



Statement of Common Ground
between National Highways 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 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 2036 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.

Which parties are involved with this Statement of Common Ground?

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

1.9 This Statement of Common Ground (SoCG) is an agreed statement between National Highways (NH), and Fareham Borough Council (FBC) as the local planning authority in relation to transport matters for 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 111,581 people, a 3.1% increase from 2001. Fareham is the largest settlement in the area (42,210), and there are a number of other sizeable settlements above 5,000 population including Stubbington (24,644), Portchester (17,900), Park Gate, Segensworth, Sarisbury, 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. Many routes suffer from traffic congestion and are considered to be either at or close to capacity during peak periods.

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 is by driving a car or van, 71% drive to work. Cycling and walking to work accounts for 11%.

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. Throughout the STA process, Hampshire Services have liaised with National Highways (NH) on an on-going basis, including a number of workshops (30th July 2019, 15th August 2019 and 12th March 2020) and dissemination of modelling data. National Highways commented on the different stages of the modelling which helped establish the methodology for conducting the modelling. This SoCG demonstrates the areas of agreement between FBC and NH in the preparation of the STA, specifically the methodology and criteria-based modelling work.

3.2 The STA uses the South Hampshire Sub-Regional Transport Model (SRTM) to provide an analysis of the transport impacts as a result of Local Plan development. The SRTM is operated on behalf of the Highway Authority and operates using an industry standard methodology. In the case of the FBC Local Plan, use of the model and methodology for undertaking modelling scenarios was agreed with National Highways in June 2019.

3.3 The methodology for the modelling was agreed to include model runs to test 3 different development scenarios; a Baseline, a Do Minimum and a Do Something,

all with a 2036 end date. The results of the Baseline and Do Minimum runs were shared with NH upon completion on 16 August 2019.

- 3.4 The STA models 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). This was the result of alterations (proposed) to the standard methodology for determining housing need between the STA modelling work being commenced, and the two consultations. 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 much less than was modelled. The STA modelling is therefore considered to present a 'robust assessment' of the cumulative impact of all the possible sites combined.
- 3.5 At the request of NH, an additional model run was conducted to assess the option of a quantum of housing at Welborne delivered without the improvements at Junction 10 of the M27. Welborne and its associated full highways mitigation package (including M27 Junction 10 improvements) is included in the modelling for Fareham. The outcome of the 'without Junction 10' scenario was shared with NH on the 6 March 2020, which concluded that there was little difference between the with and the without J10 scenarios.
- 3.6 NH are responsible for the Strategic Road Network and have particular interest within Fareham on 4 locations; Segensworth Roundabout, M27 Junction 9, M27 Junction 11, and Delme Roundabout. NH requested further detail to determine the full extent of likely impacts at these junctions on an arm-by-arm basis. The NH response was submitted to FBC in April 2020 and concluded that there were no identified obvious showstoppers to the emerging Local Plan, irrespective of whether major development at Welborne goes ahead or not.
- 3.7 NH identified that there are a number of locations at which long queues are predicted, albeit the net increase in queueing attributable to the Local Plan itself appears to be relatively small. In these locations, the impact of development sites may identify a need for highway capacity-based mitigation measures as the sites concerned come forward through the planning application process. NH are keen that site specific Transport Assessments are required for sites in these areas. The two areas of concern are the A27 (north) approach to Segensworth roundabout from M27 Junction 9, and the M27 westbound off-slip road at Junction 11.
- 3.8 NH confirmed to FBC on 10 July 2020 that it was happy with the outputs of the Do Something modelling and agreed that no further modelling work was required. They also confirmed that the Local Plan should ensure that localised impacts are addressed through more localised and detailed traffic assessments through the future planning application process for the draft allocation sites.
- 3.9 As stated in para 3.4, the published STA modelled a higher level of housing development (11.4%) than is now 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.

- 3.10 The sensitivity analysis took the form of the Technical Transport Note which was published alongside the Revised Publication Local Plan in June 2021 and sets out the differences between the development scenario modelled in the STA and the final development strategy contained within the Revised Publication Local Plan 2037. No additional strategic modelling was carried out as part of this sensitivity analysis. 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 considered to be deliverable and sound overall from a transport perspective, albeit with the need for some additional localised mitigation measures that will be derived through site specific transport assessments.
- 3.11 NH agree that the published STA and supporting Technical Note, published alongside the Revised Publication Local Plan, provide a robust approach to the assessment of transport impacts likely to arise from the Local Plan. NH agree that the Plan is sound on highway grounds and that the allocations contained within the Revised Publication Local Plan are deliverable, subject to provision of detailed transport assessments at the A27 (north) approach to Segensworth roundabout from M27 Junction 9 and the M27 westbound off-slip road at Junction 11 for planning applications for substantial individual development sites with the potential to give rise to a significant increase in traffic flows in these localities.
- 3.12 Following consultation on the Reg 19 Revised Publication Local Plan, FBC made NH aware that it had commissioned an additional assessment (model runs) of the Revised Publication Plan development strategy. NH welcomes this development and notes that the results will form an STA addendum that will be available for the examination. FBC will inform NH of the results of that modelling when they are published. Both authorities agree that the results of the additional model run are likely to require alterations to the supporting text of Policy TIN2 in relation to identified junctions requiring mitigation and an update to the Infrastructure Delivery Plan, and that this will be progressed through the examination process.

4.0 Areas of Agreement

- 4.1 National Highways and Fareham Borough Council as Local Planning Authority have reached common ground on aspects of the emerging Local Plan relating to the process and preparation of the supporting Transport Assessment:
1. That the methodology and process for undertaking the Strategic Transport Assessment, including the use of the Sub Regional Transport Model (SRTM), is sound and is agreed by National Highways.
 2. That sufficient engagement and consultation have been conducted on behalf of FBC by Hampshire Services, and directly, throughout the preparation of the modelling evidence for the STA. FBC and National Highways agree to continue to work together under the Duty to Co-operate during the Local Plan examination process.
 3. That 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. National Highways agree that the additional modelling option carried out as part of the current Local Plan transport assessment, with the Welborne development capped at 1,160 dwellings and without M27 junction 10, is sufficient and no further modelling is required.

4. That the criteria for assessing the significant and severe impacts of local plan development on highway junctions are appropriate and were agreed by National Highways as part of the STA process.
 5. The mitigation methodology and approach to assessing which of the junctions identified requires mitigation is correct and appropriate.
 6. The approach taken to modelling localised junction designs through the Do Something model is appropriate and demonstrates that the impact of the Local Plan development can be mitigated.
 7. The policy approach to requiring further, more detailed Transport Assessments to fully assess the local impacts of Local Plan development is commended and supported by both authorities, particularly at A27 (north) approach to Segensworth roundabout from M27 Junction 9 and the M27 westbound off-slip road at Junction 11 for substantial individual development sites with the potential to give rise to a significant increase in traffic flows in these localities.
 8. That considering the overall reduction in numbers in the Revised Publication Local Plan, which is different to the scenario modelled in the STA, National Highways agree that the Plan is deliverable and sound at a strategic level and represents a robust assessment of the likely impacts from Local Plan development. Both authorities agree that localised transport issues and the need for additional mitigation will be identified in latter stages of the plan making process through site specific transport assessments required through the Policy.
 9. National Highways support the focus of intensified development on town centre and edge of settlement locations so long as there are opportunities for good public transport links, active travel networks and access to local services and at Daedalus where a new employment focus will help to reduce out commuting on the Gosport peninsula.
 10. That National Highways welcome, following their recommendation through the Revised Publication Local Plan consultation, the further commissioned model runs testing the Revised Publication Plan development strategy. National Highways note that the results will be available for the examination and that they will be informed when the results are published. National Highways agree that the results of the additional model run will likely require alterations to the supporting text of Policy TIN2 and the Infrastructure Delivery Plan in relation to identified junctions requiring mitigation, and that this will be progressed through the examination process.
- 4.2 National Highways 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 National Highways the Statement of Common Ground is signed by the Patrick Blake, Spatial Planning Manager. For Fareham Borough Council this Statement of Common Ground is signed by Richard Jolley, Director of Planning and Regeneration.

	Signed: [REDACTED]	Signed: [REDACTED]
	Name: Patrick Blake	Name: Richard Jolley
	Position: Area 3 Spatial Planning Manager	Position: Director of Planning and Regeneration
	<i>National Highways</i>	<i>Fareham Borough Council</i>
	Date: 24/09/2021	Date: 16/09/2021