

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	23 April 2019
Title:	Project Appraisal Update: Eclipse Busway Completion of Phase 1 – Retention of Rowner Road Bridge
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 notes the increase in the value of this scheme from £10.702 million to £11.602 million in the 2018/19 Capital Programme.
- 1.2 That the Executive Member for Environment and Transport approves the Project Appraisal Update for the Eclipse Busway Completion of Phase 1 – Retention of Rowner Road Bridge, as outlined in this report.
- 1.3 That the Executive Member for Environment and Transport gives approval to procure and spend and enter into the necessary contractual arrangements to implement the scheme, as set out in this report, including entering into a funding agreement with Portsmouth City Council for Transforming Cities Funding (original source Department for Transport), in consultation with the Head of Legal Services, to complete the scheme at a total value of £11.602 million.
- 1.4 That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, be delegated to the Director of Economy, Transport and Environment.

2. Executive Summary

- 2.1 The purpose of this paper is to seek approval for the implementation of an alternative southern junction to the Fareham to Gosport Eclipse Busway.
- 2.2 In July 2018 an Executive Member for Environment and Transport decision approved a 0.9km southern extension to the Eclipse Busway between Hutfield Link/Tichborne Way and Rowner Road.
- 2.3 The scheme will complete Phase 1 of the planned busway. Once complete, First Hampshire and Dorset will invest in a new fleet of low-emission buses as well as introducing a new Eclipse Extra service to the Daedalus Enterprise Zone.

- 2.4 In November 2018 an Executive Member for Environment and Transport decision gave approval to develop the design, pursue funding, secure consents, and make all necessary arrangements, including the submission of a planning application for an alternative arrangement to the Rowner Road junction which retains the bridge and the existing grade-separated shared-use route for pedestrians and cyclists.
- 2.5 Gosport Borough Council Economic Development Board agreed to dedicate the additional land required for the alternative option as highway at their meeting on 14 November 2018.
- 2.6 In March 2019, £1.40million was secured from the Department for Transport's Transforming Cities Fund (TCF) towards the alternative southern junction.
- 2.7 The planning application for the alternative southern junction is expected to be determined on 17 April 2019, after the time of writing.

3. Background

- 3.1 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.
- 3.2 The busway is one of a number of infrastructure improvements helping to generate 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.
- 3.3 First Hampshire and Dorset, working in partnership with Hampshire County Council, operates high specification buses on a fully commercial basis that provide fast and high-frequency services on the busway.
- 3.4 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.

- 3.5 The busway has been very attractive to local cyclists as it provides a largely traffic-free, direct route.

4. Finance

- 4.1 In November 2018 approval was given for an initial increase in the value of the scheme to develop the design and make other necessary arrangements in relation to the Rowner Road element, subject to a successful TCF bid. In March 2019 the Executive Member approved a virement from revenue of £0.5 million to support the funding for the scheme. In addition, on confirmation of the successful (Transforming Cities Fund) (TCF) Tranche 1 bid to the Department for Transport (DfT), a further virement from revenue of £0.14 million (the County Council's match funding for the bid) has also been approved. These actions took the total approved value of the scheme to £10.702 million.
- 4.2 In March 2019 Hampshire County Council was notified that it was successful in securing £1.4million of TCF Tranche 1 funding from the Department for Transport as part of a combined bid with Portsmouth City Council for funding for schemes in the Portsmouth city region. Following the decision in November for the initial increase in the scheme value, the Executive Member for Environment and Transport is now asked to note the revised increase of £0.9 million to be fully met from the TCF grant.
- 4.3 The Department for Transport has passed the entire Tranche 1 funding secured for the city region to Portsmouth City Council. It is therefore necessary for the County Council to enter into a funding agreement with Portsmouth City Council to secure the £1.4million TCF funding for this scheme.
- 4.4 At the end of the 2018/19 financial year the department has been able to review alternative potential internal sources of funding for the scheme to ensure that the County Council corporate underwrite (approved September 2018) is only required where alternative funding cannot be secured. This review has resulted in the corporate underwrite reducing by £1,823,000 to £677,000. The new funding sources include £420,000 of funding from the Economy, Transport, and Environment (ETE) Structural Maintenance budget, reflecting the reduced long-term maintenance liability resulting from the capital renewal of this additional element, as well as ETE capital receipts and an increase in LTP availability.

Estimates	£'000	% of total	Funds Available	£'000
Design fee	490	4.2	NPIF	6930
Client fee	347	3.0	TCF	1400
Supervision	708	6.1	BRT Profit Share	100
Construction	10,056	86.7	Developer Contributions	100
			Revenue virements*	640
			Structural Maintenance contribution	420
			ETE capital receipts	301
			Local Transport Plan	1034
			Local Resources	677
Total	£11,602	100		£11,602

*Includes £140,000 Hampshire County Council match funding related to the Transforming Cities Funding.

4.5	<u>Maintenance Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	50	0.044%
	Capital Charge	1,116	0.698%

5. Programme

- 5.1 The completion of Phase 1 of the Eclipse Busway forms part of the County Council's Transport Capital Programme for 2018/19.
- 5.2 An Advance Works Contract comprising installation of ducting for future utility diversion works and site clearance was carried out in Autumn 2018.
- 5.3 A further Advance Works Contract, including utility diversion works, is programmed to commence in Summer 2019. The main works contract will then follow for commencement in Autumn 2019.

6. Scheme Details

- 6.1 An alternative junction option has been developed for the southern section of the busway extension. This option will retain the existing bridge at Rowner Road and maintain the existing segregated footway / cycleway that passes under the bridge.
- 6.2 A new signal-controlled junction will be formed where the southern section of the Eclipse Busway extension meets Rowner Road to allow bus and cycle access to and from the new route.
- 6.3 The extended busway will cross the shared-use cycleway/footway at-grade north of Rowner Road, and then continue along a new ramped embankment to meet Rowner Road immediately to the east of the bridge. A scheme plan is provided in Appendix 1 Drawing No. CJ008883-ECH-HGN-15624315-DR-HE-4001.

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.
- 7.2 The following is a list of departures from the Design Manual for Roads and Bridges highway design guidance standards: "TD9 Highway Link Design," and "TD50 The Geometric Layout of Signal Controlled Junctions and Signalised Roundabouts" –
 - a one-step departure from TD9 (Para 2.13) relating to reduced horizontal radii is necessary to avoid the closure of a main badger sett. The reduced radii are considered acceptable in this instance due to the limited vehicle movements on the busway;
 - a departure from TD9 (Para 3.11) relating to widening requirement on curves if carriageway less than the Standard Width which is 7.3m for 2 lanes. This is considered acceptable due to proposed traffic formation on the busway. Swept path analysis for two Eclipse Buses in each direction

has been undertaken and indicates a safe operation through the curved section to support the departure; and

- a departure from TD50 (Para 2.16) relating to obstructions due to the existing bridge parapet and retaining walls within the inter-visibility zone at the traffic signal junction. This is considered acceptable due to the restricted movements/uses at this junction, and higher seating position and improved visibility for bus drivers making this manoeuvre.

7.3 The following is a relaxation from the standards:

- existing bridge parapet height lower than standard for cyclist use – mitigated by providing 0.5m of hatching adjacent to the parapet to discourage cyclists from riding close to the parapet edge.

8. Community Engagement

8.1 Initial public consultation for the whole busway from Redlands Lane in Fareham to Military Road in Gosport took place in 2008 and 2009. Feedback was mainly positive, with 88% of respondents 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.

8.2 Statutory consultation was carried out and the results considered when the planning application for Rowner Road junction was determined in 2013.

8.3 To make residents of Gosport and stakeholders aware of the current approved scheme, 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 (given the removal of the bridge and loss of the grade separated pedestrian/cycle route).

8.4 As part of the design refresh for the scheme, an alternative southern junction was identified that retains the bridge and existing footway / cycleway. Statutory consultation has been carried out, and the results will be considered when the planning application for the alternative junction is determined.

8.5 Should approval be granted to build the alternative scheme, an exhibition of the revised junction with Rowner Road that facilitates retention of the bridge, will be held in Summer 2019 so that residents of Gosport and other stakeholders are made aware of the revised proposals.

- 8.6 First Hampshire and Dorset will work in partnership with Hampshire County Council on this project, providing a new fleet of high specification low emission buses and a new Eclipse Extra service to the Daedalus Enterprise Zone. First have acknowledged their support for the completion of the busway and the alternative southern junction with Rowner Road.
- 8.7 County Councillor Stephen Philpott has expressed support for the completion of the Eclipse Busway and in particular the revised junction arrangement that allows the retention of Rowner Road Bridge.

9. Statutory Procedures

- 9.1 Two planning permissions are required for the busway extension: -
- for the whole route from Redlands Lane in Fareham south, via the disused railway corridor to Military Road in Gosport (P/09/0278/CC), this was granted in 2009; and
 - for a new junction with Rowner Road that allows retention of the bridge and the shared use footway / cycleway (19/00034/HCC3), this is expected to be determined prior to the meeting.
- 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 temporary closure of Rowner Road to allow the tie-in of the new busway ramp.
- 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 Authority to pursue these processes and seek these approvals has been granted as part of previous decision day reports on this Scheme.

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. Additional land is required at the southern end of the scheme to enable the busway to tie into Rowner Road to the east of the bridge.
- 10.2 The additional land is owned by Gosport Borough Council and their Economic Development Board agreed on 14 November 2018 to dedicate the area required for highway purposes. A legal agreement for the dedication of this land is being prepared. Plans showing the land to be dedicated and licensed as working space can be found in Appendix 2, Drawing Nos. CJ008883-ECH-GEN-15624315-DR-HE-0050 and CJ008883-ECH-GEN-15624315-DR-HE-0056.

11. Maintenance Implications

- 11.1 The proposals will generate increased maintenance pressures which have been calculated at approximately £50,300 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 designed in line with the outcome of that review.
- 11.4 It is proposed that all of the southern section of the busway corridor be adopted as public highway from back of verge to back of verge (see plan in Appendix 3).

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
Project Appraisal: Eclipse Busway: Completion of Phase 1	17 July 2018
Project Appraisal Update: Eclipse Busway: Completion of Phase 1 – Retention of Rowner Road Bridge	13 November 2018
Direct links to specific legislation or Government Directives	
None	

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

The alternative junction will provide better access for cyclists and pedestrians, retaining the bridge and the existing grade separated footway / cycleway for pedestrians and cyclists.

2. Impact on Crime and Disorder:

2.1. Neutral.

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, from Fareham to Gosport, 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.