# HAMPSHIRE COUNTY COUNCIL

Decision Maker:		Executive Lead Member for Economy, Transport and Environment		
Date:		12 May 2022		
Title:		Project Appraisal: Portsmouth and South-East Hampshire Transforming Cities Fund Schemes (Package 2)		
Report From:		Director of Economy, Transport and Environment		
Contact name: M		Mark Whitfield		
Tel:	0370 779 726	<b>Email:</b> mark.whitfield@hants.gov.uk		

# **Decision Report**

# Purpose of this Report

- 1. The purpose of this report is to provide detail on two of the Portsmouth and South-East Hampshire's Transforming Cities Fund (TCF) programme schemes, Gosport Interchange and Elmleigh Road, Havant. The report seeks approval to progress and implement these schemes.
- 2. In addition, the report provides detail on consultation results relating to a third scheme, Ladybridge Bus Improvements, Purbrook, and proposes deferral of the scheme for review and consideration of alternative delivery options. As such deferral would preclude the use of TCF funds within spend deadlines, it is proposed to reallocate TCF funds from the Ladybridge scheme, subject to DfT approval, and consider alternative funding options.

#### Recommendations

- 3. That, in light of recent consultation, the Executive Lead Member for Economy, Transport and Environment approves the deferral of the Ladybridge Bus Improvements scheme, Purbrook, and therefore its removal from the Transforming City Fund (TCF) programme, with the residual TCF funding being reallocated, subject to Department for Transport (DfT) approval, to support the delivery of the enhanced TCF scheme at Elmleigh Road (Havant), as outlined in this report.
- 4. That the Executive Lead Member for Economy, Transport and Environment approves the increase of the Capital Programme value for the Elmleigh Road scheme to £2,155,000 from £1,751,000, as a result of the proposed extension of the scheme, as set out in this report.

- That the Executive Lead Member for Economy, Transport and Environment approves the Project Appraisal for Portsmouth Transforming Cities Fund (TCF) schemes - Gosport Interchange and Elmleigh Road (Havant), as outlined in this report.
- 6. That approval be given to procure, spend and enter into necessary contractual arrangements, including funding agreements with the relevant local authorities, in consultation with the Head of Legal Services, to implement the proposed improvements to the schemes outlined individually below at a total estimated cost of £9,274,000, as set out in this report:
  - a) Gosport Interchange, Gosport, at a cost of £5,919,000 funded by £5,219,000 of TCF grant and a £700,000 contribution from Gosport Borough Council; and
  - b) Elmleigh Road, Havant, at a cost of £2,155,000 funded by £1,481,000 of TCF grant, £270,000 of re-allocated TCF grant from the Ladybridge scheme, subject to DfT approval of Change Control, £269,000 of Community Infrastructure Levy funding from Havant Borough Council and £135,000 of County Council LTP funding.
- 7. That authority to make the arrangements to implement the schemes, including minor variations to the design or contract, be delegated to the Director of Economy, Transport and Environment.
- 8. That authority is delegated to the Director of Economy, Transport and Environment, in consultation with the Head of Legal Services, to progress any orders, notices or statutory procedures and secure any consents, licences, permissions, rights or easements necessary to enable implementation of the schemes.

# **Executive Summary**

- 9. This report seeks to provide sufficient information for approval to progress with the Portsmouth and South-East Hampshire TCF schemes for:
  - a) Gosport Interchange, Gosport; and
  - b) Elmleigh Road, Havant
- 10. The schemes aim to provide better connectivity and journey time improvements for bus travel and encourage sustainable travel by improving and providing safer walking and cycling infrastructure for local residents for local journeys.
- 11. The report also provides an update on consultation results relating to a third scheme, Ladybridge Bus Improvements, Purbrook, and seeks authority to defer the scheme and reallocate TCF funds to the extended Elmleigh Road scheme.

- 12. The County Council, together with Portsmouth City Council and Isle of Wight Council, has secured £57million of funding from the Department for Transport's ("DfT") Tranche 2 Transforming Cities Fund, which aims to improve productivity by investing in public and sustainable transport infrastructure in and around City Regions. These schemes form part of a wider programme of highway works within Hampshire and support policies for:
  - helping to reduce carbon emissions in line with the climate change strategy;
  - improving air quality;
  - supporting wellbeing by providing safer active travel options;
  - contributing to a greener and healthier Hampshire;
  - improving road safety (through delivery of casualty reduction and speed management);
  - working with operators to grow bus travel and remove barriers to access;
  - promoting walking and cycling to provide a healthy alternative to the car for short journeys to work, local services and school; and
  - developing bus Rapid Transit and high-quality public transport in South Hampshire, to reduce car dependence and improve journey time reliability.
- 13. Stakeholder/public engagement activities were undertaken for each scheme within the TCF programme during the period of late Summer to Winter 2021/22.
- 14. Analysis of feedback received on Gosport Interchange and Elmleigh Road is included within the detail of this report and the full supporting consultation feedback can be accessed from the relevant links to each webpage within this report.
- 15. In summary, both schemes received broad support from both local members and the general public for the overall proposals.
- 16. The schemes detailed in this report form part of the first phase of a wider strategic programme within the South East Hampshire Rapid Transit principles, and future phasing elements will be progressed when funding becomes available.
- 17. An Equalities Impact Assessment has been undertaken for both schemes covered within this report and the findings are summarised in the appendices

# **Programme Finance**

- 18. The funding for the Portsmouth and South-East Hampshire TCF programme is £22.316million which is predominantly from the DfT grant following the successful funding bid. This is combined with additional funding from District Council partners, Safer Road Funding, and Developer Contributions to enable the delivery of the overall programme.
- 19. The individual funding breakdowns have been included within each scheme's detailed report.

# **Gosport Interchange - Contextual Information**

- 20. The "Gosport Waterfront and Town Centre Supplementary Planning Document" (SPD) outlines the aspirations for the town's waterfront area, including the provision of a new efficient transport interchange to replace the existing facility which has become dated, and no longer reflects the requirements of modern bus operations. The SPD outlines that any replacement bus station should maintain the existing strong links between each of the main components of the interchange, including the ferry terminal, taxi rank and the pick-up/ set-down area for private cars.
- 21. The scheme is being promoted by the County Council as the local transport authority, working in partnership with Gosport Borough Council (GBC), which is the landowner for the existing bus station infrastructure, and with First Bus as the main operator of services in Gosport.
- 22. The benefits of the scheme are that it will provide a more efficient and modern bus facility within the existing Interchange, including a modern shelter, together with improving public transport accessibility into the main retail area within Gosport. The ability of the scheme to accommodate newly introduced electric buses within the local area will help to bring about improvements in local air quality.

#### Gosport Interchange – Finance

23. The estimated project cost of £5.919million is available through DfT Tranche 2 funding for the scheme and this includes £700,000 Gosport Borough Council contribution funding. These costs are based on detailed design estimates. The current cost estimate includes both a quantified risk assessment that has been reviewed prior to this report and an allowance made for the stage of design within the estimates which is considered robust in determining the scheme cost and to inform the decision. However, should the tendered costs vary significantly from this estimate a further report will be brought to the relevant Executive Member for consideration.

<u>Estimates</u>	<u>£'000</u>	<u>% of</u>	total	Funds Available	<u>£'000</u>
Design Fee Client Fee Supervision Construction Land	288 365 433 4,833 0		5 6 7 82	TCF GBC Contribution	5,219 700
Total	5,919		100	Total	5,919
<u>Maintenance</u> Implications		<u>£'000</u>	_	<u>% Variation to</u> Committee's budget	
Net increase in		15	C	0.014%	
current expenditure Capital Charge		569	C	0.375%	

#### Programme

The Scheme is currently projected to deliver some elements after the March 2023 spend deadline, but all DfT TCF monies will be spent/committed by the agreed timescales.

24. The following dates are based upon the UK tax year.

G3 (Project Appraisal)	Tender	Construction	G4 (Post-Construction Review)
Q1 2022/ 23	Q2 - Q3 2022/ 23	Q4 2022/ 23 - Q3 2023/ 24	Q3 2023/ 24

#### Scheme Details

- 25. The general arrangement plans for the scheme are provided within Appendix 1 of this report and indicate the following:
  - relocation of the existing bus station to the site of the existing taxi rank and Falkland Gardens short stay car park and drop-off/pick-up facility;
  - relocation of the existing taxi rank and drop-off/ pick-up facility to the western part of the existing bus station site; and
  - provision of alterations to the existing highway network, including the provision of a bus-only link across the High Street, between North and South Cross Street.

#### Consultation and Engagement

26. An online digital engagement event was held in July 2021 for Councillors (county, borough, town and parish) and key stakeholders including local businesses and community groups. The event was well attended by

interested parties with good levels of interaction between attendees and council officers.

- 27. There was general support for the scheme proposals as presented, with attendees keen that the scheme be progressed as quickly as possible given the benefits and opportunities that would arise because of the developments. The scheme has also received support from Gosport Borough Council officers, and First Bus company, Hampshire.
- 28. The local county member, Cllr Philpott, has expressed their support for the scheme.
- 29. Following the digital event, an online public survey was launched which attracted 430 responses. In addition, 8 unstructured responses were received by email or letter and 115 social media comments by 81 individuals were received through Facebook. Full results of the online event are available at <u>Gosport Interchange Improvements | Transport and roads | Hampshire</u> <u>County Council (hants.gov.uk)</u> with the headlines summarised as follows:
  - satisfaction with the current facilities at Gosport Bus Station was low, pointing to a desire among respondents to see improvements - a significant majority (77%) were dissatisfied with the toilets, and at least half were dissatisfied with the seating (59%), lighting (57%) and cycle parking (51%). Satisfaction was highest with regards to timetabling information (38% satisfied vs 28% dissatisfied);
  - overall, half of all respondents (49%) agreed with the proposed location of the new Gosport Bus Station, while 33% disagreed. Among those who disagreed with the proposed location, the most common reasons were that it was not necessary to move the Bus Station, that an upgrade would be sufficient, or that the money could be invested better elsewhere;
  - two thirds of respondents (69%) agreed with upgrading the existing Mumby Road pedestrian crossing, with little opposition (just 11%);
  - views on other proposed changes at Gosport Interchange were mixed. On balance, respondents agreed with adding a new bus stop on North Cross Street and re-locating the taxi rank (44% agreed with each of these scheme elements, against approximately 31% disagreeing); and
  - respondents would like to see a range of other facilities at the upgraded Bus Station, with the most popular being a modern bus station building/ shelter (80%), CCTV (79%), improved lighting (78%) and the introduction of Real Time Passenger Information (77%).
- 30. Of the four bus shelter design options presented in the public engagement, Option 4 was the most liked, with 66% of respondents making it their first preference, and 77% either their first or second preference.

31. The most common matters raised, together with officer mitigation are outlined in the table below:

Concern	Client Manager Response
Set-down point/taxi rank is too far from the ferry terminal.	The proposed set-down facility has been relocated since the engagement activity and is now adjacent to the new taxi rank, with both being accessed from The Esplanade and departing onto South Street, closer to the Ferry terminal
Allowing buses on the high street would be more dangerous.	Allowing buses to cross the High Street improves the accessibility to the existing main High Street retail area. Currently, public transport access is limited to opposite ends of the High Street, which are approximately 600m apart.
	The proposed link will be designed as a 'pedestrian priority space', which includes for level surfaces with no defined carriageway, so it appears as a pedestrianised space, where drivers do not feel they have a right of way, so drive at low speeds in order to avoid pedestrian movement.
	The design proposals would be subject to a detailed road safety audit that would identify any key safety issues and require the design to provide suitable mitigation/ remediation measures before it could be approved
Unnecessary/ not something that needs fixing/ works fine as it is.	The existing layout is inefficient and a significant 'overprovision' with regards to both the existing and future operation of the bus services that serve this important Interchange. In addition, the existing bus station facility suffers from a range of issues, and as a result needs significant refurbishment.
	The relocation of the bus station within the Interchange will facilitate the proposed redevelopment of the Waterfront and the wider town centre as set out within the Gosport Town Centre and Waterfront SPD.
No real benefits or improvements/ it will make things worse.	The new bus station will include a new modern shelter made of glass and steel and will be equipped with features including seating, lighting and real time passenger information. The new bus shelter will act as a gateway feature for those entering the town from the ferry and will provide greater visibility of the public transport available within the Interchange.

32. An Equalities Impact Assessment has been carried out for this scheme and the findings are detailed in the Integral Appendix.

#### Land Requirements

- 33. A full summary of the land requirements for the Gosport scheme can be found within the November Decision Day report, a link to the report is included at the end of this report.
- 34. Most of the land required for the scheme is within the adopted highway boundary, with a small area of third-party land required to enable delivery of the bus station element of the overall Interchange scheme. Gosport Borough

Council are close to completing the necessary legal agreements to secure the land from the third-party owner.

- 35. It is proposed that the existing arrangements for the current bus station site will be replicated at the new bus station, whereby the apron and building footprint is within Gosport Borough Council's ownership and then leased to First Bus as the main operator. This land will need to be passed into the Borough Council's ownership once the existing highway rights on this land have been extinguished via an Order made under Section 247 of the Town & Country Planning Act.
- 36. The land upon which the proposed new taxi rank, set-down facility and shortstay parking areas are to be provided are currently within the Borough Council's ownership and therefore an exchange of land between the County Council and Borough Council will be required. Discussions regarding this exchange and agreement over the areas of land involved are ongoing.

#### Consents and Statutory Approvals

- 37. A planning application for the new bus station was submitted by the Economy, Transport and Environment Department on 21<sup>st</sup> January 2022, under Regulation 3 of the Town and Country Planning General Regulations 1992.
- 38. The planning application has been through a consultation period with key stakeholders, including Gosport Borough Council, First Bus and the public, with a decision on the outcome of the planning application awaited.
- 39. Formal traffic regulation orders (TROs) are required to implement the above improvements. A schedule of the required TROs is located in Appendix 2.

#### Elmleigh Road – Contextual Information

- 40. The Elmleigh Road scheme seeks to improve walking and cycling facilities between Havant College and National Cycle Network Route 22 (NCN22), the aim of which is to provide direct, safe, and continuous access between the town centre, college, as well as rail and bus stations for access to wider travel connectivity in the region.
- 41. The objective of the project is to enhance the connectivity between the local communities surrounding Havant Town Centre to the Town Centre and transport hubs (Rail Station and Bus Station), focusing on improving walking and cycling connectivity to provide improved access to public transport for wider connectivity in the city region
- 42. The scheme proposes to create a 3m wide shared use footway/cycle route between Havant College and the rail station footbridge via Elmleigh Road, introduction of a segregated bi-directional cycle track and pedestrian infrastructure improvements aligns with guidance supporting the DfT TCF objectives and requirements under LTN 1/20 principles.

- 43. Inclusion of the eastern end of Elmleigh Road as an extension (circa 130 metres) to the Elmleigh Road TCF scheme is recommended to address a network shortfall between the Elmleigh Road TCF segregated cycle track and footway improvements and the works to NCN22 at the Elmleigh Road/Leigh Road junction. It is proposed that this addition will be partly funded by reallocation of TCF funding from the Ladybridge Bus Improvements scheme for reasons detailed below.
- 44. The results from the consultation for the NCN22 improvement scheme show support for improvement to this section of Elmleigh Road. It should be noted, however, that direct engagement with affected properties, where hedgerows screening the properties would need to be reduced or removed, was not undertaken as part of the Sustrans consultation. Whilst landscape plans are in development, subject to confirmation of affected properties, Officers will hold discussions with any properties adjacent to the scheme that may be affected by removal of hedgerows within the highway boundary that currently screen properties.
- 45. This also aligns with the future redirection of the National Cycle route to utilise Elmleigh Road, and the proposed upgraded LTN1/20 compliant bridge over the railway to provide cycle facilities directly into Havant Town Centre and the Rail Station.
- 46. An LTN1/20 Cycling Level of Service (CLoS) and Junction Assessment Tool (JAT) assessment was undertaken by the design team in February 2022, which achieved a positive outcome against the LTN1/20 design criteria and principals scoring 98% overall.

#### Scheme Details

- 47. The General Arrangement Drawings for the scheme are included in Appendix 1 and cover:
  - an upgrade from the current staggered Pelican crossing facilities on Petersfield Road, to a Sparrow crossing, adding the facility for cyclists to cross Petersfield Road adjacent to the college;
  - a new bi-directional segregated cycle track adjacent to a realigned improved footway, running from Petersfield Road crossing facility to the rail station footbridge along the northern kerbline of Elmleigh Road;
  - a new raised parallel Tiger crossing facility on Elmleigh Road in the vicinity of the station access, providing a safe and convenient crossing for pedestrians and cyclists between the footbridge and the new footway and cycling facility;
  - a pedestrian and cycle priority crossing across the Civic Centre Road junction to provide a continuous route;
  - closure of the eastern access to Elmleigh Road (spur) to provide continuous walking and cycling facilities allowing uninterrupted access to the crossing and segregated cycle route and footway; and

 works to narrow the entrance to Elmleigh Road at the roundabout to discourage the use of Elmleigh Road by HGVs accessing the New Lane industrial estate, reduce vehicle speeds entering Elmleigh Road and improve the informal pedestrian crossing.an extension (circa 130 metres) to the Elmleigh Road TCF scheme in order to address a network shortfall between the Elmleigh Road TCF segregated cycle track and footway improvements and the works to NCN22 at the Elmleigh Road/Leigh Road junction.

#### <u>Finance</u>

- 48. The original cost estimate for this scheme was £1.77million. Approval is sought in this report to increase this value in the Capital programme to £2.155million. This is based on detailed design cost estimates which include a robust quantified risk assessment and current inflation in the construction material market.
- 49. The funding for the extension, estimated to be circa £404,000, would come from:
  - existing TCF programme funding previously allocated to the Ladybridge Roundabout bus priority scheme - £270,000 (subject to DfT approval of Change Control); and
  - County Council Local Transport Plan Funding £135,000.

<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	Funds Available	<u>£'000</u>
Design Fee Client Fee Supervision Construction Land	70 135 220 1,730	3 6 10 80	TCF Elmleigh Road TCF Ladybridge <sup>§</sup> HBC CIL LTP	1,481 270 269 135
Total	2,155	100	Total	2,155

§ subject to Department for Transport (DfT) approval

Maintenance Implications	<u>£'000</u>	<u>% Variation to</u> Committee's budget
Net increase in current expenditure	9	0.009%
Capital Charge	207	0.136%

#### **Programme**

50. The Scheme is currently projected to deliver some elements after the March 2023 spend deadline, but all DfT TCF monies will be spent by the agreed timescales.

G3 (Project Appraisal)	Tender	Construction	G4 (Post-Construction Review)
Q1 2022/ 23	Q2 2022/ 23	Q4 2022/ 23 - Q2 2023/ 24	Q2 2023/ 24

#### **Consultation and Engagement**

- 51. An online digital engagement event was held during October 2021 for Councillors and key stakeholders including local businesses and community groups. The event was well attended by interested parties with a good level of interaction between attendees and Officers. The scheme was well received by both County and Local Members who generally showed support for the proposals. Havant Borough Council support the scheme and the improvements to walking and cycling in the area
- 52. Councillors Branson, Bowerman and Pike, have expressed their support for the scheme, with Councillor Pike providing feedback on the design to the officer
- 53. Following the digital event, an online public engagement survey was launched which attracted 61 respondents. This is a fairly low number of responses, which needs to be taken into consideration when interpreting these findings. Separately 6 email/ letters from the public were received and 30 social media comments were received through the County Council's Facebook page.
- 54. Overall, respondents were supportive of all the proposals in the Elmleigh Road scheme. Full results of the online event are available at <u>Elmleigh Road</u> <u>Improvements | Transport and roads | Hampshire County Council</u> (hants.gov.uk) with the headlines summarised as follows:
  - 70% agreed with the proposal to narrow the entrance to the roundabout at Elmleigh Road;
  - 67% agreed with the installation of a new Tiger crossing near the railway access;
  - 65% agreed with the introduction of a bi-directional segregated cycle track from the Petersfield Road crossing to the station footbridge;
  - 65% agreed with a pedestrian and cycle priority crossing on Civic Centre Rd junction;
  - 64% agreed with changing the existing Pelican crossing to a Sparrow crossing; and
  - 50% agreed with the closure of the eastern access to Elmleigh Road.
- 55. Following the engagement survey, amendments to the spur road have been carried out to enable construction of a wider shared use path between the

parallel crossing and the base of the railway footbridge, providing a wider, continuous, safe facility for pedestrians, cyclists and disabled users.

- 56. Among those who agreed with any elements of the proposed schemes (38 respondents), the most common reasons given were that the cycling and pedestrian plans were good, that safety would be improved and support for restricting HGV access to Elmleigh Road.
- 57. Reasons for disagreeing with some or all of the proposals, were that it would cause more congestion, that it was not needed and suggestions for how the plan should be modified.
- 58. The most common matters raised, together with officer mitigation are outlined in the table below:

Concern	Mitigation response
Additional congestion	The scheme is not looking to improve car commuter traffic capacities or address areas with congestion. The main aim of this scheme, within the TCF objectives, is to give local residents additional options for alternative means of travel by improving the walking and cycling facilities within the local area.
	The main location where congestion is experienced at peak times is on Petersfield Road and New Road Roundabout. The change to the Petersfield Road crossing provides for cycles as well as pedestrians, the timings for the signal here show a negligible impact on the current traffic flows.
Not required	Walking and cycling movements have been surveyed in this location to ascertain the demand for the proposed scheme. The current demand, in conjunction with the future demand, including the ambition of Havant and South Downs College to triple the number of students arriving by active travel, means that the proposed scheme caters for the number of users that will be using the route.
	<ul> <li>Analysis of the responses from the Public Engagement Survey indicates:</li> <li>42% of respondents said they would travel more by bicycle.</li> <li>31% would walk more.</li> <li>28% of respondents would travel less by car, including 42% of cyclists.</li> </ul>
	The proposals provide enhanced routes that link with existing walking and cycling infrastructure in the area and provides opportunities for additional links highlighted in the Havant Local Walking and Cycling Infrastructure Plan (LCWIP) for implementation subject to receipt of additional funding.
	Providing safe, direct and convenient routes for walking and cycling will also attract increased use of these modes of travel.
Alternative locations should be considered	The Transforming Cities Fund money has been allocated by the Department of Transport to improve active travel and bus journey times within the Portsmouth and South-East Hampshire area, as defined within the Bid, and therefore cannot be spent on other road improvements projects.
	Details of the suggestions for other improvements in the vicinity of the Elmleigh Road scheme will be passed to relevant Officers for their consideration for future initiatives and funding opportunities. The alternative locations for improvements include the Havant Station Footbridge and the Leigh Road/Eastern Road/Elmleigh Road junction, the latter of which is being delivered as part of the NCN22 improvement scheme.

#### Statutory Approvals

- 59. Formal traffic regulation orders (TROs) are required to implement the above improvements. The process involves giving local people an opportunity to give their views, separate to the public engagement undertaken to date. A schedule of the required TROs is in Appendix 2.
- 60. No planning consents are required for the delivery of the scheme, as all works are to be carried out as permitted development.
- 61. The introduction of raised parallel crossing within the Elmleigh Road scheme will be consulted upon in line with statutory requirements and progressed in accordance with section 23 of the Road Traffic Regulation Act 1984 as amended.
- 62. The conversion of existing footways into shared footways/cycleways and the provision of new cycleways will be progressed in accordance with the provisions of Sections 65 and 66 of the Highways Act 1980, with no TRO requirement

#### Land Requirements

63. Formal land dedication to Hampshire County Council Highways from Havant Borough Council is required for the scheme. The legal process between the parties is underway by Hampshire County Council estates and legal team in conjunction with the solicitors on behalf of Havant Borough Council. This is required to implement the segregated bi-directional cycle track and footway.

#### Ladybridge Roundabout – Contextual Information

- 64. The County Council, in partnership with Portsmouth City Council and First Bus, has a long-standing aspiration to extend and improve the existing bus priority measures on the existing Horndean - Waterlooville - Cosham bus priority corridor running along the A3, with the funding from TCF providing an opportunity to realise this aspiration.
- 65. Whilst there are extensive bus priority measures in place along the corridor there exist several opportunities to refresh and improve the overall performance of this infrastructure as well as introduce new bus priority measures at locations currently unserved, of which the Ladybridge roundabout on the A3 London Road is one such opportunity.
- 66. The main objective of the scheme is to improve the reliability of journey times along the corridor for A3 Star bus services, which will enable operators to be more confident around improving service frequencies and seeking to reduce journey times along the corridor.
- 67. The scheme would provide traffic signal controls operating as a bus gate on the northbound A3 London Road bus lane approach to Purbrook and updating the existing traffic signal at the end of the southbound bus lane, north of

Purbrook. This will enable buses and general traffic to merge safely at the termination of the northbound bus lane, with general traffic temporarily halted to enable buses to move into a clear section of carriageway between the end of the bus lane and the approach to the Ladybridge Road roundabout junction.

- 68. To facilitate the provision of traffic signals a minor realignment of the northbound carriageway on the A3 London Road, just to the south of the Junction with Purbrook Heath Road will be undertaken. In addition, the southern kerbline, splitter island, and give-way markings at the Purbrook Heath Road junction will be subject to minor amendments.
- 69. The scheme also includes upgrades to the signals provided at the existing southbound bus gate on the A3 London Road, thereby enabling both bus gates to be linked and enable improved co-ordination of the signal timings. The benefit of this is that it will enable the bus journey time savings to be maximised to provide gaps within the circulatory traffic at the roundabout, and so provide increased opportunity for southbound traffic to enter the roundabout, thereby reducing queues.
- 70. The measures proposed on the approach to the A3 London Road/ Ladybridge Road roundabout are one of a series of public transport improvement measures proposed within the Horndean - Waterlooville - Cosham corridor as part of the Portsmouth and South East Hampshire TCF programme, including the improvements at the Spur Road and Portsbridge roundabouts.
- 71. The package of infrastructure interventions identified are expected to deliver improvements to the reliability and punctuality of bus services, together with reductions in the level of congestion experienced by highway users. In addition, the Ladybridge scheme will assist in improving safety at the termination of the northbound bus lane by providing gaps within which buses can safely merge into the main traffic stream as it approaches the roundabout.
- 72. Public engagement on this scheme (detailed below) identified significant levels of objection to the scheme at both the political and public level. Comments received indicated a belief that the timing of the delivery of the TCF scheme is wrong as there is no requirement, or issues to be addressed at this time, and funding would be better invested elsewhere. The current TCF programme requires schemes to be delivered by the end of March 2023 which is in advance of the developer's major junction works planned at the Ladybridge Roundabout for the West of Waterlooville Major Development Area (MDA). It is therefore suggested that it would be better if the TCF works were delivered either in conjunction with, or after the main junction works
- 73. Provision of a more comprehensive scheme delivered by the developer of the MDA, that includes the current TCF scheme, could be delivered with less disruption to the network. Delivery of the TCF scheme in this way would preclude the use of the TCF funds in supporting the scheme, but developer

funding secured through Section 106 agreements for the MDA development could be used to enable the scheme to be delivered. The Section 106 funding has been set aside to cover the provision of improvements, including those associated with passenger transport infrastructure or facilities, that will improve road conditions on the network that will be affected by the proposed development traffic associated with the MDA development. The funding secured via Section 106 has yet to be fully allocated for highway improvements associated with the MDA. The proposed TCF scheme could be delivered well within the expenditure deadline associated with the Section 106 funding of 14<sup>th</sup> March 2031.

74. Consideration has been given to continuing to deliver the Ladybridge Bus Improvements scheme within the wider TCF programme of works. However, with due acknowledgement of the outcome of the engagement activity and a review of timing for delivery, it was considered that it would be more appropriate to consider an alternative approach.

#### **Consultation and Engagement**

- 75. Several engagement events were held with County and Borough Councillors and the wider stakeholder groups. A public engagement exercise was undertaken between July and September 2021. The Borough Council Members were generally unsupportive of the proposed bus gate scheme, commenting that the existing bus infrastructure, particularly in Purbrook centre, has led to increased queuing on the corridor and the scheme proposed here will not alleviate those problems. Further comments queried whether the scheme provided value for money, with suggestions provided around how the funding could be better spent in the local area.
- 76. Councillors Hughes, Wade, Patel and Ward have advised of their opposition to the scheme and their views that the funding would be better spent elsewhere, and that the scheme would cause congestion.
- 77. An online digital engagement event was held for Councillors (county, borough, town and parish) and key stakeholders including local businesses and community groups. The event was well attended by interested parties Following the digital event, an online public survey was launched which attracted some 118 responses. In addition, 7 unstructured responses were received by email or letter and 55 social media comments were received through Facebook. Full results of the online event are available at Ladybridge Roundabout: Bus Priority Measures | Transport and roads | Hampshire County Council (hants.gov.uk) with the headlines summarised as follows:
  - overall, almost a quarter of respondents (23%) agreed with the proposed scheme, with 72% disagreeing. Almost two thirds of respondents (64%) 'strongly disagreed' with the proposed scheme;
  - support for the scheme was highest among current bus users, of whom almost half (48%) agreed with the scheme: 50% of bus users from within the area agreed with the scheme but 78% of bus users from outside the

area opposed it. Opposition was highest among local residents, 83% of whom disagreed with the scheme;

- of those respondents who disagreed that the proposed changes would positively impact their journeys, the main reasons were that it would not ease congestion/would make things worse (39%), that there was no need for the scheme (27%), and that the money could be better spent elsewhere (26%);
- respondents believed the proposed changes would have limited impact on their modal use, with most reporting that they would use each mode of transport the same amount as before the proposed changes; and
- respondents were invited to make any further comments or suggestions. Of these, 31% said that the proposed scheme was not a good use of money, and 9% said it could be better spent elsewhere. A fifth of respondents (19%) said that barriers to bus use are cost, reliability or frequency and that this scheme would not address these issues, therefore people were unlikely to use them more.
- 78. In light of the significant levels of objection to the scheme, alternative approaches have been considered, including in relation to timing. Consideration has been given to continuing to deliver the Ladybridge Bus Improvements scheme within the wider TCF programme of works. However, with due acknowledgement of the outcome of the engagement activity and a review of timings for delivery, it was considered that it would be more appropriate to consider an alternative approach where the bus gate would be delivered at a later date to support the developer funded improvements at the adjacent junction.

#### Climate Change Impact Assessments

- 79. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050.
- 80. Overall, the proposed schemes seek to encourage a modal shift towards active travel for journeys, bringing benefits in terms of reduced local congestion and associated air quality, and environmental benefits, including reductions in carbon emissions from vehicles.
- 81. The adaptation project screening tool has assessed the schemes presented within this report and the following findings have been identified:
  - Gosport Interchange is considered medium in terms of vulnerability and impact on climate variables, with its coastal location increasing the scheme's vulnerability in relation to the potential for coastal flooding and storm/ wind damage. As identified for the planning application, a flood risk assessment has been carried out due to the scheme being located

within flood risk zones 2 and 3. Full analysis, including mitigation planning is available through the flood risk assessment report included on the planning application portal;

• Elmleigh Road is considered low in terms of vulnerability and impact on climate variables.

# **Carbon Mitigation**

- 82. Carbon emissions from the two projects arise from the use of highway materials to construct their schemes, e.g., concrete and steel, and from plant and equipment needed to undertake the work.
- 83. Carbon emissions will be mitigated by sourcing construction materials and plant locally wherever possible and prioritising the use of recycled materials where practical. On completion, the schemes will encourage a modal shift toward active travel for journeys, bringing benefits in terms of reduced local congestion and associated air quality, and environmental benefits, including reductions in carbon emissions from vehicles.

#### **Environmental Requirements**

Gosport Interchange, Gosport

- 84. Environmental assessments have been undertaken with regards to the proposed development and were submitted as part of the planning application for the scheme:
- 85. The environmental assessments are summarised as follows:
  - no adverse impacts are anticipated at either the Portsmouth Harbour Site of Special Scientific Interest (SSSI) or the surrounding Sites of Importance for Nature Conservation (SINCs);
  - a total of 7 out of 19 trees in the area will be lost. However, the mitigation proposed has potential to significantly increase the level of canopy cover area overall by 200% within 25 years; and
  - the scheme is in an area of Coastal Flood Risk and so a suitable flood warning and evacuation plan is to be provided. Proposals are resilient to occasional flooding.

#### Elmleigh Road, Havant

86. The Elmleigh Rd scheme has also been subject to noise and air quality screening, both of which report no adverse effects resulting from the implementation of the scheme. In addition, a Construction Management Plan will be in place to ensure any adverse effects during construction are appropriately managed. The Elmleigh Rd scheme will result in the loss of 10 trees and 75 metres of hedgerow, which is assessed as a minor impact with respect to the number of trees lost. The scheme plans will be designed to

include planting of native tree species to directly replace the tree loss. The landscape plans will also aim to improve planting of different species for ecological biodiversity and pollinator plants.

#### Statutory Procedures

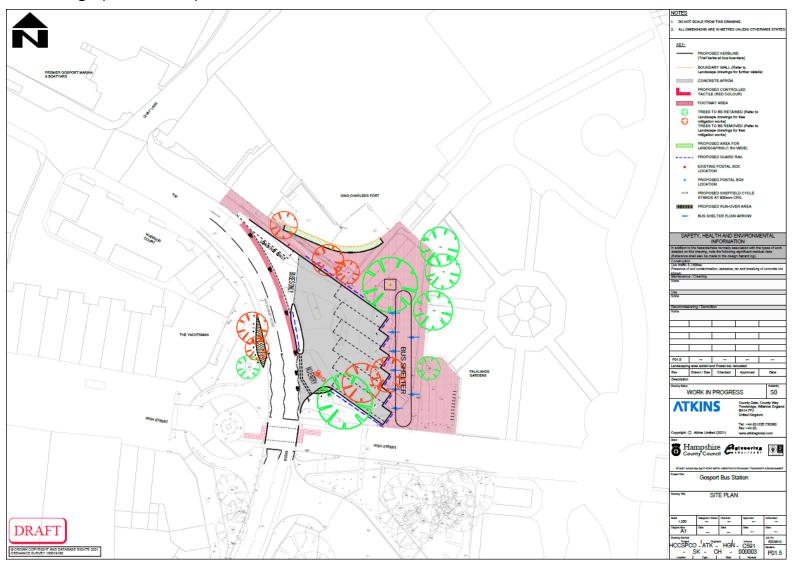
87. Under the New Roads and Street Works Act 1991 all forward planning notices have been completed for all schemes within this report.

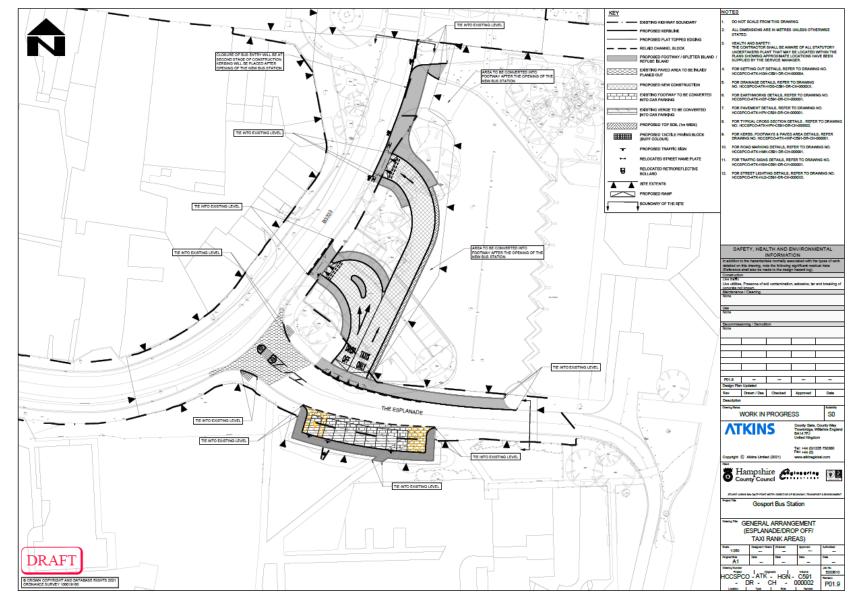
#### **Maintenance Implications**

- 88. There will be an increase in long term maintenance liability resulting from the delivery of the above schemes of approximately £24,000 per annum. This increase should be considered when setting future annual highway maintenance budgets.
- 89. The design of the schemes has been refined to reduce future maintenance liability as far as possible by using robust materials and value engineering.
- 90. Both schemes have been subject to review in terms of asset management with respect to design principles and proposed materials.

# Appendix 1: Scheme General Arrangement Drawings

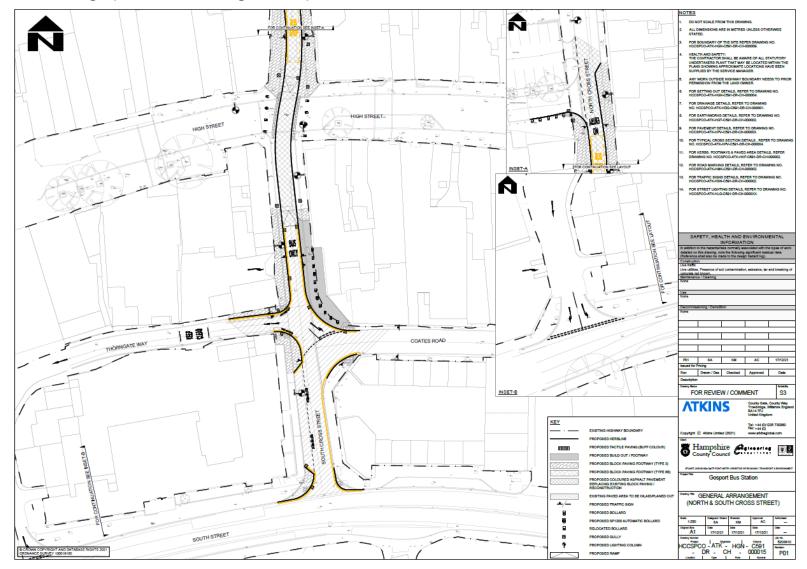
Gosport Interchange (Bus Station)



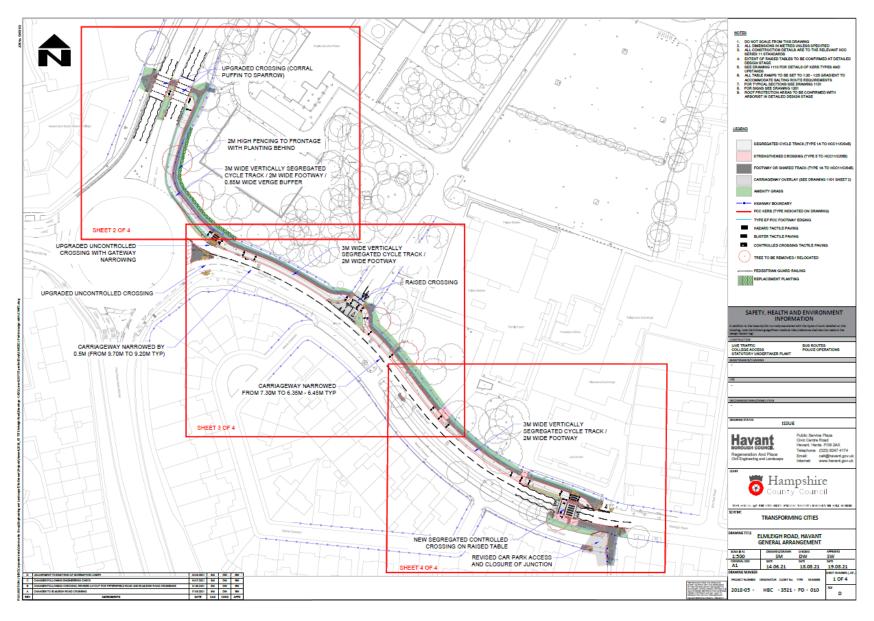


# Gosport Interchange (Taxi Rank, Set-Down, Parking)

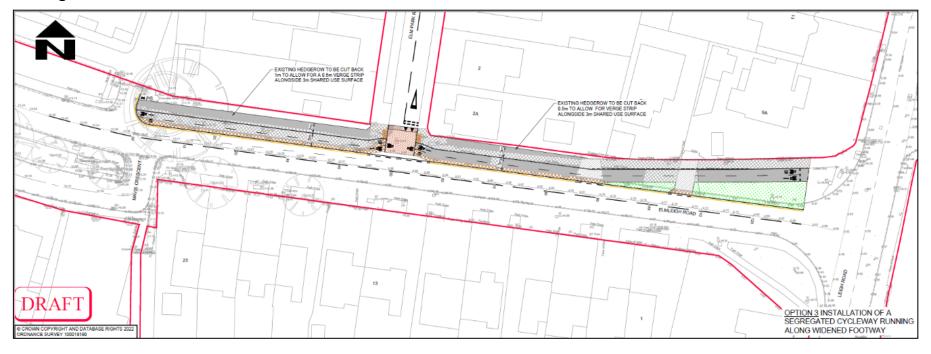
# Gosport Interchange (Cross Street/ High Street)



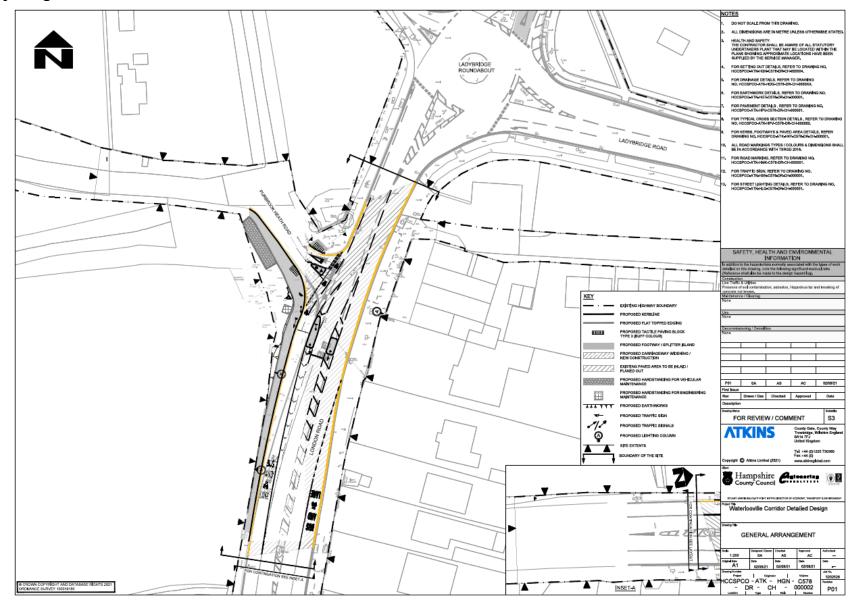
# **Elmleigh Road**



# Elmleigh Road extension to link with NCN22



# Ladybridge Roundabout



# Appendix 2: List of Required TROs

Scheme	Details of TRO Location & Historic TRO's	Proposed TRO requirement
Gosport Interchange	Mumby Road Loading Bay	Formalised loading bay for goods vehicles only with no parking by taxis/ private vehicles
Gosport Interchange	Mumby Road Loading Bay	Remove existing no waiting through the loading bay
Gosport Interchange	Bus Station apron	Prohibition of driving except for buses
Gosport Interchange	South Cross Street	One-way northbound operation between the junction with South Street and Coates Road
Gosport Interchange	South Cross Street	Revised length of existing disabled bays (northbound)
Gosport Interchange	Thorngate Way	Reversal of one-way operation (eastbound → westbound)
Gosport Interchange	South Cross Street	Removal of disabled parking (southbound)
Gosport Interchange	South Cross Street/ High Street	Amendment of existing pedestrian zone to allow for bus access
Gosport Interchange	South Cross Street/ High Street	One-way operation (northbound)
Gosport Interchange	North Cross Street	Reduced extent of 20- minute short stay parking
Gosport Interchange	North Cross Street	Revised length of no waiting
Gosport Interchange	Coates Road	One-way operation (eastbound)
Gosport Interchange	The Esplanade	Revised length of no waiting (southern kerbline)
Gosport Interchange	The Esplanade	Revised length of no waiting (northern kerbline)
Gosport Interchange	The Esplanade (taxi rank/ set-down area)	One-way operation (northbound)
Gosport Interchange	The Esplanade (taxi rank/ set-down area)	All vehicles prohibited except taxis

Gosport Interchange	The Esplanade (new parking area)	20-minute parking time limit, no return within 40- minutes
Elmleigh Road	Elmleigh Road (Spur) Junction with Elmleigh Road	Prohibition of Driving where current junction is to be removed and replaced with continuous footway/shared use path.

# LTP3 Priorities and Policy Objectives

# 3 Priorities

- To support economic growth by ensuring the safety, soundness and efficiency of the transport network in Hampshire
- Provide a safe, well maintained and more resilient road network in Hampshire

 $\boxtimes$ 

 $\mathbf{X}$ 

 $\boxtimes$ 

• Manage traffic to maximise the efficiency of existing network capacity, improving journey time reliability and reducing emissions, to support the efficient and sustainable movement of people and goods

# 14 Policy Objectives

- Improve road safety (through delivery of casualty reduction and speed management)
- Efficient management of parking provision (on and off street, including servicing)
- Support use of new transport technologies (i.e. Smartcards; RTI; electric vehicle charging points)
- Work with operators to grow bus travel and remove barriers to access
- •
- Support community transport provision to maintain 'safety net' of basic access to services
- Improve access to rail stations, and improve parking and station facilities
- Provide a home to school transport service that meets changing curriculum needs
- Improve co-ordination and integration between travel modes through interchange improvements
- Apply 'Manual for Streets' design principles to support a better balance between traffic and community life
- Improve air quality
- Reduce the need to travel, through technology and Smarter Choices measures

- Promote walking and cycling to provide a healthy alternative to the car for short local journeys to work, local services or school
- Develop Bus Rapid Transit and high-quality public transport in South Hampshire, to reduce car dependence and improve journey time reliability
- Outline and implement a long-term transport strategy to enable sustainable development in major growth areas

 $\boxtimes$ 

# <u>Other</u>

Please list any other targets (i.e. National Indicators, non LTP) to which this scheme will contribute.

# **REQUIRED CORPORATE AND LEGAL INFORMATION:**

#### Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes/no
People in Hampshire enjoy being part of strong, inclusive communities:	yes/no

# Other Significant Links

Links to previous Member decisions:				
Title	Date			
Portsmouth and South East Hants TCF Planning and Land	Nov 2021			
Agreements-2021-11-18-EMETE Decision Day				
Direct links to specific legislation or Government Directives				
Title	<u>Date</u>			
Portsmouth air quality directive				
Fareham air quality directive				

#### 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>	Location
None	

# **EQUALITIES IMPACT ASSESSMENT:**

# 1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionally low.

#### 2. Equalities Impact Assessment:

# Equalities impact assessments (EqIA) were carried out on the individual schemes and key areas of interest for each schemes include:

#### The Gosport scheme EqIA identified the following:

Positive impact reported for pregnancy and maternity, age and disability as a longer crossing timer at the pedestrian crossing will allow those with slower mobility (e.g. those with push chairs, walking sticks) to cross before traffic is released. Also a new bus stop drop off point on North Cross Street provides better access to the High Street shops for those with low mobility.

Positive impact reported for poverty due to the aims of the TCF programme. As the scheme improves infrastructure for bus and sustainable travel, it will benefit groups that are more likely to travel by these means if they cannot afford or are unable to utilise private vehicle use. Without the use of private vehicle use, these groups would most likely utilise sustainable travel modes or public transport and by improving the infrastructure for sustainable travel and bus journey times, this will improve all modes utilised by people within the group.

#### The Elmleigh scheme EqIA identified the following:

Positive impact reported for Age, disability, poverty, and pregnancy due to the aims of the programme. As the scheme encourages a modal shift to walking and cycling, it will benefit groups that are more likely to travel by these means such as older and younger people and women, and those who cannot afford or are unable to utilise private vehicles, all of whom are more likely to travel on foot. Any increase in walking and cycling should also result in health benefits, and over time a reduction in car use will improve air quality with particular benefits for individuals with disabilities exacerbated by air pollution. With the inclusion of the segregated cycle path and improvements to crossings this will improve journey safety for college age young adults (16yr - 21yrs) as the improvements fall directly outside the school and along the route used by the college. The safety improvements by widening of the footway and including the segregated cycle way will improve the infrastructure for disability groups as it will allow additional space within the footway for wheelchairs and mobility aids and improved surfaces at the crossings. Improved crossings will also allow adequate space for mobility users and push chairs to cross and allow sufficient time to do so before.