

M27 Junction 10 Improvement Scheme

Response to Statutory Instrument Consultation

Proposed Amendments to the M27 Motorway
(Junctions 4 to 11) (Variable Speed Limits) Regulations 2021

23 February 2024

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Executive Summary

Hampshire County Council (HCC) agreed to deliver the M27 Junction 10 Improvement Scheme in July 2021. HCC has been working closely with National Highways and other industry partners to finalise the design process and begin construction later this year.

The overall aim of the scheme is to facilitate access to 6,000 new homes and a new science and technology park, planned to be built at Welborne Garden Village. This is a regionally important development site, which is supported by Fareham Borough Council through their adopted [Welborne Plan \(2015\)](#). In addition to 6,000 new homes, a significant employment space could create more than 5,700 new jobs. The proposed development includes a district centre, supporting neighbourhood centres, a new secondary school and three new primary schools, all designed to create a new community with its own sense of identity.

The existing M27 Junction 10 has restricted access, only allowing traffic to leave the M27 westbound and join the M27 eastbound. Welborne Garden Village is located to the north of Fareham and the M27, adjacent to the A32, and near the existing M27 Junction 10. The upgrade of Junction 10 involves the provision of:

- three new slip roads
- linking the dual carriageway to the three new slip roads
- a motorway underpass to the west of the existing M27 Junction 10 and A32

A consultation on the introduction of Variable Mandatory Speed Limits (VMSL) on the proposed three new adjoining slip roads of the M27 Junction 10 was held between the 6 November and 4 December 2023. This is required because VMSL are in operation on the M27 and the adjoining slip roads must be subject to the same speed limits applied to the main carriageway, to safely manage the flow of traffic onto the motorway. Nine responses were received during this consultation exercise, a third via email and the remainder through the [Citizenspace](#) consultation website.

This report provides a full account of our approach to the consultation and the responses received. It will demonstrate how we have taken feedback from the consultation into account.

Following the consultation, and after considering the responses received, National Highways recommends proceeding to make the necessary legislative changes by making a Statutory Instrument (SI) which will allow the implementation and enforcement of VMSL on the three new slip roads at Junction 10.

1. Introduction

1.1. Document structure

Section 1 provides background information about the M27 Junction 10 Improvement Scheme and the proposed changes to legislation.

Section 2 details how the consultation on the proposed changes was carried out.

Section 3 provides a summary of the responses to the consultation that were received, as well as National Highways responses to the issues raised.

Section 4 summarises the outcome of the consultation and makes recommendations for next steps.

1.2. Purpose of this report

This document is intended to provide a summary of the responses received to the consultation on the introduction of VMSL on the three new adjoining slip roads at M27 Junction 10.

The consultation, which was undertaken between Monday 6 November 2023 and Monday 4 December 2023, provided an opportunity for affected stakeholder groups, such as individuals, organisations and other interested parties, to comment on the proposals. National Highways has considered the comments raised by consultees and this document summarises its response to those comments.

1.3. Background to the consultation

Improvements to the M27 Junction 10 include an upgrade that provides a new motorway underpass to the west of the existing M27 Junction 10 and A32; three new slip roads and a new dual carriageway to link the new slip roads to the existing road network.

The new junction is within a section of motorway that has existing VMSL and therefore the new layout is required to comply with variable speed limit design standards ([GD301](#)). The three new slip roads form part of the motorway network and it follows that they are required to comply with VMSL standards (both entering and exiting the motorway restrictions). All adjoining slip roads must be subject to the same speed limits applied to the main carriageway, to safely manage the flow of traffic onto the motorway.

The current Statutory Instrument ([M27 Motorway \(Junctions 4 to 11\) \(Variable Speed Limits\) Regulations 2021](#)) enables the operation and enforcement of VMSL between Junctions 4 to 11 of the M27, both on the main carriageway and on the adjoining link roads and slip roads. These Regulations need to be amended to include the three new slip roads and the enforcement of their VMSL, for which a new Statutory Instrument is required.

1.4. Legislative changes

National Highways proposes to make a new Statutory Instrument under section 17(2) and (3) of the Road Traffic Regulation Act 1984 (the 1984 Act). Section 17(2) and (3) of the 1984 Act permit the making of regulations (by way of a Statutory Instrument) that regulate the manner in which, and the conditions subject to which, motorways may be used by traffic authorised to use such motorways.

The proposed Statutory Instrument will amend the existing [M27 Motorway \(Junctions 4 to 11\) \(Variable Speed Limits\) Regulations 2021](#), which will enable the operation and enforcement of VMSL on the three new slip roads created as a consequence of the M27 Junction 10 Improvement Scheme.

2. Conducting the consultation

2.1. What the consultation was about

[The M27 Motorway \(Junctions 4 to 11\) \(Variable Speed Limits\) Regulations 2021](#) enable the operation and enforcement of VMSL on specified sections of the M27 motorway between junctions 4 and 11.

To manage the flow of traffic joining a VMSL controlled carriageway, VMSL are required on adjoining slip roads. This consultation solely concerns the proposed new Statutory Instrument which will amend the existing [2021 Regulations](#) to enable the operation and enforcement of VMSL on the three new slip roads at junction 10.

2.2. How the consultation was carried out

The Statutory Instrument [Consultation Document](#) for the Scheme was sent to a number of consultees, such as: government, local government bodies, emergency services, environmental advisory bodies, road, transport and business organisations.

The consultation was also open to public participation through the National Highways consultation hub at: [Citizenspace](#).

The four-week consultation period commenced on 6 November 2023 and finished on 4 December 2023.

In addition to the online survey, respondents were also able to submit their responses by completing the [consultation response form](#) and returning it to the project team by email or by post to the addresses below.

Email: vmsl-m27j10@nationalhighways.co.uk

Post: Project Manager
M27 J10 Improvement Project
National Highways Limited
Regional Investment Programme (South East)
Bridge House
1 Walnut Tree Close
Guildford
GU1 4LZ

2.3. Government Consultation Principles

We are conducting this consultation in accordance with the Government's Consultation Principles which can be found on the GOV.UK website:

<https://www.gov.uk/government/publications/consultation-principles-guidance>.

If you have reason to believe this consultation did not comply with these Consultation Principles, please write to our consultation co-ordinator at the address above, setting out the areas where you believe this consultation did not meet the principles

3. Responses to the consultation and National Highways response

3.1. Summary of responses

Nine responses were received in total. This table shows the breakdown of responses received from different respondent groups:

Respondent group	Number of responses received
Member of the public	3
Local Government	2
Police	1
Representative Organisation	1
Unknown	2
Total	9

The questionnaire asked respondents to answer two questions with space provided for comments on each. The questions and an analysis of the responses are provided below.

3.2. Question 1: Comments on our Proposal

Do you wish to make any comment regarding the proposal to amend the 2021 Regulations to include the proposed improvements to the M27 at junction 10?

There were nine responses to this question:

Option	Total
Yes	7
No	2
Not answered	0

Respondent Comments

Respondent	Respondent Comment	National Highways Response
<p>1. Member of the Public</p>	<p>The benefits stated in the consultation document have nothing to do with what is being done:</p> <p><i>"To reduce congestion levels and journey time delay on the heavily congested local road network"</i></p> <p>This scheme will have the opposite effect: traffic which currently exits the M27 at J10 will now find it much faster to leave at M27 J11 and drive through Fareham instead, adding to congestion in the local area, and undoing the whole reason J10 was built in the first place. It is stunning that nobody has raised this as a concern.</p> <p><i>"To provide delivery of a junction that facilitates improved bus connectivity to the development"</i></p> <p>This not relevant to anything because buses do not use, and are not intending to use, the M27.</p> <p><i>"To provide safe queueing at the junction and its approaches, and minimise delays through the junction"</i></p> <p>We should not be planning for queues and delays at a brand new multi-million-pound motorway junction. If we are expecting queues, the junction should be redesigned.</p> <p><i>"To minimise the impact of traffic on air quality and noise pollution"</i></p> <p>The attached map shows that all traffic currently using M27 J10 will be sent on a dual carriageway through the middle of Welborne</p>	<p>These comments do not relate directly to the Statutory Instrument and this consultation, the matters raised are directly related to the relevant planning application.</p> <p>The full scheme has been subjected to planning application requirements and has received approval via the local planning authority. Further information on the planning approval and constraints are available from the local planning authority (Fareham Borough Council) and Hampshire County Council as scheme developer.</p> <p>With regards to the comments about Junction 11 congestion and signal timings, discussions are underway between National Highways and Hampshire County Council, separately from this consultation.</p>

Respondent	Respondent Comment	National Highways Response
	<p>Garden Village. This maximises the damage that their pollution will cause.</p> <p><i>"reduce peak hour congestion at M27 Junction 11 due to U-turning traffic"</i></p> <p>The congestion at M27 J11 has only arisen since National Highways changed the signal plan. You acknowledged that the signals are not working correctly 12 months ago but have not done anything about it.</p> <p><i>"To directly facilitate the development of 6,000 new homes"</i></p> <p>In a climate crisis, providing 6,000 new car-dependent houses with direct access to the national motorway network, so that they can drive 5 minutes to the shopping centre at Whiteley, is not a benefit. Could we please be provided with some genuine benefits so we can properly assess the proposal.</p>	
2. Member of the Public	How long will the works take and what impact will this have on the M27?	Work on the M27 Junction 10 Improvement Scheme is expected to commence Spring 2024, however work on the M27 motorway will begin in 2025. It is expected that the M27 J10 Improvement Scheme will take two years to construct.
3. Anonymous	When you installed the new speed limits last year, you said that they don't apply to slip roads. Now you're saying that it does apply to J10. It must be one or the other, you cannot pick and choose.	VMSL are applied where the M27 Motorway (Junctions 4 to 11) (Variable Speed Limits) Regulations 2021 apply. The regulations include the motorway network, the slip roads form part of this motorway network. The VMSL regulations include the signage necessary to enable safe flow of traffic onto and off the M27 from the slip roads

Respondent	Respondent Comment	National Highways Response
4. Fareham Borough Council - Councillor	I am happy to confirm that I SUPPORT the proposals	
5. Anonymous	The consultation booklet is all about the supposed benefits of all the new roundabouts on the A32, but the consultation title says you're asking about variable speed limits. How can anybody respond to a consultation with no information?	<p>Information on VMSL can be found in section 1.1 of the Consultation Document. VMSL are applied where the M27 Motorway (Junctions 4 to 11) (Variable Speed Limits) Regulations 2021 apply. The regulations include both the main carriageway and the slip roads.</p> <p>The operation and enforcement of VMSL on the three new slip roads is necessary to enable the safe flow of traffic joining the M27. These speed limits displayed on the motorway come into operation when traffic volumes increase, and the sensors activate lower speeds. Reducing speed during peak demand decreases stop-start conditions and allows traffic to move smoothly. Gantries displaying the mandatory speed are sited in areas with clear visibility, meaning there is enough time for a vehicle to lower its speed in a controlled and safe manner between seeing the sign and passing beneath it.</p> <p>Where VMSL are in operation, a vehicle may not be driven at a speed above the maximum indicated by each speed limit sign passed by a vehicle until it passes a sign indicating that the national speed limit applies, or the vehicle leaves the road covered by the Regulations. Further information on VMSL is available on the National Highways website.</p>

Respondent	Respondent Comment	National Highways Response
6. Hampshire County Council – Head of Spatial Planning	Thank you for consulting the Local Highway Authority (LHA) on the above proposals for a change to the current regulations to apply the same variable speed limits currently in use on the main carriageway of the M27 to the three new slip roads at Junction 10, in order to help manage the flow of traffic onto the M27 motorway. I can confirm the LHA has no objection to these proposals.	
7. Historic England – Business Officer	Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application. Recommendation: This application should be determined in accordance with national and local policy guidance, and on the basis of your expert conservation advice.	

3.3. Question 2: Other Comments

Are there any additional comments you would like to make?

There were five responses to this question:

Option	Total
Yes	3
No	2
Not answered	4

Respondent Comments

Respondent	Respondent Comment	National Highways Response
1. Member of Public	The M27 smart motorway has so far been extremely disappointing. Your flagship stopped vehicle detection often fails to detect stopped vehicles. Nobody knows what the speed limit is when you exit at J7 and J11, because you refuse to provide any signage. Many of the AMIs are not working after 1 year. Your refusal to properly inspect the Hamble Bridge, despite being asked to, and your refusal to remove the concrete surface as part of the project, has now truly bitten you on the backside and motorists are having to suffer the delays. National Highways ought to get their house in order before expanding the VMSL. Other junctions on the M27 do not have VMSL when you join because you wanted to save money on AMIs; there is therefore no urgency to provide VMSL when you join at the new J10.	These comments do not relate directly to the SI Consultation, VMSL are applied where the M27 Motorway (Junctions 4 to 11) (Variable Speed Limits) Regulations 2021 apply. The regulations include both the main carriageway and the slip roads.
2. Hants & IoW Constabulary	Please ensure the correct traffic signs are present relating to the variable speed limit on the new slip road onto the M27 westbound	Noted – traffic signs will be a key consideration when implementing VMSL.
3. Fareham Borough Council - Councillor	Just a couple of observations which you may wish to correct in your documentation: Para 3.1 – fourth paragraph – it is WELBORNE, not Welbourne. APPENDIX A – first question – the grant was applied for and awarded to Fareham Borough Council and passported to Hampshire County Council as scheme developer. The grant will in due course be recovered by Fareham Borough Council when the development achieves a certain level of profitability and will then be applied to affordable housing delivery in the Borough. Please do let me have a revised version so I can publicise it.	Thank you and noted. Frequently Asked Questions (FAQs), included in the Appendices to the Consultation Document , as well as their responses, are captured and published at a point in time that is subject to change as a real-time reflection of the scheme in progress. As such, no further updates will be made to the document as this consultation is now closed.

4. Summary and conclusion

4.1. Summary

A consultation on the introduction of Variable Mandatory Speed Limits on the new slip roads at junction 10 of the M27 was held between 6 November and 4 December 2023.

The consultation was publicised on National Highways consultation hub, [Citizenspace](#), and on the National Highways website [project page](#). In addition, letters were sent via post and email to key stakeholders.

A total of nine responses were received during this consultation period. Three responses were received via email and the remaining six via the [Citizenspace](#) website.

A small number of concerns were raised and responded to in this report.

4.2. Conclusion

The new junction is within a section of motorway that has existing VMSL and therefore the new layout is required to comply with variable speed limit design standards ([GD301](#)). The three new slip roads form part of the motorway network and it follows that they are required to comply with VMSL standards (both entering and exiting the motorway restrictions). All adjoining slip roads must be subject to the same speed limits applied to the main carriageway, to safely manage the flow of traffic onto the motorway.

The current Statutory Instrument ([M27 Motorway \(Junctions 4 to 11\) \(Variable Speed Limits\) Regulations 2021](#)) enables the operation and enforcement of VMSL between Junctions 4 to 11 of the M27, both on the main carriageway and on the adjoining link roads and slip roads. These Regulations need to be amended to include the three new slip roads and the enforcement of their VMSL, for which a new Statutory Instrument is required.

No new information was collected during the consultation, and no compelling reasons received that would be reason not to proceed with making the necessary amendments to the [2021 Regulations](#) to enable VMSL on the three new slip roads at junction 10.

Appendices

Appendix A: Consultation Response Form

You can provide your views by completing our online survey. A link to the survey can be found on [Citizenspace](#).

If you would prefer to submit your response in writing, please complete the below response form and return this to us by post or by email to the addresses below. Please ensure your response reaches us by 23:59 on 4 December 2023.

Project Manager
M27 J10 Improvement Project
National Highways Limited
Regional Investment Programme (South East)
Bridge House
1 Walnut Tree Close
Guildford
Surrey
GU1 4LZ

Or by email: vmsl-m27j10@nationalhighways.co.uk

Part 1: Information about you

Completion of this section is optional but greatly helps with our analysis. Section 1.4 of the Consultation Document explains that we may be obliged to release this information if asked to do so.

Name	
Address	
Postcode	
Email	
Company Name or Organisation (if applicable)	

Please tick one box from the list below that best describes you/your company or organisation.

	Small to Medium Enterprise (up to 50 employees)
	Large Company
	Representative Organisation
	Trade Union
	Interest Group
	Local Government
	Central Government
	Police
	Member of the public
	Other (please describe):

If you are responding on behalf of an organisation or interest group, how many members do you have and how did you obtain the views of your members:

If you would like your response or personal details to be treated confidentially, please explain why:

Appendix B:

M27 J10 Improvement Proposed new Variable Speed Limit Extents

