

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	17 July 2018
Title:	Project Appraisal: Eclipse Busway: Completion of Phase 1
Report From:	Director of Economy, Transport and Environment

Contact name: Sarah Lister

Tel: 01962 845744

Email: sarah.lister@hants.gov.uk

1. Recommendations

- 1.1 That the Executive Member for Environment and Transport approves the Project Appraisal for the completion of Phase 1 of the Eclipse Busway in Gosport, as outlined in this report.
- 1.2 That, subject to County Council approving the recommendation to provide up to £2.5 million of funding to underwrite the scheme in the event that further grant funding cannot be secured:
 - 1.2.1 That approval is given to procure and spend and enter into the necessary contractual arrangements to implement the proposed improvements to complete Phase 1 of the Eclipse Busway, as set out in this report, at an estimated cost of £9.53 million to be funded from £6.93 million from the Department for Transport's National Productivity Investment Fund, £100,000 from the profit share from Phase 1 of the busway, and £2.5 million from Hampshire County Council.
 - 1.2.2 The Executive Member approves the increase in funding of this scheme in the 2018/19 programme.
 - 1.2.3 That authority to make the arrangements to implement Phase 1 of the Eclipse Busway, including minor variations to the design and contract, is delegated to the Director of Economy, Transport and Environment.
 - 1.2.4 That authority is given to adopt the land on which the busway and relocated shared use footway/cycleway are constructed, from the back of verge to back of verge, including the new acoustic and boundary fences, as public highway.
 - 1.2.5 That authority be delegated to the Director of Economy, Transport and Environment and the Head of Legal Services to progress any appropriate temporary or permanent Traffic Regulation Orders, Notices

or statutory procedures and obtain any consents rights or easements to enable or facilitate the delivery of Phase 1 of the Eclipse Busway.

2. Executive Summary

- 2.1 The purpose of this paper is to seek approval for the implementation of a southern extension to the award winning Fareham to Gosport Eclipse Busway.
- 2.2 Phase 1 of the Eclipse Busway (“the Scheme”) will provide a southern extension to the award winning Eclipse Busway from Fareham to Gosport. It is a 0.9 kilometre extension from Hutfield Link/Tichborne Way to Rowner Road at an estimated cost of £9.53 million. The Scheme forms the final phase of a planned busway forecast to deliver additional time savings, patronage growth, modal shift, access to key development sites and improved air quality. The Scheme will also facilitate a new ‘Eclipse Extra’ bus service to the Solent Enterprise Zone at Daedalus.
- 2.3 The proposal to extend the busway will deliver journey time savings of approximately 3 minutes per single journey in each direction, representing a journey time saving of 8% over the existing E1 & E2 services. Eclipse services already provide high levels of journey time consistency and the completion of Phase 1 will improve this further by avoiding congested sections of the A32.
- 2.4 The Gosport peninsula suffers from significant traffic congestion, restricting the growth of the local economy. Key sites and developments such as Gosport Waterfront and the Solent Enterprise Zone need to be better linked to the public transport network. This project improves those links. This commitment underlines the belief that investment in access to the Gosport Peninsula will help remove the transport barriers to growth and encourage investment at key sites including the Solent Enterprise Zone as well as helping to reduce journey times in congested urban areas.
- 2.5 Hampshire County Council secured £6.93 million from the Government’s National Productivity Investment Fund (NPIF) in October 2017 for the Scheme. The County Council will contribute £2.5 million of capital funding, an additional £100,000 is being provided from the profit share from Phase 1A of the busway.
- 2.6 Once complete, First Hampshire and Dorset will invest £3 million in a new fleet of seventeen high specification, low-emission buses to provide fast and high-frequency services on the busway, as well as introducing a new Eclipse Extra service to the Enterprise Zone.
- 2.7 Success of the proposal will be measured by further increases in busway patronage and a transfer of trips from the local road network.

3. Background

- 3.1 Gosport is well placed to be at the heart of the marine, maritime and aerospace advanced manufacturing sectors, but the difficult peninsular geography, congestion and erratic journey times represent significant barriers. Reduced MoD employment and public sector job losses mean increased out-commuting, exacerbating the congestion and presenting significant barriers to investment and growth. Key economic challenges include unlocking sites for local employment and housing, with better transport infrastructure and public transport needed to make Fareham and Gosport more attractive propositions for businesses.
- 3.2 Planning permission was granted in July 2009 for the dedicated busway to operate between Redlands Lane in Fareham and Military Road in Gosport. Phase 1A of the Eclipse Busway, which opened in 2012, consists of a high quality two-way dedicated unguided busway between Redlands Lane in Fareham and Tichborne Way in Gosport. The A32 is highly congested at peak times resulting in service delays and poor journey time reliability. The busway uses the disused railway branch line corridor to provide a reliable alternative route for buses to avoid the A32.
- 3.3 The busway is one of a number of infrastructure improvements helping to generate the investment to create much needed jobs for a growing population in Gosport, an area of economic underperformance, where employment has declined by a significant 11% between 2006 and 2016. This compares poorly to Hampshire as a whole where employment has increased by 3.6% on average over the same period.
- 3.4 First Hampshire and Dorset work in partnership with Hampshire County Council, delivering high specification, low-emission buses on a fully commercial basis that provide fast and high-frequency services on the busway. The Partnership Agreement, which is overseen by a BRT Board comprising representatives of First and Hampshire County Council, includes an 'operator contribution' schedule which sees profits from the Scheme re-invested into new busway infrastructure.
- 3.5 In addition to the existing busway, the partnership has continued to deliver other infrastructure improvements to enhance the busway scheme. A new bus-only road has been implemented, exiting Fareham bus station onto the A27, so buses avoid the heavily congested Quay Street roundabout, and bus priority measures have been implemented on the Brockhurst roundabouts and Lees Lane North in Gosport.
- 3.6 The existing Eclipse Busway Phase 1A has delivered significant modal shift. Approximately 20% of passengers have transferred from the car, and traffic has reduced by up to 2% on the parallel A32. There has been a 64% growth in patronage on the two Eclipse routes compared with the services they replaced, delivering a 12% increase in public transport use generally on the peninsula. More people are using Eclipse for their daily commute, and more passengers are transferring to rail at Fareham railway station. A particular

area of growth has been in the student market for journeys to Fareham College. Approximately 2.4 million journeys each year are now made on Eclipse, the busiest bus corridor wholly within Hampshire.

- 3.7 Independent passenger surveys have also been carried out on Eclipse by Transport Focus, and these consistently show higher than average user-satisfaction ratings. Before the implementation of Eclipse, over 1,000 passenger interviews were carried out to set a base level of satisfaction with existing bus services, bus stop infrastructure, vehicles and driver attitude. The 'after' interviews have demonstrated high levels of passenger satisfaction with all aspects of the service.
- 3.8 The Eclipse Busway Phase 1A has demonstrated strong value for money in terms of the economic return on investment. The original Benefit Cost Ratio ("BCR") of the project was calculated as 1.5 prior to construction and following completion of the Scheme independent analysis by KPMG indicated a BCR of 1.9. Excluding the loss of parking revenues in Gosport centre, the analysis indicates that for every £1 of investment, Eclipse has delivered up to £6.94 of benefit to users, non-users and the wider economy, a BCR of 6.94.
- 3.9 The BCR for the completion of Phase 1 as a standalone scheme has been recalculated based on the 2018 scheme costs, to be 1.33. While the BCR value is below 1.5, this level of benefit is considered to be good for a public transport scheme which typically would have a lower BCR than a highway intervention.
- 3.10 There is an existing five year legally-binding Partnership Agreement in place covering the Eclipse Bus Rapid Transit services which guarantees high standards of operation and maintenance e.g. vehicle age, emissions levels, service frequencies and maintenance of passenger facilities. This agreement is currently in the process of being renewed for a further five years.
- 3.11 The busway also permits cycles under the Traffic Regulation Order (TRO). It has been very attractive to local cyclists as it provides a largely traffic-free, direct route.

4. Finance

4.1	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design and Implementation Fee	254	3	NPIF	6930
	Construction	9276	97	BRT profit share HCC	100 2500
	Total	9530	100	Total	9530

Hampshire County Council will invest up to £2.5 million in the event that further grant funding cannot be secured in order to help bring this scheme forward. This funding has been recommended by Cabinet on 28 June 2018, for approval by the County Council. This shows a local commitment to the Scheme on top of approximately £5 million already invested in Phase 1A of the dedicated busway.

A lower percentage fee element is forecast for this project, as the significant majority of the detailed design work required for the Scheme has previously been carried out in support of historic bid work. The detailed design is currently being refreshed, and should any variance to budget emerge which would exceed delegated approvals, this change will be returned to the Executive Member at a future date for further consideration.

4.2	<u>Revenue Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	70.634	0.064%
	Capital Charge	917.000	0.580%

5. Programme

- 5.1 The proposal to complete Phase 1 of the Eclipse Busway forms part of the County Council's Transport Capital Programme for 2018/19.
- 5.2 Advance utility diversion works are planned to commence in summer 2018.
- 5.3 Site clearance operations are planned under an advance works contract starting in autumn 2018.
- 5.4 A contract for the main engineering work will be awarded to enable a commencement of the main works early in 2019. These works are expected to take a minimum of twelve months to complete.

6 Scheme Details

Overview

- 6.1. The Eclipse Busway extension from Tichborne Way to Rowner Road in Gosport will extend the existing Eclipse Busway Phase 1A south by 0.9 kilometres. The southern extension will be an additional length of high specification, frequent, reliable and rapid busway. The Scheme layout is shown in Appendix 1.
- 6.2. The busway will be a minimum width of 6.2m to accommodate two passing buses and have a low noise road surface to minimise noise levels. The alignment is designed to accommodate a maximum speed of 70kph

(40mph), along the main busway. The route will be designed to accommodate single and double decker buses.

- 6.3. The first 0.5 km of the busway extension continues along the disused railway corridor where a single railway line track still exists. The remaining 0.4 km of the busway extension continues along a section with a shared-use footway/cycleway. This is currently well used by both pedestrians and cyclists. The new busway will maintain a segregated shared-use footway/cycleway adjacent to the busway along this section.
- 6.4. The project appraisal includes a new at-grade signal controlled junction where the busway meets Rowner Road. The junction will cater for buses travelling on and off the Eclipse Busway, enabling them to access the local highway network. To achieve this, Rowner Road Bridge will be demolished and the road lowered to meet the cycleway, which will be raised. A road closure will be required while the demolition and construction work takes place. The Council is reviewing traffic movement data and the cost of moving existing utilities as part of the design refresh, referred to in paragraph 6.12.
- 6.5. The existing footways on Rowner Road will be widened to form shared use footway/cycleways, as shown on the plan in Appendix 1.
- 6.6. All bus stops and busway crossing points will be lit to provide a safe environment for bus users. The existing and new sections of cycleway alongside the busway, between Tichborne Way and Rowner Road, will be lit. In order to reduce light pollution, lighting will not be included along the busway outside the footprint of the accesses to the bus stops. In accordance with Hampshire County Council policy the lighting on the cycleway will be dimmed to 75% of full level between switch on and midnight, then down to 50% between midnight and 5am (or dawn if sooner), then back up to 75% from 5am to switch off.
- 6.7. In the development of the bus stops the County Council has had due regard to the requirements of the Equality Act 2010. The Department for Transport's Inclusive Mobility guidance document (DfT December 2005) has been used to develop the design ensuring access for wheelchair users. Facilities for the visually impaired are also catered for in the design. Such measures include ramped access from the public highway and level boarding onto buses.
- 6.8. The bus stop shelters are based on a modular system in order that the size of shelters can be modified to accommodate different patronage levels at each location, whilst maintaining the Eclipse branding. All bus stops will offer the following facilities:
 - Level boarding and alighting for all, including ramped access to the adjacent highway;
 - Weather-proof waiting facilities;
 - LED low energy lighting;
 - Connections to existing footpaths to nearby communities; and

- Real time bus, train or ferry information.
- 6.9. The provision of access control barriers was a condition of the original planning consent to restrict access to the busway between 11.15 pm and 5.45 am. Access control barriers will close off the route at 11.15 pm and they will be opened to allow access to buses and cyclists from 5.45 am onwards.
- 6.10. In addition, to prevent cars from entering the busway from Rowner Road via the shared use footway/cycleway an anti-ram bollard will be placed within the cycleway in-between a post and rail fence and the access control barrier.
- 6.11. The Scheme will require a corridor approximately 8m wide to be cleared of vegetation to allow for the new hard surfacing and associated linear drainage along the alignment of the existing cycleway/footway. The larger, more mature vegetation on the sides of the embankments and cuttings will be retained wherever possible to provide an effective visual screen to the Scheme from the adjacent residential properties. Gaps in this vegetation will be planted with additional screening consisting of native trees and shrubs. The choice of species will be selected to add biodiversity value.
- 6.12. As part of the design refresh, the impact of removing Rowner Road Bridge and alternative options are being investigated. If there are any changes to the current proposal, the necessary approvals / amendments will be sought in due course.

Third Party Contributions

- 6.13. Once complete, First Hampshire and Dorset will work in partnership with Hampshire County Council on this project. They will invest £3 million in a new fleet of seventeen high specification, low-emission buses to provide fast and high-frequency services on the busway, as well as introducing a new Eclipse Extra service to the Enterprise Zone.
- 6.14. Additional journey time savings are anticipated to be delivered by First's investment in contactless payment for tickets, to speed up passenger boarding times. This formed part of the bid for NPIF funding.

Air Quality

- 6.15. The two Air Quality Management Areas (AQMAs) in Fareham have been recently reviewed and extended, resulting in a single AQMA.
- 6.16. Two roadside locations within these AQMAs are predicted by DEFRA's Pollution Climate Mapping Model (PCM) as likely to be in exceedance of the legal NO₂ (Nitrogen Dioxide) limit of 40µgm³. Fareham Borough Council has been named in the National Plan for tackling roadside emissions of NO₂ and served a Ministerial Direction, mandating development plans to bring local air quality into compliance 'in the shortest possible time'.

- 6.17. Options are being developed and investigated by Fareham Borough Council and Hampshire County Council in partnership, along Central Government guidelines, and fully costed preferred options will be brought forward for approval by the end of 2018.
- 6.18. The Eclipse services seek to reduce car trips in the AQMA and will help address air quality issues. Specific air quality benefits of this project include the commitment to regular renewal of the bus fleet and consequently to improved emissions-standards, as under the terms of the Operating Agreement Eclipse buses must be no older than five years. Currently, Eclipse operates with the latest lower emissions Euro 6 buses. The introduction of the busway extension will have a further positive impact on air quality, which will primarily be as a result of mode shift and reduced private vehicle usage. The Scheme is predicted to result in an overall reduction in carbon of 1,045 tonnes in the opening year.

7 Departures from Standards

- 7.1 The Scheme proposals have been designed to comply with Department for Transport and Hampshire County Council standards for highway improvement schemes. Whilst no formal design standard exists for a two-way busway, the minimum width of 6.2 metres and a speed limit of 40mph was developed during the design of Phase 1A, and no problems have been experienced. There are no formal departures from standards expected at this time.

8 Community Engagement

- 8.1 Initial public consultation for the whole busway from Redlands Lane in Fareham to Military Road in Gosport took place from 16 to 18 October 2008 in Bridgemary, with a follow up exhibition at Fareham Borough Council offices the following week.
- 8.2 Feedback from the 244 questionnaires returned were mainly positive, with 88% thinking there was a need to improve public transport on the Peninsular and 70% stating the busway would help improve access and address some of the areas raised as concerns. Key concerns were;
- Environmental – landscape, trees, noise, pollution and wildlife;
 - Car parking – residents were concerned that car parks would be needed to service the bus stops; and
 - Concerns about antisocial behaviour/security along the back of gardens/privacy.
- 8.3 Further public consultations took place during January 2009 prior to the planning application being submitted in March 2009.

- 8.4 The planning application for Rowner Road junction was granted in 2013. Statutory consultation was carried out and the results considered when the application was determined.
- 8.5 To make residents of Gosport and stakeholders aware of the proposals, a Public Exhibition was held in Bridgemary in May 2018. Key concerns raised were:
- Closure of Rowner Road during construction;
 - The scheme cost; and
 - Pedestrian and cyclist safety.
- 8.6 During the remaining design and construction of the route, regular updates will be provided on the Scheme's website and through local and social media.
- 8.7 The local member, Councillor Philpott, supports the completion of Phase 1 of the Eclipse Busway and is supportive of the review of the options for Rowner Road bridge.

9 Statutory Procedures

- 9.1 There are two planning permissions in place for this scheme:-
- For the whole route from Redlands Lane in Fareham south, via the disused railway corridor to Military Road in Gosport; and
 - For a new at-grade junction with Rowner Road.
- 9.2 Permanent Traffic Regulation Orders (TROs) will be required to extend the existing TROs in place on Henry Cort Way. These are for:
- Speed limit;
 - Local buses and cyclists only;
 - Times of operation of the busway; and
 - Prohibition of pedestrians.
- 9.3 A Temporary TRO will be required for the closure of Rowner Road while the bridge is demolished and the new junction constructed.
- 9.4 It is proposed that Hampshire County Council will designate the extension to the Eclipse Busway as a 'Protected Street', as a 'Street with Special Engineering Difficulties' and as a 'Traffic Sensitive Street'. Notices will be made under Sections 61, 63 and 64 of the New Roads and Street Works Act 1991 (NRSWA) respectively.
- 9.5 A Section 58 NRSWA 'Restriction on Works following substantial road works', will be sought for Rowner Road to protect it from planned maintenance by utility companies for one year after opening.

- 9.6 All of the above are intended to minimise future disruption to the operation of Eclipse Bus Services, once the works are complete.

10 Land Requirements

- 10.1 Hampshire County Council purchased the whole extent of the redundant railway corridor between Fareham and Gosport for the busway scheme and the land is currently held for highway purposes. If required the route can be constructed without the provision of additional land. However two additional areas of Gosport Borough Council land have been identified, which can improve access and assist its implementation.
- 10.2 One area by Holbrook Leisure Centre will allow a path to be provided linking the existing footway/cycleway and the new footway/cycleway access to bus stop 15. A second area behind bus stop number 17 will assist the bus stop construction and provide an additional space for landscaping mitigation.
- 10.3 Two additional areas of Gosport Borough Council land, in the vicinity of Holbrook Recreation Ground and Rowner Road, are required under licence for use as working space while the busway is constructed.
- 10.4 Executive Member for Policy and Resources authority to take a dedication of the required Gosport Borough Council land was approved under delegated powers on 12 April 2018. This decision was taken on the basis that Gosport Borough Council will dedicate the land free of charge and the only cost will be its fees.
- 10.5 In addition to the above, further land may be required for environmental mitigation. Any requirement can only be determined once the relevant ecological survey work has been completed. Should land be required it will be the subject of a separate future report to the Executive Member for Policy and Resources.

11 Maintenance Implications

- 11.1 The proposals will generate increased maintenance pressures which have been calculated at £70,634 per annum and should be taken into account when setting future annual highway maintenance budgets.
- 11.2 Many of the materials that will be used in the construction of the Scheme are standard materials used elsewhere on the highway. However, other materials are specific to the busway and match those used in Phase 1A.
- 11.3 A review of the materials and usage of facilities provided on Phase 1A has recently been carried out. The Scheme has been revised in line with the outcome of that review.
- 11.4 It is proposed that the land where the busway, relocated shared use footway/cycleway, and acoustic and close boarded fencing are constructed, from the back of verge to back of verge, be adopted as public highway (see

plans in Appendix 2). The remainder of the corridor, where suitable, will form a wildlife corridor. It will require maintenance, mainly to the boundary fences and the vegetation within the corridor..

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
- 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

Other

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

CORPORATE OR 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:	no
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
Project Appraisal: South East Hampshire Bus Rapid Transit – Phase 1 Fareham –Gosport	29 January 2009
New Junction with Eclipse Busway and Removal of Existing Road Bridge at Rowner Road, Gosport (Application No: 13/00323/HCC3) (Site Ref: GPH002)	23 October 2013
Direct links to specific legislation or Government Directives	
None	<u>Date</u>

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.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. 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 under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

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

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

1.2. Equalities Impact Assessment:

The impact has been assessed as neutral as the busway will provide enhanced public transport facilities for the whole community with improved access to waiting facilities and bus services. Older people, younger people and those on lower incomes are generally greater users of bus services than other age and income groups.

2. Impact on Crime and Disorder:

2.1 The provision of targeted lighting, route barriers and CCTV is expected to have a positive effect on crime and disorder.

3. Climate Change:

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

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

In 2009 carbon dioxide emissions were calculated for the whole busway and these were anticipated to reduce by 1045 tonnes in the opening year, and a total of 68,535 tonnes over the subsequent 60 year period.