

HAMPSHIRE COUNTY COUNCIL

Decision Report

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| Decision Maker: | Executive Member for Environment and Transport |
| Date: | 2 April 2013 |
| Title: | Newgate Lane Fareham, Major Improvement Scheme – Proposed Alignment Options |
| Reference: | 4783 |
| Report From: | Director of Economy, Transport and Environment |

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1. Executive Summary

- 1.1. The purpose of this paper is to seek approval to consult the public and other stakeholders, on the proposed alignment of the proposed major improvement scheme for the B3385 Newgate Lane, in Fareham, between and including the existing roundabout junction at Peel Common at its southern end, and the existing junction with Palmerston Drive at its northern end.
- 1.2. The report describes the existing situation on Newgate Lane, and provides an outline of the scheme objectives, the options considered, and the two options for further consideration through public consultation. The report also identifies the key issues for delivery, including funding and programme.
- 1.3. The options for consultation aim to provide improvements to the principal junctions along the route including the existing Peel Common roundabout. The northern section includes on line widening to provide two lanes in each direction, whilst the southern section includes a redesigned single carriageway along two possible alignments; one utilising the existing alignment but diverting offline at its southern end in the vicinity of the residential properties at Peel Common; the other creating a new alignment to the east side of properties on Woodcote Lane. Both options would retain the existing alignment of the southern end of Newgate Lane as a service road for the residential properties at Peel Common, and as a cycle facility.

2. Introduction

- 2.1. As part of the decision concerning the Daedalus Transport Proposals on 6 March 2012 the Executive Member for Environment and Transport confirmed that;

- a review of the schemes being prepared by the County Council to improve Newgate Lane, is undertaken with the aim of identifying a major scheme with the potential to deliver capacity enhancements along the Newgate Lane corridor including the Peel Common roundabout;
 - a review of the indicative budget allocations is undertaken and provision made in the County Council's capital programme for a major scheme for Newgate Lane; and
 - in securing developer contributions for transport from the developer of the Solent Enterprise Zone, priority be accorded to improvements to the Newgate Lane corridor with a focus on the Peel Common junction.
- 2.2. The reviews of the earlier proposals for Newgate Lane have been completed and options for a major scheme for the Newgate Lane corridor, together with the Peel Common roundabout has been identified. The proposed alignments are the subject of this report.
- 2.3. A successful bid to the Solent Local Enterprise Partnership, made under the Growing Places Fund initiative has been made by the County Council in tandem with the Homes and Communities Agency (HCA), has provided funding to implement the improvements to Newgate Lane.
- 2.4. These contributions, together with the County Council's own resources, are now identified in the Integrated Transport Capital Programme 2013/14 – 15/16, as approved by the Executive Member for Environment and Transport on 22 January 2013, and by Cabinet on 8 February 2013.
- 2.5. Whilst the Section106 contributions are agreed in principle, and have in part been earmarked for improvements at the Peel Common junction, a formal update of their status will be reported separately concerning the developments associated with the Daedalus site.
- 2.6. Fareham Borough Council and Gosport Borough Council, as the local Planning Authorities, have resolved to grant planning permission for the developments at the Daedalus airfield site, subject to Section106 agreements being concluded.
- 2.7. The purpose of this report is to describe the proposed alignment options and seek approval, for public consultation, on the Newgate Lane proposals. It also seeks approval to continue with the design and development of the proposals in line with the proposed delivery strategy.
- 2.8. The report also aims to inform the County Council's delivery partners in the Solent Enterprise Zone project that, subject to obtaining the necessary consents and completion of the design process, the Newgate Lane major scheme is on track to be delivered within the programme as set out in the Growing Places Bid.

3. Description of the Existing Route and Traffic Conditions

- 3.1. The route is predominantly urban to the north of the junction with Speedfield Park where the route is fronted on the western side by the HMS Collingwood Royal Navy training establishment, with substantial retail and industrial land use on the eastern side of the route. South of the junction with Speedfield Park, the route is predominantly semi-rural in nature passing through mixed farming and equestrian land use, together with residential frontage at Peel Common.
- 3.2. Newgate Lane is currently laid out as a single carriageway with one lane for each directional flow with priority controlled roundabouts at the principal junctions along the route, namely Longfield Avenue, Speedfield Park, and Peel Common. The route currently experiences typical traffic flows in excess of 25,000 vehicles per day (based on 24 hour/5 day average), with the busiest section being between the Longfield Avenue and Speedfield Park roundabouts.
- 3.3. Based on data collected in 2009/10, Newgate Lane during the morning peak (0700-0900), is the 13th most congested traffic route (measured in terms of total vehicle delay) in Hampshire, and during the evening peak (1600-1800) is the 8th most congested route in Hampshire; in both cases the more congested routes are primarily either motorways, trunk roads or major links to motorways.
- 3.4. The heavy vehicle flows continue throughout the working day but are characterised by particularly heavy flows in the morning and evening peak times, where in the morning peak (0700 – 0900 hours) a northbound stop/start rolling queue extends from Speedfield Park roundabout back to and through the Peel Common roundabout. In the evening peak (1600 – 1800 hours) similar queues form in the southbound direction, particularly on the approaches to the Longfield Avenue, Speedfield Park, and Peel Common roundabouts. The rolling queues can be exacerbated by the presence of on-road cyclists when a combination of the existing alignment and heavy oncoming traffic flows prevent overtaking opportunities. The route is therefore heavily congested and journey time reliability is adversely affected.
- 3.5. The existing route is lit by street lighting and a 40mph speed limit exists over the length of the Newgate Lane, reducing to a 30mph speed limit by the junction with Palmerston Drive. Footways are provided along both sides of the road over the northern section, whereas to the south of the Speedfield Park roundabout footway provision is reduced to a rural footway on the east side of the road to a point approximately half way towards Peel Common roundabout where the footway continues on the west side of the road. The route is served by public transport and limited bus stop facilities exist along the route.
- 3.6. An existing cycle route connects the Bridgemary residential area to Newgate Lane south of the Speedfield Park roundabout where there is an existing signal controlled pelican crossing, linking to the HMS Collingwood site. At the

Peel Common roundabout the existing pedestrian and cycle routes on Rowner Road, Broom Way and Gosport Road converge, and are linked via existing Toucan crossings on the Newgate Lane and Gosport Road arms of the junction.

4. Scheme Objectives

- 4.1. The proposed improvement scheme for Newgate Lane is a major investment project which aims to improve strategic access to the Gosport peninsula from Fareham and the strategic road network at Junction 11 of the M27. The B3385 Newgate Lane provides a link between the A27 and A32, south of Fareham, and the existing roundabout at Peel Common in the western part of the Gosport peninsula.
- 4.2. Newgate Lane provides the most direct link between the proposed Solent Enterprise Zone located at the Daedalus development site and the Fareham railway station and the M27 at Junction 11. The proposed improvement scheme aims to support the proposed development by improving strategic access to Gosport.
- 4.3. The proposals aim to deliver capacity enhancements for existing traffic movements along Newgate Lane between a point to the north of the roundabout junction with Longfield Avenue, at the northern end, southwards to and including the Peel Common junction at the southern end.
- 4.4. The improvement options, together with Local Sustainable Transport Fund initiatives, aim to support workplace travel policies associated with the development at Daedalus, through the provision of cycle network enhancements and bus stop infrastructure over the length of Newgate Lane.
- 4.5. The location of the scheme is illustrated on the attached location plan. Indicative design drawings showing the proposed road layout for the section of Newgate Lane north of its junction with Tanners Lane, together with the two options for the indicative alignments to the south of Tanners Lane will be displayed at the meeting.

5. Assessment of Scheme Options

- 5.1. An assessment of the options to improve Newgate Lane has been undertaken which is consistent with the Early Assessment and Sifting Tool (EAST) appraisal approach as set out by the Department of Transport. The options assessed included;
 - do nothing (as described in paragraph 5.2);
 - limited on line widening with minor alignment improvements (5.3);
 - extensive on line widening with alignment improvements (5.4);
 - extensive on line widening with alignment improvements together with off line improvements at Peel Common (5.5); and

- extensive on line widening to the northern section with off line improvements over the southern section (5.6).
- 5.2. Do Nothing - There are known levels of existing traffic congestion along all corridors providing access to the Gosport peninsula. The addition of employment based trip generation will add further to existing congestion levels and will not provide the business community with confidence that the Solent Enterprise Zone will be a location where transport costs can be minimised and that is readily accessible to customers and employees. Accordingly a do nothing option has been considered but rejected on the basis of not being able to sufficiently address the existing traffic conditions on the Gosport peninsular.
- 5.3. A proposal to provide limited widening to the existing road alignment has been investigated but would only provide small scale improvements to accessibility on the Gosport peninsular for motorised traffic. The provision of off road pedestrian and cycle facilities would however enhance infrastructure for non-motorised users. Accordingly a do minimum option has been considered and rejected on the basis of not being able to sufficiently address the existing traffic problems on the Gosport peninsular.
- 5.4. A proposal to provide an updated and improved alignment for Newgate Lane with widening to accommodate options for on road cycle lanes, central hatched areas and turning lanes (to reduce delays and improve frontage access), together with pedestrian crossing facilities and an off road cycle facility, has been considered. Whilst this option meets many of the scheme objectives it is not expected to provide sufficient benefits to enable the necessary improvements in the area of the Peel Common junction.
- 5.5. A proposal to provide an updated and improved alignment, with a proposed offline road alignment to the east side of the existing Newgate Lane, from a point south of the existing access to the Peel Common Wastewater Treatment Plant to the Peel Common junction. The existing alignment of Newgate Lane would be retained as a combined service road and cycle route, with the cycle facilities being extended northwards along the west side of the improved Newgate Lane alignment to Palmerston Drive. This option has been investigated and is being recommended for public consultation as Option A.
- 5.6. An option to provide a new offline road link between a point near the junction with Tanners Lane and the Peel common junction, aligned to the east of the Woodcote Lane residential properties, has been considered and is being recommended for public consultation as Option B.

6. The Scheme Proposals

- 6.1. In order to determine the appropriate shape and form of the road improvement scheme, traffic modelling has been undertaken to ensure the proposals are fit for purpose given the overarching scheme objectives. The

traffic modelling has taken into account the existing situation and provides forecast flows for 2014 and 2026. The forecast flows take into account known development traffic. The junctions along the route have also been modelled to ensure they are appropriate.

- 6.2. The improvement scheme aims to improve the transport environment on Newgate Lane and improve journey time reliability by increasing the safety and capacity of the road and the junctions along the route, and thus reduce the potential for queues. The improvement scheme will better enable Newgate Lane to cope with its share of traffic accessing the Gosport peninsular as well as future traffic generation from known development sites including the Solent Enterprise Zone at the former Daedalus airfield. The proposed pedestrian and cycle facilities, both along and across Newgate Lane will also help to improve safety, accessibility and traffic capacity. The proposals also include an upgrade of facilities for public transport users.
- 6.3. The improvement scheme at the northern section, between Palmerston Drive and Tanners Lane, is common to both options and is proposed along the line of the existing road. It includes improvements to the major junctions at the Longfield Avenue and Speedfield Park roundabouts. The current proposals include the provision of additional traffic lanes on this section to provide two lanes in each direction. The Speedfield Park roundabout is proposed to be retained but a northbound dedicated lane is proposed to enable northbound traffic to avoid having to negotiate the roundabout. This however necessitates alteration of the roundabout to revise the access arrangements to the HMS Collingwood site, and this is proposed via a new traffic signal controlled junction located to the south of the roundabout. The traffic signals at the junction will include pedestrian and cycle crossing facilities to replace the existing pelican crossing. Part of this work is in the HMS Collingwood site, and include accommodation works forming part of the main scheme proposals. These are in the process of being agreed in principle by the Ministry of Defence and the base Commodore.
- 6.4. New off road pedestrian and cycle facilities will be constructed on the west side of Newgate Lane from Tanners Lane to Palmerston Drive, where it connects to the existing Bus Rapid Transit route. Further pedestrian and cycle facilities will be provided on the east side of Newgate Lane north of the proposed new traffic signal controlled junction at HMS Collingwood, to a point north of Longfield Avenue.
- 6.5. Further online widening is proposed south of the new traffic signal controlled junction to create merge and diverge lanes at the transition from two lanes in each direction to one lane in each direction, between Tanners Lane and the Peel Common area.

- 6.6. South of the junction with Tanners Lane two options are to be presented for public consultation;

Option A

- 6.7. This option will include a traffic lane in each direction with central turning space/lanes and hatch markings, to help keep the main traffic flows moving when other vehicles are turning to access properties, or to pass on-road cyclists, stationary buses, or vehicle breakdowns. Pedestrian refuges will be provided in the central hatch marked areas to assist with pedestrian crossing movements, particularly in the vicinity of the bus stops.
- 6.8. This arrangement is proposed to continue southwards towards Peel Common roundabout, however, from a point near the existing entrance to the Peel Common wastewater treatment works, it is proposed to take the proposed alignment off-line to the eastern side of Newgate Lane and construct a new road to link to Peel Common roundabout. This will enable the existing road alignment to be retained as a service road for the local residential area and local businesses located on the west side of Newgate Lane. The proposed new road will retain one wide lane in each direction, together with central turning lanes and hatched area, particularly at a revised priority controlled junction at the Albert Road/Woodcote Lane junctions. The proposed new section of road will tie into a revised junction at Peel Common to the east of the existing alignment of Newgate Lane.
- 6.9. This option includes improved off road pedestrian and cycle facilities, which will include use of the revised Newgate Lane service road by pedestrians and cyclists, which will retain an off-road link to the existing Toucan crossing on Gosport Road, together with the construction of a new cycle route northwards along the west side of Newgate Lane to the junction with Tanners Lane.

Option B

- 6.10. From a point near the junction with Tanners Lane this option would provide a new alignment to the east side of the existing alignment of Newgate Lane and southwards to cross Woodcote Lane/Brookers Lane to the east of the Woodcote Lane residential properties, and link to Peel Common roundabout.
- 6.11. This would be provided as a 7.3m wide single carriageway with grass verges, and localised widening for a new ghost island right turn lane priority controlled junction with a new link road to the existing alignment of Newgate Lane, and its existing residential and business properties. Localised widening would also be provided close to Peel Common roundabout to accommodate merge and diverge lanes associated with the junction.
- 6.12. Although subject to consultation with the Police, this route is expected to be subject to a 40mph speed limit, in common with other similar roads in the area. It is proposed that this new section of Newgate Lane would not be lit during the hours of darkness.

- 6.13. The existing alignment of Newgate Lane would be closed to through traffic, except cyclists, at both the northern and southern ends and retained to provide access to local properties. The existing route would also serve as a cycle facility from the Peel Common roundabout north to a point near the junction with Tanners Lane, to then continue northwards into the northern section of Newgate Lane as described above.
- 6.14. The existing track at the east end of Woodcote Lane where it joins Brookers Lane would be retained with an at grade uncontrolled pedestrian crossing utilising a pedestrian refuge, to aid crossing movements.

7. Delivery Plan

- 7.1. It is proposed that prior to a final decision being taken on a route alignment, a public consultation exercise will be carried out in the Summer of 2013. Where appropriate the outcomes and responses from the public will be incorporated into the design, and reported in future project appraisals.
- 7.2. Environmental scoping work has been undertaken which provides an assessment of the existing conditions and the potential environmental impact assessment of the proposals. This includes an assessment of the air quality, cultural heritage, landscape, nature conservation, geology and soils, materials, noise and vibration, effects on travellers, community and private assets, and, road drainage and the water environment.
- 7.3. A scoping report will be submitted for a Screening Opinion on whether a full Environmental Impact Assessment under the Town and Country (Environmental Impact Assessment) Regulations 2011 will be required.
- 7.4. In order to deliver the improvement scheme with respect to design constraints and local residents/road users it is proposed to deliver the work in phases. A key requirement is to deliver a start of works onsite in late 2013/14, and this is currently proposed to focus on the section of Newgate Lane north of its junction with Tanners Lane.
- 7.5. The second phase of work is expected to be the Peel Common junction improvements, followed by the proposed new road between Peel Common and Tanners Lane, as Phase 3. This is to allow time to proceed with land acquisition and planning matters for the third phase, as described below.
- 7.6. Whilst the overall programme details are yet to be confirmed it is expected that the construction of the work phases will commence in early 2014 and be completed in Autumn 2016. The actual delivery programme will be determined over the coming months and will be detailed in future reports.

8. Land Requirements

- 8.1. The proposed alignment of the northern section of the route (north of Tanners Lane) is predominantly accommodated within the existing highway limits, with

the exception of alterations to part of the HMS Collingwood site, required to accommodate the new access arrangements.

- 8.2. South of the junction with Tanners Lane it will be necessary to acquire various land interests in order to implement the improvement proposals associated with either option A or B. Temporary use of additional land throughout the construction period will also be required to enable reduced impact of the construction of the improvements described as Option A, southwards to the wastewater treatment works at Peel Common. South of the wastewater treatment works further land interests will be required on the east side of the road to construct the new offline alignment southwards to the Peel Common junction.
- 8.3. The detailed extent of land interests required to implement the scheme will become clearer once the consultation process has been completed. Authority for the acquisition of all third party land interests will be the subject of a further report later in the year.
- 8.4. If necessary it is proposed to seek a Compulsory Purchase Order (CPO) for the land required to develop the preferred option, which would be progressed in the event that negotiations to acquire the necessary land by agreement are unsuccessful. It is proposed that the authority to seek a CPO will be sought separately in the Autumn, once the route alignment can be confirmed following public consultation.
- 8.5. The details of the extent of land acquisition and accommodation works will become clearer once the scheme details are confirmed, and public consultation completed. Approval to proceed with the land acquisition will be sought later in the delivery process. This is expected to take the form of a report to the Executive Member for Policy and Resources later this year.

9. Environment Ecology & Planning

- 9.1. The County Council is the planning authority for road schemes of this nature. For the northern section of the scheme the works are on line and either contained within the existing public highway or require land immediately adjoining the highway. In both cases the County Council, as Highway Authority, has permitted development rights, subject to negotiation with the MoD regarding accommodation works at HMS Collingwood. However the southern section, incorporating either option, is off line, and as a result a planning application for this section of the scheme will be submitted to the County Planning Officer under Regulation 3 of the Town and Country Planning Act 1990.
- 9.2. The County Council is also the appropriate authority to consider the environmental impact of the scheme under the Town and Country (Environmental Impact Assessment) Regulations 2011.

- 9.3. A Scoping Report will be submitted for a Screening Opinion but this will not necessarily require a full Environmental Impact Assessment under the Town and Country (Environmental Impact Assessment) Regulations 2011.
- 9.4. In the event that a full Environmental Impact Assessment is required, this may require additional assessment work which may impact on the overall delivery programme for the project.

10. Public and Stakeholder Consultation

- 10.1. Consulting the public about the proposals is planned to be undertaken in the Summer of 2013, and will consist of locally advertised manned exhibitions at local venues, together with unmanned exhibitions in adjoining areas, and online information, with opportunities for the feedback of comments from the public. The outcomes from the consultations will be considered carefully in the refinement of the design, and reported in future project appraisal reports.
- 10.2. Stakeholder consultation has commenced with a dialogue established with HMS Collingwood, the utility companies, street lighting, and passenger transport groups. Further consultation with these and other groups, such as local cyclist representatives, will be undertaken as the proposals develop.
- 10.3. There have been no formal consultation opportunities for the local residents and wider public to view or comment on the detailed proposals. However, correspondence has been received from local residents, and where appropriate these initial views have formed the current proposals.
- 10.4. Prior to public consultation opportunities will be provided to key stakeholders to view and comment on the scheme proposals.

11. Finance

- 11.1. The County Council's Capital Programme 2013/16, as approved by the Executive Member for Environment and Transport on 22 January 2013, and by Cabinet on 8 February 2013, allocates £8.5Million for the scheme, as based on early outline cost estimates. These costs will be reviewed on completion of the preliminary design work for the preferred option.
- 11.2. The allocation consists of a combination of the County Council's local resources, consisting of £3.5Million of Local Transport Plan funding together with £2.4Million of developer contributions. A successful bid to the Solent Local Enterprise Partnership will make available funding of £2.6Million under the Government's Growing Places Fund.
- 11.3. The developer funding secured from the Daedalus developments is subject to completion of the necessary legal agreements.

12. Future direction

- 12.1. It is proposed that the preliminary design of the scheme will continue, leading to further stakeholder and public consultation planned for the Summer.
- 12.2. Planning consent will be required for the southern section of the scheme, and it is proposed to submit a planning application once the public consultation process for a preferred option, and a scheme review has been completed.
- 12.3. The first project appraisal, for the northern section of the proposals, is expected to be submitted later this year to enable a commencement of works in early 2014. This will also confirm the outcomes from the stakeholder and public consultations for the option selection for the southern alignment. If necessary the report will also seek approval to commence the compulsory purchase order process for the third party land interests required for the southern section of the scheme.
- 12.4. Further project appraisal reports will be submitted as the project develops for the second phase of the scheme at the Peel Common junction, and the third phase, the southern section of Newgate Lane.

13. Recommendations

- 13.1. That the proposed horizontal alignment for the section of the B3385 Newgate Lane major improvement scheme, north of its junction with Tanners Lane, be confirmed as the preferred alignment, subject to public consultation.
- 13.2. That two options for the proposed horizontal alignment for the remainder of the B3385 Newgate Lane major improvement scheme, south of its junction with Tanners Lane, be presented as option alignments for public consultation.
- 13.3. That approval be given to carry out public consultation on the preferred route options during the summer of 2013.
- 13.4. That approval be given to continue the design and development of the options, in line with the proposed delivery plan and the outcome of the proposed public consultation exercise.

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

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| 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

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| Links to previous Member decisions: | | |
| <u>Title</u> | <u>Reference</u> | <u>Date</u> |
| Executive Member for Environment and Transport Daedalus Transport Proposals | 3760 | 6 March 2012 |
| Direct links to specific legislation or Government Directives | | |
| <u>Title</u> | <u>Date</u> | |
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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.)

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

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

- 1.1 The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. The website contains a summary [assessment of the impacts](#) on Developing Hampshire's highway network and transport systems.
- 1.2 It is considered that the issues covered by this report will not have impacts requiring further specific actions by the Council above those already established in its existing policies and working procedures.

2. Impact on Crime and Disorder:

- 2.1. It is considered that the decision will have no impact on crime and disorder.

3. Climate Change:

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

This information can only be provided once the scheme details are confirmed following the public consultation.

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

This information can only be provided once the scheme details are confirmed following the public consultation.