



**Statement of Common Ground
between Hampshire County Council (Highway
Authority) and Fareham Borough Council**

September 2021

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1 Introduction

What is a Statement of Common Ground?

- 1.1 The Duty to Co-operate, introduced by the Planning and Compulsory Purchase Act 2004 (amended by Section 33A of the Localism Act) places a legal duty on local planning authorities, county councils in England and other prescribed bodies to engage constructively, actively and on an ongoing basis to develop development plan documents, including activities that prepare the way or support the activities of preparing development plan documents, in respect of strategic matters.
- 1.2 The Duty to Co-operate specifically relates to 'strategic matters' which are defined as follows:
 - Sustainable development or use of land that has or would have a significant impact on at least two planning areas, in particular in connection with sustainable development or use of land for or in connection with strategic infrastructure which has or would have a significant impact on at least two planning areas, and
 - Sustainable development or use of land in a two-tier area if the development or use— (i) is a county matter, or (ii) has or would have a significant impact on a county matter.
- 1.3 Paragraph 20 of the National Planning Policy Framework (NPPF) also outlines strategic priorities that a Local Plan should have strategic policies to cover. They include:
 - The provision of infrastructure for transport
- 1.4 In accordance with the NPPF (paragraph 24), public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities set out above. This forms part of each local planning authority's evidence for their respective emerging Local Plans.
- 1.5 This Statement of Common Ground (SoCG) has been prepared in accordance with Paragraph 27 of the NPPF and the section of the Planning Practice Guidance on Maintaining Effective Cooperation. It has also followed guidance prepared by the Planning Advisory Service (PAS) on this matter. It has been prepared in parallel with the Publication Local Plan (Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012¹). This Plan, upon adoption, will supersede the existing Fareham Local Plan Parts 1 and 2. The new Local Plan will cover the period to 2037 and sets out the vision, objectives and policies to guide future development in the Borough over the plan period.

What does this document include?

- 1.6 Section 2 outlines the strategic geography of the Borough including a brief description of the area in transport network terms.
- 1.7 Section 3 sets out the strategic issues which form the background to this SoCG.
- 1.8 Section 4 sets out the areas of agreement which have been reached on the issues.

¹ <http://www.legislation.gov.uk/uksi/2012/767/regulation/19/made>

Which parties are involved with this Statement of Common Ground?

- 1.9 This SoCG is an agreed statement between Hampshire County Council in its role as the Local Highway Authority (LHA) and Fareham Borough Council (FBC) as the local planning authority in relation to highway and transport matters associated with the Strategic Transport Assessment and the emerging Fareham Local Plan.

2.0 Strategic Geography

- 2.1 Fareham Borough is located in the south-eastern corner of Hampshire, bounded to the north by the chalk hills of the Hampshire and South Downs and to the south by the coastal waters of the Solent, with the estuary landscapes of the River Hamble and Portsmouth Harbour enclosing the Borough's to west and east. Fareham is a Borough of 7,780 hectares (30 square miles) and is the fourth smallest district in Hampshire.
- 2.2 In 2011, the population of Fareham Borough was approximately 117,000 people, a 3.1% increase from 2001. Fareham is the largest settlement in the area (42,000), and there are a number of other sizeable settlements above 5,000 population including Stubbington (24,644), Portchester (17,900), Park Gate, Segensworth, Salisbury, Titchfield, Locks Heath and Warsash.
- 2.3 Fareham Borough has significant connections to the motorway network and road routes of sub-regional importance, including the M27 which transects the Borough and connects Portsmouth to Southampton, the A27 which offers connections to Portsmouth, Chichester, Southampton and Eastleigh, and the A32 which links Fareham to Wickham and Gosport.
- 2.4 Fareham Borough is served by three rail stations; Swanwick Station to the West, Fareham Station in the centre; and Portchester Station in the East. The Borough also has a comprehensive bus network with the Eclipse Bus Rapid Transit (BRT) linking Fareham Rail Station and Town Centre to Gosport Town Centre and the Gosport Ferry. The most common method of travel to work (71%) is by driving a car or van to work whereas cycling and walking to work accounts for 11%.

3.0 Strategic Matters

- 3.1 FBC commissioned Hampshire Services in May 2019 to assist in delivering a Strategic Transport Assessment (STA) in support of its emerging Local Plan to 2036. The methodology, agreed with HA included 3 model runs; a Baseline, a Do Minimum and a Do Something, all with a 2036 end date. The STA modelled a development scenario consisting of 12,169 dwellings across the borough. This is greater than both the Publication Local Plan December 2020 (8,389 dwellings), and the Revised Publication Plan July 2021 consultation (10,594 dwellings) and was a result of the changing government policy with regards to housing need and the need to ensure that a suitable growth scenario was tested whilst on-going changes (proposed) were being made to the standard methodology for determining housing need. The result is that whilst the distribution of growth in the published Plans' development scenarios does not exactly align to the modelled STA scenario, in both cases the scale of growth is less than was modelled.
- 3.2 The published STA therefore modelled a higher level of housing development (11.4%) than is proposed through the Revised Publication Local Plan. The STA also includes a higher level of office use (68%), but a lower level of industry and warehousing (10%) and 80% more other land uses than the Revised Publication

Local Plan. As a result of these differences between the modelled scenario in the STA and the Revised Publication Local Plan FBC commissioned Hampshire Services to undertake some further sensitivity analysis of these differences to determine whether the STA remained valid.

- 3.3 This sensitivity analysis took the form of a Technical Transport Note which was published alongside the Revised Publication Local Plan in June 2021 and sets out the differences between the STA modelled scenario and the final development strategy as presented in the Revised Publication Local Plan 2037. Given that the overall quantum of development in the Revised Publication Local Plan is lower than that modelled in the STA, the Technical Note concludes that the overall transport impacts of the proposed allocations are likely to be capable of mitigation and the Plan is still considered to be deliverable and sound overall from a transport perspective, albeit with the potential need for some additional localised mitigation measures that will be derived through site specific transport assessments.
- 3.4 The STA includes within the Baseline, a package of highways works associated with the Welborne Plan including the full works at Junction 10 of the M27. At the request of the LHA, an additional model run was conducted to assess the option of 1,160² dwellings at Welborne, without the highway improvements at Junction 10. The outcome of the 'without Junction 10' scenario concluded that there was little difference between the with and the without J10 scenarios.
- 3.5 The Local Highway Authority is in the process of developing a new local transport plan with new development planning policies and guidance. Over the next local plan period this will change the highways planning context within which developers should bring forward their sites. In practice this means the local highway authority and FBC will be looking for developers to avoid the need to mitigate development impact through highway capacity schemes (as has been tested in this local plan TA) and instead use master planning to reduce car dependency and the need to travel and to design their developments around people not cars. It will also mean that developers will need to evidence that their masterplan access strategies are compatible with legally compliant targets set for carbon neutrality at national and local levels.

4.0 Areas of Agreement

- 4.1 The Local Highway Authority (LHA) and Fareham Borough Council (FBC) as Local Planning Authority have reached common ground on the following aspects relating to the Strategic Transport Assessment and the emerging Local Plan:
 1. That the methodology and process for undertaking the Strategic Transport Assessment is sound and has been agreed by the LHA.
 2. The use of the Sub Regional Transport Model (SRTM) for assessing the cumulative impact of Local Plan development and the methodology used is appropriate and sufficient.
 3. Sufficient engagement and consultation with the LHA were conducted on behalf of FBC by Hampshire Services, and directly, throughout the preparation of the Strategic Transport Assessment.

² 1,160 dwellings is conditioned as the maximum number of dwellings to be permitted at Welborne before the requirement for the junction 10 works is applied.

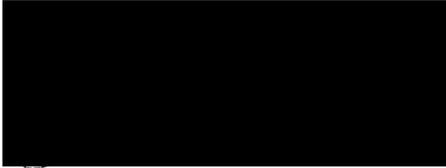
4. The criteria for assessing the significant and severe impacts of local plan development on highway junctions were approved by the LHA and are used in other local plan transport assessments across Hampshire.
5. The Do Something modelling is appropriate and demonstrates that mitigation schemes in the form of highway capacity enhancements are capable of mitigating the impact of the Local Plan development. Both authorities agree that further assessment will be required through localised junction modelling as part of site-specific transport assessments to fully assess the local impacts of Local Plan development.
6. The Do Something modelling for the Strategic Transport Assessment considered the highway impacts of increased motorised vehicle traffic and has not included a more detailed consideration of the impacts on public transport and active travel modes or the role both public transport and active travel modes can play in traffic reduction. Both authorities recognise that there are other solutions for mitigating the transport impacts from local plan development which are more in line with the policy agenda from central government on decarbonising transport (DfT July 2021 Decarbonising Transport) and from HCC on the role of transport in reducing transport emissions (HCC July 2020 Climate Change Strategy and Action Plan). This approach is a key guiding principle in the emerging Hampshire Local Transport Plan 4. A wider approach to transport mitigation with a focus on sustainable travel and the need to reduce carbon emissions will need to be applied at a strategic and site-specific level. This approach is set out in policies TIN1 and TIN2 in the Revised Publication Local Plan.
7. The Do Something mitigation scheme at the Delme Roundabout consists of a package of improvements which include the scheme (signalisation of A27 Cams Hill entry including bus gate) that has received government funding through the Transforming Cities Fund (TCF). The Do Something mitigation scheme will likely still require further funding from development sites for those elements not included in the TCF package of works should site specific transport assessments indicate that requirement.
8. The Welborne Plan adopted in 2015 identifies through its own Transport Assessment a package of mitigation measures (including the M27 junction 10 improvements) which are included in the 2036 Baseline. The additional modelling option carried out as part of the Strategic Transport Assessment, with the Welborne development capped at 1,160 dwellings and without M27 junction 10, is sufficient and no further modelling is required.
9. The changes made to the development strategy resulted in a development scenario in the Revised Publication Plan which is different to the scenario modelled in the Strategic Transport Assessment. Considering the overall reduction in numbers both authorities agree that the Plan is considered to be deliverable at a strategic level but recognise that there may be a requirement for additional localised mitigation identified through site specific transport assessments during the planning application process.
10. Aligning with the preference of the LHA (expressed through the Regulation 19 consultation response to the Revised Publication Local Plan) FBC has commissioned a further set of model runs on the development strategy in the Revised Publication Plan. At the time of writing this Statement of Common Ground the new modelling results were not available for review. Both authorities

agree that the new results will form a Strategic Transport Assessment addendum that will be available for the examination, and that the LHA will be consulted on the appropriate mitigation as part of the TA addendum process. Both authorities agree that the results of the additional model run will likely require alterations to the supporting text of Policy TIN2 in relation to identified mitigation schemes, and that this will be progressed through the examination process,

11. FBC and the LHA agree to continue to work together under the Duty to Co-operate when the Strategic Transport Assessment and Addendum are submitted as part of the evidence base supporting the Local Plan. The Local Highway Authority supports a plan-led system and will continue to support FBC in its work to adopt a new Local Plan.

5.0 Signatories

- 5.1 Both parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.
- 5.2 It is agreed that these discussions will inform the Fareham Borough Council Local Plan 2037 and both parties will continue to work collaboratively in order to meet the duty to cooperate.
- 5.3 For the Local Highway Authority, the Statement of Common Ground is signed by Frank Baxter. For Fareham Borough Council this Statement of Common Ground is signed by Richard Jolley.

Signed:		Signed:	
Name: Frank Baxter		Name: Richard Jolley	
Position: Head of Integrated Transport		Position: Director of Planning and Regeneration	
Hampshire County Council (as Local Highway Authority)		Fareham Borough Council	
Date: 28/09/2021		Date: 28/09/2021	