

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Executive Member – Environment and Transport
Date:	6 March 2012
Title:	Daedalus Transport Proposals
Reference:	3760
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

1.1. Designation as an Enterprise Zone (EZ) has signalled a step change in efforts to deliver at Daedalus the aspirations of the Solent LEP and the Government for rapid development and job creation.

1.2. The current transport strategy for the Gosport peninsular has been reviewed and is not considered to provide the focus or measures necessary to encourage the business development and jobs growth that the EZ has been established to deliver.

1.3. Within the planned timescale to deliver the EZ, it is not practical to contemplate capacity improvements via the western approaches to Gosport; even if such a scheme was viable in cost benefit and planning terms. Improvements to Newgate Lane, including at Peel Common junction remain the most practical way of delivering an access strategy for the Daedalus EZ that is commensurate with the overall development timescale.

1.4. A transport strategy is proposed for the Daedalus EZ based upon the following objectives:

- to promote employment opportunities at Daedalus as a means of reducing out commuting from the Gosport peninsula;
- to promote local access to Daedalus from within the Gosport peninsula via sustainable travel modes; and
- to promote the Newgate Lane corridor as the link to Daedalus from the strategic road network and Fareham Railway Station and as a viable alternative for existing and potential future traffic (particular freight traffic) utilising roads via Stubbington.

1.5. To implement the above strategy the following tasks have been identified:

- to review options for capacity enhancements at Peel Common junction including, where appropriate additional land take;
- to review options for capacity enhancement at the Longfield Road and Speedfield Road junctions on the northern section of Newgate Lane including, where appropriate additional land take;
- to consider options for online carriageway enhancements to Newgate Lane including, where appropriate additional land take, that are compatible with the preferred junction options identified above;
- to incorporate all of the above schemes in to a single, major scheme, deliverable in one or more phases; and
- to seek funding opportunities that will supplement the existing indicative allocations of the County Council in its programme for 2013/14 and enable timely delivery of the identified improvements.

1.6. Funding is available within the County Council Capital Programme to enable scheme preparation to be undertaken during 2012/13 and 2013/14.

2. Background

2.1. Daedalus Airfield was declared surplus to military use in 2004 when its management and ownership passed to the South East England Development Agency (SEEDA). The site has now transferred to the Homes and Communities Agency (HCA) under a 'stewardship' arrangement with the Partnership for Urban South Hampshire (PUSH). The location is illustrated in Appendices 1 and 2.

2.2. Daedalus has long been seen as a key opportunity to regenerate the Gosport peninsula and the wider sub-region, with land suitable for employment redevelopment together with retail, leisure, hospitality uses and limited residential development. The HCA is currently funding a programme of works to deliver a site asset management plan. Following completion of a masterplan, outline planning applications were submitted in Spring 2010 for redevelopment of the non-airfield parts of the site. It is expected that these applications will be determined towards the end of March. It is understood that the HCA is negotiating with the Maritime and Coastguard Agency (MCA), which operates the airfield, regarding use of the airfield by businesses located at Daedalus.

3. Daedalus Enterprise Zone and Economic Regeneration

3.1. Designation as an EZ has signalled a step change in efforts to deliver at Daedalus the aspirations of the Solent Local Enterprise Partnership (Solent

LEP) and the Government for rapid development and job creation. The Solent LEP has a published ambition to create a further 10,000 job opportunities within its area, capitalising on sectoral strengths of advanced manufacturing, engineering, transport and logistics. The objectives of the Daedalus EZ are to create up to 3,700 additional jobs by 2026 (contributing more than a third to the Solent LEP's additional jobs target); to promote a manufacturing and technology cluster, based on marine, aviation and aerospace; and to catalyse the regeneration of Gosport.

- 3.2. These objectives have been given added impetus by the award to Solent LEP of a £5 million Regional Growth Fund towards improving the airfield facilities and business grants at Daedalus together with an indicative 'Growing Places' allocation of £12.25 million for the Solent LEP area.
- 3.3. The combination of financial incentives and 'relaxed' planning regulations embodied in the EZ is designed to stimulate rapid development and job creation. This demands that current transport policies are reviewed and refined to ensure that the strategy for delivery of transport infrastructure in this part of the Gosport peninsula, is commensurate with the EZ objectives and timescales. Specifically, it will be important to ensure that the Daedalus EZ is provided with adequate links to the M27 and to Fareham Railway Station and to all parts of the Gosport peninsula to encourage business relocation to the EZ.
- 3.4. The purpose of this report is therefore to review and update the strategy for delivering transport improvements in the light of the emerging EZ proposals for redevelopment at Daedalus and to approve specific tasks necessary to achieve timely delivery.

4. Current Transport Policy Framework

- 4.1. The current transport strategy for the Gosport peninsula is set out in the Strategic Access to Gosport (StAG) Study, which was approved by the Transport for South Hampshire Joint Committee in June 2010. This considered access to this part of the Gosport peninsula along two corridors:
 - Western Approaches via B3334 through Stubbington and A27 at Segensworth to Junction 9 of the M27; and
 - B3385 Newgate Lane, via A32, A27 to Junction 11 of the M27.

Western approaches

- 4.2. On line improvements along the existing route through Stubbington were not considered to be viable whilst a new alignment around Stubbington Village was considered too expensive, unlikely to have a positive cost to benefit ratio and was not supported in planning terms by the local planning authority at that time. Consequently, whilst the County Council retains a long term policy commitment to a second strategic access to the Gosport Peninsula, further

consideration of this option was deferred until post 2016. No route for such a road has been safeguarded by Fareham Borough Council in its recently adopted Core Strategy to 2026. As an alternative, StAG proposed demand management measures along the existing route through Stubbington, to mitigate the future impact of traffic growth along the existing route corridor.

Newgate Lane

- 4.3. Both on and off line improvements have previously been considered for Newgate Lane. Schemes currently under development propose on line improvements (involving some additional land take) to manage traffic demand and provide segregated facilities for pedestrians and cyclists. The County Council has also previously considered improvement options for the Peel Common junction at the end of Newgate Lane. However, no option was progressed at that time as it was considered that there were insufficient benefits to arise from the type of potential schemes that could be delivered within the modest budget parameters set.
- 4.4. Importantly, StAG identified that the high levels of morning out-commuting and resultant congestion on traffic routes off the peninsula can be addressed, in part, through measures to regenerate local employment and encourage more sustainable travel. In particular, StAG acknowledged and promoted the role of sustainable transport modes in reducing the need for car travel, particularly for journeys wholly within the peninsula. StAG also acknowledged that significant development sites, such as Daedalus need to be adequately linked to strategic transport networks (M27 and Fareham Railway Station). At the time of the StAG study, the Daedalus site was still in RDA ownership, and had not been designated as an EZ.

Summary

- 4.5. In the absence of any realistic, short to medium term prospect of improving access to the western approaches via Stubbington, the current strategy proposes modest improvements, principally to improve cycling and pedestrian provision, to the B3385 Newgate Lane leading to Junction 11 of the M27. This is complemented by traffic measures to manage the use of the B3334 western corridor to the M27 Junction 9 through Stubbington.

5. Current Hampshire County Council Scheme Proposals

- 5.1. As previously mentioned, the County Council is developing schemes, in line with StAG, to improve the Newgate Lane corridor comprising junction improvements at the northern end to better manage traffic demand and a second scheme for online carriageway improvements (involving some land acquisition) on the southern section. These schemes have been designed to address the requirements of StAG for demand management and pedestrian and cyclist enhancements. It is estimated that together these will cost in the region of £5.5 million. The Hampshire County Council LTP3 Implementation

Plan has an indicative allocation of £3 million investment to fund works on the southern section.

- 5.2. There are no scheme proposals presently being developed by the County Council for works at Peel Common junction or through Stubbington.

6. The Development Access Proposals

- 6.1 The access strategy for the Daedalus EZ is set out in a Transport Assessment (TA) supporting the current planning applications. This is broadly compliant with StAG in proposing:

- partial traffic signal controls at Peel Common roundabout, to prioritise movement along the Newgate Lane arm, whilst managing use of the Gosport Road arm in the direction of Stubbington;
- signal controls replacing the existing roundabouts at Stubbington Green and Mays Lane junctions; and
- measures to encourage sustainable access by public transport, walking and cycling.

The access proposals for Daedalus are illustrated in Appendix 2.

- 6.2 The aim of the HCA (as the developer) is to achieve 'nil detriment' for existing road users, by proposing measures to reduce the impact of additional traffic whilst providing for travel by alternative sustainable modes. It is acknowledged in the TA that whilst the proposed strategy is compliant with existing policy, it has not been possible to achieve 'nil-detriment' on roads through Stubbington. The TA seeks to balance the potential for increased queuing to arise from the signalisation of the two Stubbington roundabout junctions against the benefits of improved amenity and safety for pedestrians and cyclists, together with the potential for bus priority on the approach to the signals.
- 6.3 At the Peel Common junction, the benefit of the proposed partial signalisation of the existing roundabout is limited by the roundabout geometry which does not allow for traffic to be managed successfully within the circulatory carriageway.
- 6.4 In summary, whilst the County Council and HCA propose substantial investment in the Newgate Lane corridor, as described above, it is not clear that the schemes have compatible objectives; nor is it clear that the schemes can meet the needs and accelerated timescale for development of the Daedalus EZ in the context of the already congested network conditions on the peninsula. Moreover, the strategy fails to adequately address the impacts of existing and potential future lorry traffic for residents in Stubbington and to promote schemes for Newgate Lane that will create an attractive alternative access route.

7. Review of Access Strategy in the light of Enterprise Zone Status

7.1. Within the planned timescale for delivery of the Daedalus EZ it is not realistic to contemplate a capacity improvement via the western approaches, even if such a scheme was viable in cost benefit and planning terms. Improvements to Newgate Lane, including at Peel Common junction, remain the most practical way of delivering a timely and fit for purpose access strategy for Daedalus EZ.

7.2. A transport strategy is therefore proposed for the Daedalus EZ based upon the following objectives:

- to promote employment opportunities at Daedalus as a means of reducing out commuting from the Gosport peninsula;
- to promote local access to Daedalus from within the Gosport peninsula via sustainable travel modes; and
- to promote the Newgate Lane corridor as the link to Daedalus from the strategic road network and Fareham Railway Station and as a viable alternative for existing and potential future traffic (particular lorries) utilising roads via Stubbington.

The Daedalus development proposal incorporates a Framework Travel Plan and a Delivery and Service Plan that support these objectives.

7.3. It is considered that an urgent review should be undertaken of the current proposals of the County Council and the HCA to ensure all the options to deliver the above objectives within the timescale required for the Daedalus EZ have been properly considered.

7.4. To implement the above strategy the following tasks have been identified:

- to review options for capacity enhancements at Peel Common junction including, where appropriate additional land take;
- to review options for capacity enhancement at the Longfield Road and Speedfield Road junctions on the northern section of Newgate Lane including, where appropriate additional land take;
- to consider options for online carriageway enhancements to Newgate Lane including, where appropriate additional land take, that are compatible with the preferred junction options identified above;
- to incorporate all of the above schemes in to a single, major scheme, deliverable in one or more phases; and
- to seek funding opportunities that will supplement the existing indicative allocations of the County Council in its programme for 2013/14 and enable timely delivery of the identified improvements.

8. Funding Implications

- 8.1. It is acknowledged that responsibility to deal with existing traffic conditions on the Gosport peninsula in general and along Newgate Lane and at Peel Common junction in particular cannot be attributed to the Daedalus development, though it will of course additionally impact on these matters. Therefore it is appropriate that the County Council should take lead responsibility for providing a comprehensive transport solution, albeit funded in part by a significant contribution arising from the need to accommodate traffic generated by the Daedalus EZ development.
- 8.2. The HCA proposals for Peel Common junction and at Stubbington have yet to be fully costed but it is reasonable to assume that, as a minimum, the HCA liability will extend to the full cost of implementing a policy compliant, 'nil-detriment' scheme as proposed in the TA. However, in light of the policy refresh set out above, the suggested funding priority for contributions from the Daedalus development are:
- Priority 1 – Capacity improvements to the Newgate Lane corridor with a focus on the Peel Common junction; and
 - Priority 2 - demand management, road safety and amenity measures through Stubbington, once the priority 1 improvements have been secured.
- 8.3. Current funding allocations have allowed progress on the existing County Council schemes along Newgate Lane. The proposals suggested above would require the County Council to identify additional funding to extend the scope of the existing technical work and to include consideration of options for improvements at Peel Common junction that build upon the HCA's study work in the TA. Combining the Newgate Lane schemes with a scheme for Peel Common will create a major transport scheme (in excess of £5 million). Funding is available within the County Council Capital Programme to enable technical work to be completed to prepare a major scheme during 2012/13 and 2013/14.

9. Performance

- 9.1. The proposal outlined above builds upon the existing strategy for access to Gosport as set out in StAG, LTP3 and the Fareham Borough Council Core Strategy. However the revised strategy and work programme responds to the new emphasis and pace of emerging proposals for the Daedalus EZ and the present, overriding need to provide improved vehicular access to the Enterprise Zone to support economic growth and job opportunities.

10. Recommendations

10.1. That, in response to the emerging proposals for the Daedalus Enterprise Zone and in the light of existing traffic and access problems for the Gosport peninsula, the following access strategy be adopted as a basis for responding to the current Daedalus planning applications:

- to promote employment opportunities at Daedalus as a means of reducing out commuting from the Gosport peninsula;
- to promote local access to Daedalus from within the Gosport peninsula via sustainable travel modes; and
- to promote the Newgate Lane corridor as the link to Daedalus from the strategic road network and Fareham Railway Station and as a viable alternative for existing and potential future traffic (particular lorries) utilising roads via Stubbington.

10.2. That, in line with the strategy proposed above, the schemes currently being prepared by the County Council to improve Newgate Lane be reviewed, in tandem with the scheme prepared by the Homes and Community Agency for Peel Common junction, 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.

10.3. That, subject to the above review:

- indicative additional budget allocations be included in the County Council capital programme for a major scheme for Newgate Lane, based upon future receipt of transport contributions and other funding from the Daedalus Enterprise Zone; and
- traffic enhancements on the western approaches and the review of a potential second strategic (western) access to Gosport via Stubbington should be deferred to the longer term, post 2026.

10.4. That, in securing developer contributions for transport from the developer of the Enterprise Zone, priority be accorded to improvements to the Newgate Lane corridor with a focus on the Peel Common junction.

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>
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	
PPS12 (Local Development Frameworks)	4 June 2008	

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. Equalities Impact Assessment:

1.1. No adverse impact has been identified in terms of race, creed or gender.

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:

a) How does what is being proposed impact on our carbon footprint / energy consumption?

Not applicable.

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

The proposals will contribute towards reducing out commuting from the Gosport peninsula and promote local access to Daedalus from within the Gosport peninsula via sustainable travel modes.

Figure 1: Daedalus Site Location

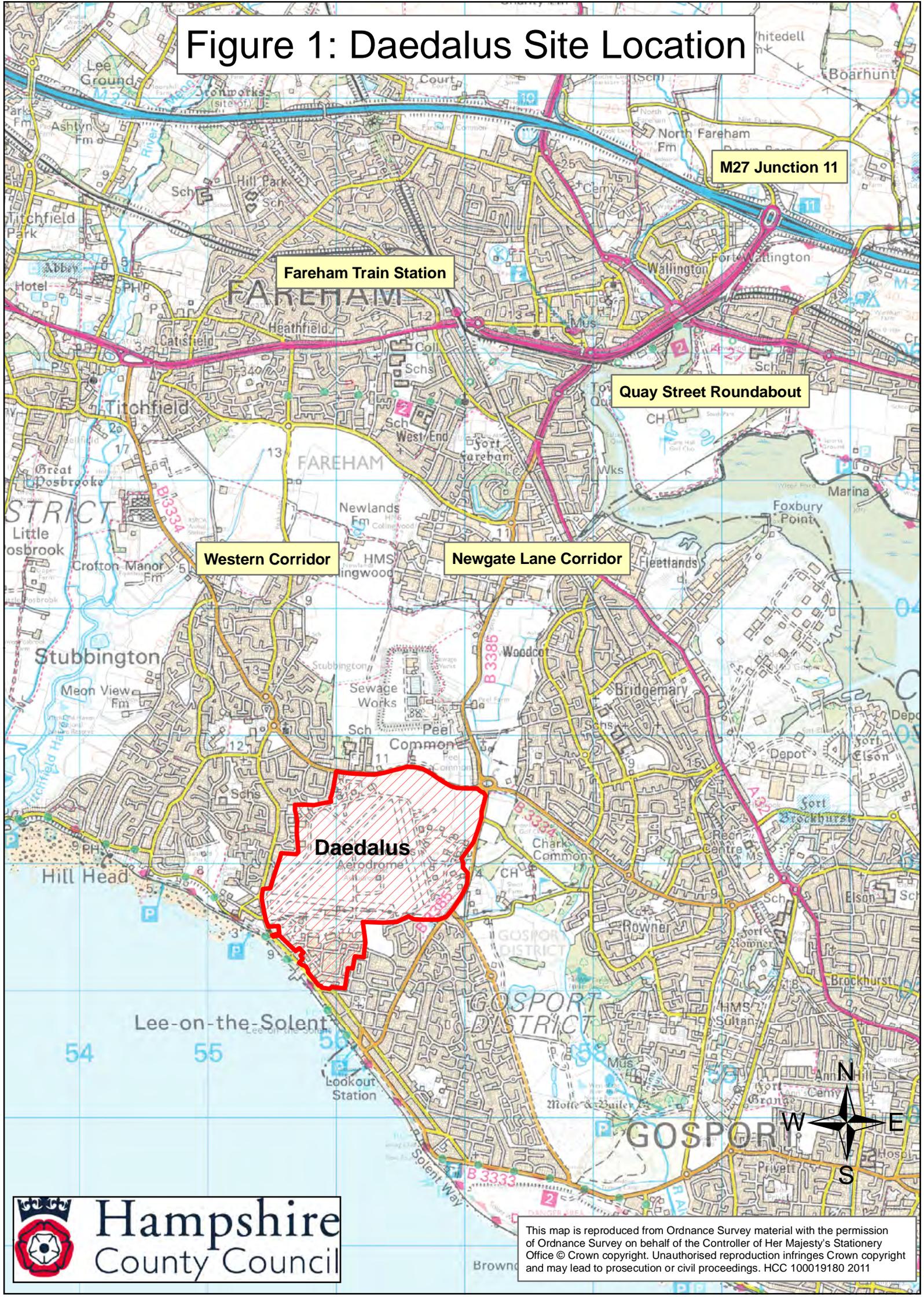
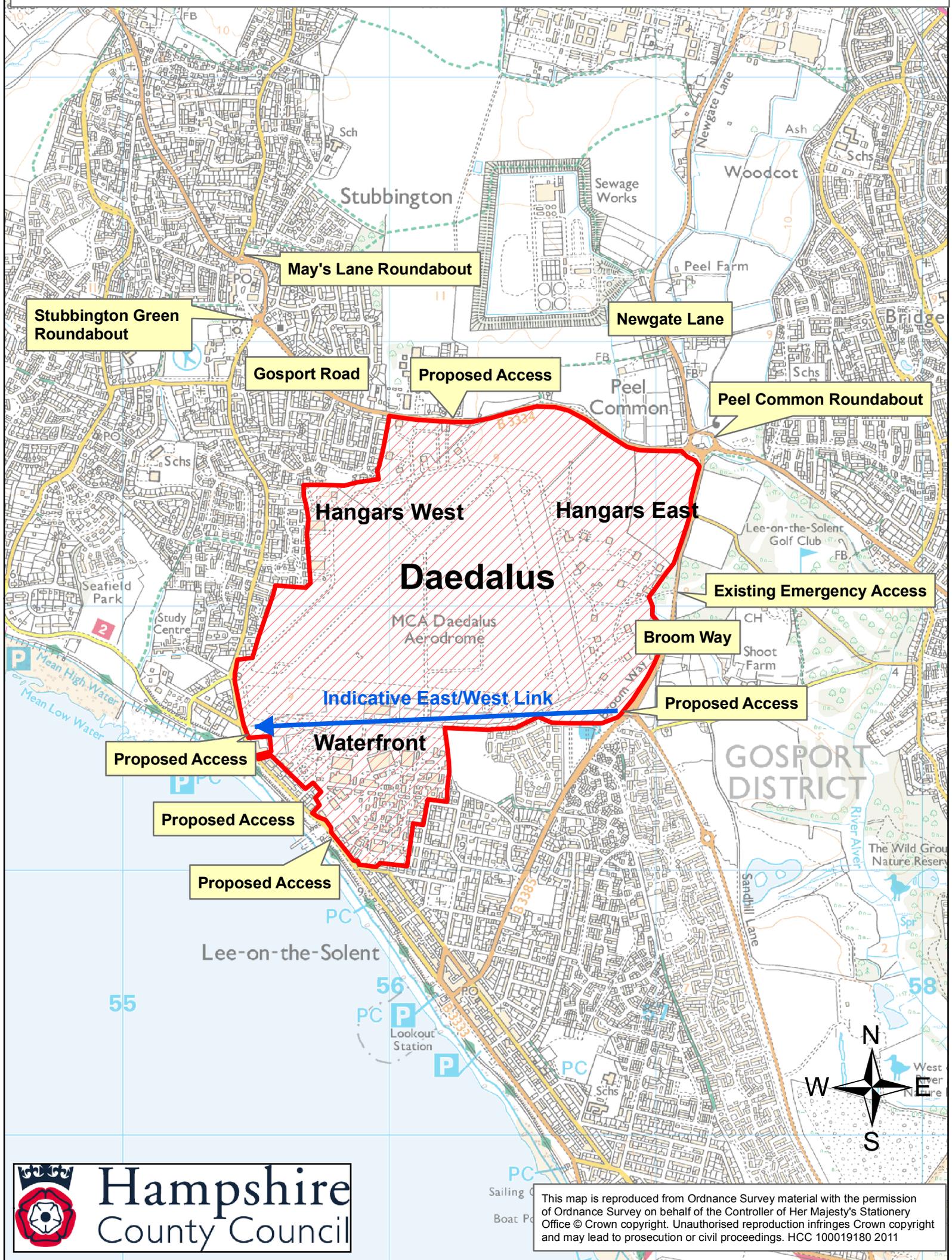


Figure 2: Daedalus Proposed Site Access Locations



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Reference:	3760
Report From:	Director of Economy, Transport and Environment

Contact name: Graham Wright

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1. The decision:

- a) That, in response to the emerging proposals for the Daedalus Enterprise Zone and in the light of existing traffic and access problems for the Gosport peninsula, the following access strategy be adopted as a basis for responding to the current Daedalus planning applications:
- to promote employment opportunities at Daedalus as a means of reducing out commuting from the Gosport peninsula;
 - to promote local access to Daedalus from within the Gosport peninsula via sustainable travel modes; and
 - to promote the Newgate Lane corridor as the link to Daedalus from the strategic road network and Fareham Railway Station and as a viable alternative for existing and potential future traffic, particularly lorries, which will be supported by local mitigation measures to deter and manage HGVs utilising the western approach roads via Stubbington.
- b) That, in line with the strategy proposed above, the schemes currently being prepared by the County Council to improve Newgate Lane be reviewed, in tandem with the scheme prepared by the Homes and Community Agency for Peel Common junction, 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.
- c) That, subject to the above review:
- indicative additional budget allocations be included in the County Council capital programme for a major scheme for Newgate Lane,

based upon future receipt of transport contributions and other funding from the Daedalus Enterprise Zone; and

- traffic enhancements on the western approaches and the review of a potential second strategic (western) access to Gosport via Stubbington should be deferred to the longer term, post 2026.
- d) That, in securing developer contributions for transport from the developer of the Enterprise Zone, priority be accorded to improvements to the Newgate Lane corridor with a focus on the Peel Common junction.

2. Reason for the decision:

- 2.1. This report reviews the strategy for access to the Gosport peninsula in the light of the current development proposals and accelerated timescale for the development of the Daedalus Enterprise Zone (Daedalus EZ). In summary, the gathering momentum behind the Daedalus EZ, as a location for employment based regeneration of the local economy, demands that off site access proposals are brought forward that are commensurate with the urgent need to provide an attractive location for business growth and job creation as well as addressing concerns with existing traffic problems on the western approaches to Gosport. This requires a review of existing policy and investment priorities for the County Council for schemes currently being prepared for the Newgate Lane corridor, in combination with HCA proposals for the Peel Common junction, and in respect of the western approaches to Gosport.

3. Other options considered and rejected:

- 3.1. **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 Daedalus EZ will be a location where transport costs can be minimised and that is readily accessible to customers and employees.
- 3.2. **Focus investment along the Western Approaches** Currently there are no 'delivery ready' transport schemes to improve the western approaches to Gosport. It is not practical to develop a scheme now for delivery within the timescale envisaged for the roll out of the Daedalus EZ; even if such a scheme was viable in cost benefit and planning terms. Furthermore, it is not clear that such an approach will meet, most directly, the needs for businesses at Daedalus EZ to access strategic transport networks at Fareham Railway Station, the A27 and the M27.
- 3.3. **Implement the existing transport schemes being developed by the County Council and the access strategy proposed by the Daedalus development** Whilst this option will deliver some benefits, the Newgate Lane schemes have not been drawn up with an emphasis on improving

capacity for vehicular access and have not been tested against the access requirements of the Daedalus EZ . The HCA proposals at Peel Common only deal with expected development traffic and there is no guarantee that these will be compatible with the County Council proposals for Newgate Lane. The current HCA proposals for traffic demand management measures through Stubbington have the potential to increase traffic congestion that arguably outweigh their benefits in terms of road safety and amenity, and do nothing to improve access to the EZ.

4. Conflicts of interest:

- 4.1. Conflicts of interest declared by the decision-maker: None.
- 4.2. Conflicts of interest declared by other Executive Members consulted: None.

5. Dispensation granted by the Standards Committee: None.

6. Reason(s) for the matter being dealt with if urgent: Not applicable.

7. Statement from the Decision Maker:

Approved by: ----- Executive Member for Environment and Transport Councillor M J Kendal	Date: 6 March 2012
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