of West Street. The footways on the south side of West Street will be improved to the same standard as the existing footway on the northern side of West Street. See photograph below. Joint working with Fareham Borough on the detailed design for this will help ensure continuity of design and materials on this important approach to the town centre.



View looking east at the western end of West Street

10. Departures from Standards

10.1. To minimise the need to acquire land from adjacent properties along the A27, at some locations lane widths have been reduced from the standard 3.65 metres to 3.25 metres. A Departure from Standard will be required for the lane widths used on the A27 at Gudge Heath Lane.

10.2. The scheme layout may have a reduced width central reserve or no central reserve in places which would require a Departure from Standard.

10.3. Initial discussions have indicated that the proposed Departures from Standard should be acceptable.

11. Finance

11.1	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	513	7.76	LTB funding	4,958
	Client Fee	25	0.38	HCC LTP	1,553
				PRIP	100
	Supervision	343	5.19		
	Construction and Land	5,730	86.67		
	Total	<u>6,611</u>	<u>100.00</u>	Total	<u>6,611</u>
11.2	<u>Revenue Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>		
	Net increase in current expenditure	4	0.003%		
	Capital Charge	438	0.274%		

12. Solent Local Transport Body Funding

12.1. In June 2013 a funding bid was submitted to the Solent Local Transport Body (Solent LTB). In July 2013 the scheme became one of four transport schemes prioritised by the Solent LTB. The initial bid was accepted and a full and proportional transport business case was submitted to the LTB on the 19th May 2014 requesting a 75% funding contribution for the scheme. The LEP has confirmed that funding is available subject to the completion of their ongoing public consultation exercise. A positive final decision regarding funding is expected to be made by the Solent Local Transport Body on 19 August, and an update will be provided at the decision day meeting.

12.2. A link to the Solent Local Transport Body web page is provided below:-
<http://www3.hants.gov.uk/transport-planning/solent-local-transport-body.htm>

12.3. A requirement of the Solent LTB funding award is that the funding has to be spent in 2016/17. The requirement to meet this programme necessitated an early Project Appraisal submission. In light of this the need for potential updates such as this one was acknowledged in the July report.

13. Community Engagement

13.1. High level consultation has taken place on schemes included within the Transport Delivery Plan during several rounds of consultation which resulted in 3 related schemes being included for implementation: BRT further network

development; the station interchange enhancements; and also the A27 corridor capacity and widening scheme.

- 13.2. Fareham Borough Council has conducted thorough consultation both on its Core Strategy, adopted in August 2011, and through its emerging Local Plan Part 2 'Development Sites and Policies'. Detailed policies and development sites in Part 2 of the Local Plan were consulted upon through an issues and option stage in January 2008 for 6 weeks, and again more recently between 15 October and 26 November 2012.
- 13.3. As part of recent consultation on the Fareham Local Plan high level consultation has taken place regarding the principle of the 3 proposals included in the Transport Delivery Plan (TDP) listed above.
- 13.4. Meetings have been held with most of the directly affected land owners in June 2014. In addition, an overarching public consultation event has commenced and will continue until August, setting the scheme in the context of the wider improvement strategy for the A27, and of improving access to Fareham and Gosport.
- 13.5. The proposed business case for the scheme is available on the Solent Local Transport Body website. The public were invited to comment on the scheme there throughout August.
- 13.6. Councillors Latham and Ringrow are aware of the scheme, have been updated on recent developments and support the scheme.
- 13.7. Regular meetings have been held with Network Rail, South West Trains, Fareham Borough Council and the bus operator, First Buses.
- 13.8. As part of the ongoing public consultation regarding improving access to Fareham and Gosport, further consultation is being undertaken on the improvements along the A27 Corridor. The initial responses are overwhelmingly in favour on improvements to these junctions and other proposed improvements along the corridor.

14. Statutory Procedures

- 14.1. Permanent Traffic Regulation Orders will be required to provide for the short section of bus lane within the roundabout. Temporary Traffic Regulation Orders will be needed to facilitate the construction.

15. Maintenance Implications

- 15.1. The scheme will result in higher maintenance costs in respect of increased areas of carriageway and footway and additional lengths of drainage. Standard footway, carriageway, and drainage will be used in the majority of cases. Block paving will be provided at the bus stop at Station Roundabout.

15.2. A high quality bus shelter and an information broadcast unit will be provided at the new bus stop. These will be maintained by existing Framework Contractors.

16. Recommendations

16.1. That approval is given, subject to Solent LEP Board approval of Local Growth funding, to procure and spend and enter into necessary contractual arrangements, to implement the proposed improvements to the A27 Station Roundabout and Gudge Heath Lane Junction, as set out in this report, at an estimated cost of £6.6million with £1.65million to be funded from the County Council's capital programme and £4.95million from the Solent Local Transport Body element of the Local Growth Fund.

16.2. That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, be delegated to the Director of Economy, Transport, and Environment in consultation with the Executive Member for Economy, Transport, and Environment.

16.3. That the Executive Member for Economy, Transport, and Environment gives approval to progress the preferred scheme for the A27 Station Roundabout and the A27 /Gudge Heath Lane junction.

16.4 That the Executive Member for Economy, Transport, and Environment notes the updated land requirements following the finalisation of the preferred scheme.

16.5 That in light of the finalised land requirements, the Executive Member for Economy, Transport and Environment recommends to the Executive Member for Policy and Resources that approval be given to commence formal negotiations for the acquisition of third party land, as identified in this report, required for the delivery of the preferred improvement scheme at the A27 Gudge Heath Lane Junction and the A27/Station Roundabout, and that the process to make a Compulsory Purchase Order is commenced as required at the appropriate juncture.

16.6. That approval is given to process and advertise appropriate Traffic Regulation Orders.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
EMETE Project Appraisal -A27 Station Roundabout and Gudge Heath Lane Junction Improvements		11.7.14
EMETE Report - A27 Station Roundabout and Gudge Heath Lane Junction, Fareham		7.10.13
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

- This proposal is intended to help reduce congestion, provide multi-modal benefits at the Railway Station by improving the interface between bus, rail and cycle, improve the environs of the station and at the gateway to the town, and improve pedestrian facilities, all of which should be of benefit to the public in general, particularly: students accessing the college, motorists and non-motorists alike, the elderly and disabled by improving connections and reducing distance to travel and wait times between modes, and also the less mobile in terms of making crossing the A27 easier. No negative equality impacts have been identified during the consultation process.

2. Climate Change:

3.1. How does what is being proposed impact on our carbon footprint / energy consumption?

Improving the capacity and efficiency of the A27's operation will reduce delays to traffic. This should reduce the energy used and the pollution produced by traffic being stationary in queues.

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Providing improved pedestrian and cycle facilities between Fareham railway station and Fareham College should encourage some people to make local journeys in these ways instead of using the car.

In addition, the improved bus stop facilities close to Fareham Railway Station should encourage some people to use buses and trains instead of using the car. This would reduce the carbon footprint / energy consumption and assist in being more resilient to the longer term impacts of climate change.