

**Report to the
Transport for South Hampshire Joint Committee**

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Subject: Bus Rapid Transit for South East Hampshire

Purpose of the Report

The Transport for South Hampshire (TfSH) vision, in the TfSH statement “Towards Delivery” adopted by the Joint Committee in 2008, is “to address the transport challenges in meeting the planned economic growth, whilst maintaining the high quality of life for all in a way that is sustainable in the long term - improved economic prosperity without harm to the environment”.

The “Towards Delivery” statement also set out a strategy of measures and initiatives to deliver this vision. A key element of this strategy is the development of an integrated public transport system that meets the future transport challenges, particularly the pressures associated with the growth agenda for South East Hampshire. This has been carried forward in subsequent policy documents.

The Joint Committee, at its meeting on 30 June 2009, approved the TfSH Business Plan 2009 to 2011. The “Action Plan for Invest” section included two entries for Bus Rapid Transit (BRT). The first referred to the delivery of BRT Phase 1. The second entry was a commitment to Develop a Programme for the Wider BRT scheme for South East Hampshire with a budget in 2009/10 of £300,000.

This report highlights the progress that has been made in the implementation of BRT Phase 1 Fareham-Gosport following the award of £20 million from the Government’s Community Infrastructure Fund in March 2009 towards the total costs of the scheme.

In recommending a vision, concept and objectives for the implementation of a wider Bus Rapid Transit scheme in South East Hampshire, the report highlights the evaluation of other public transport mode options and assesses the extent to which BRT accords with policy frameworks.

The report also reviews feasibility studies that have been carried out, to refine the options available for taking forward the wider BRT network for implementation, when funding sources become available. It also identifies the

priorities for action including the need for suitable branding, marketing and publicity.

Recommendations

- 1. That the proposed vision and objectives set out in this report be adopted as the guiding principles for the future development of the South East Hampshire Bus Rapid Transit.**
- 2. That the development of an operational agreement with the bus operators, to determine high levels of service and reliability be supported.**
- 3. That the feasibility work undertaken to date on defining options for the wider Bus Rapid Transit network be noted and approved.**
- 4. That work to progress future elements of the network in a timely fashion to be ready when funding opportunities arise for implementation be endorsed.**
- 5. That work on establishing a suitable brand for the promotion of Bus Rapid Transit be supported.**

Background

1. Public transport in South East Hampshire comprises a mixture of bus and rail modes, supported by coastal ferries. A previous proposal, the South Hampshire Rapid Transit (SHRT) linking Fareham, Gosport and Portsmouth, was abandoned by the County Council in 2007 after the Government withdrew its offer of funding. However, the alignment between Fareham and Gosport was retained as a future transport corridor as a more affordable alternative to light rail was developed. In developing this, a range of public transport solutions were considered, including:
 - (i) improved conventional bus services, based on developing Quality Bus Partnerships (QBPs) and associated improvements in standards of service;
 - (ii) on-street bus priority, involving priority measures at or on approaches to junctions, combined with bus lanes;
 - (iii) off-street bus corridors, offering dedicated routes for buses to provide segregation and reliability;
 - (iv) guided buses, involving buses steered on a dedicated track. This track would exclude all other traffic to ensure reliable operation;
 - (v) trolleybuses, powered by electric current from overhead wires on street;
 - (vi) trams or Light Rapid Transit, with electric rail vehicles operating on routes separated from all other traffic but, where necessary, mixed with other traffic on-street;
 - (vii) heavy rail, connected to the national rail network.

2. In selecting the most appropriate mode, affordability and deliverability were key principles, which discounted many of the modes mentioned above. The focus turned to making the best use of a bus based system, integrated with other public transport modes. QBPs on their own would not produce a significant 'step change' such as to be adequate to meet the twin challenges of future economic growth and travel needs in the sub-region. Opportunities for developing dedicated off street bus corridors are available but limited. Hence in order to provide a comprehensive bus network there is a need for a mix of on street improvements, including priority signalling, and the provision of new dedicated off street bus routes, where available. Bus Rapid Transit is being introduced in a number of urban areas (including Swansea, Crawley, North Kent, Cambridge and Luton, with many other schemes in development) as an affordable and flexible solution.

Development of a Rapid Bus Transit Network

3. Whilst the rail network in the sub-region provides for relatively fast travel but between a limited number of fixed points, it is rarely able to provide an end to end service from journey origin to the final destination. Local bus services do however provide a denser network of services which are closer to trip origins and destinations and are generally more flexible, providing a greater choice of routes. High frequency bus services allow for a higher density of development to be provided. However, journey times and reliability can be adversely affected by numerous stops and traffic conditions. An effective Bus Rapid Transit system offers the advantages of services close to points of origin and destination with faster journey times and improved reliability. The journey time and reliability advantages are delivered through segregated routes with priority to avoid congestion bottlenecks, supported by speedy ticketing measures. BRT complements other public transport services in the area, becoming the 'backbone' to a modern public transport network for South East Hampshire.
4. A preliminary South East Hampshire BRT network was identified as part of a Business Case submitted to the Department for Transport (DfT) and the Department for Communities and Local Government (DCLG) for the Community Infrastructure Fund (CIF) for Phase 1. This 'first phase' comprises a dedicated off road busway along the disused rail corridor between Fareham (Redlands Lane) and Gosport (Military Road). The CIF funding was awarded to part of this first phase (Redlands Lane to Tichborne Way) in March 2009. The scheme was granted planning consent in July 2009, and construction started in August 2009.
5. However implementing a successful wider BRT network in South East Hampshire is very different from implementing Phase 1 in isolation and cannot be achieved without it being seen to address a number of major issues and problems. These are highlighted in Appendix 1 attached to this report. Nevertheless it is considered that BRT can provide a

positive contribution to tackling many of the recognised issues and problems in South East Hampshire. It would:

- (i) improve access to employment areas, improving equality of opportunity and supporting economic growth. Improve accessibility to facilities and services in the area;
 - (ii) provide opportunities for better interchange between travel modes;
 - (iii) increase travel choices and thereby contribute to easing traffic congestion;
 - (iv) provide a step change in the perception of public transport and buses in particular; and
 - (v) contribute towards mitigating the impacts of transport on climate change and the environment.
6. The CIF funding, and the commencement of the construction of the South East Hampshire Phase 1 Fareham – Gosport busway has provided the impetus to move forward with the development of a wider BRT network. The A3 ZIP Bus Priority Corridor (Clanfield – Portsmouth), already implemented, is an example of the new generation of public transport solutions for South East Hampshire and will ultimately become part of the South East Hampshire BRT network.

Progress in Implementing BRT Phase 1 Fareham-Gosport

7. Following the award of £20 million CIF by the Government in March 2009 for Phase 1, planning consent was granted in July and BAM Nuttal were appointed as the main contractor for the section between Redlands Lane and Tichborne Way. Ecological works in accordance with licences issued by Natural England, and final site clearance and track removal took place to allow the main construction works to commence on schedule. One of the conditions of the funding allocation was that the works be completed by 31 March 2011.
8. A local resident sought to obtain a Judicial Review of the decision of Hampshire County Council to grant planning permission and was granted an “Ex Parte” injunction to stop the construction works associated with the development in September 2009. Only limited works were therefore able to be progressed until the Judicial Review was heard in the High Court in October 2009. The judgement handed down in December confirmed that the County Council had neither acted irrationally or illegally in granting planning permission. Whilst works were able to recommence on 17 November 2009, the resident sought leave to appeal the decision and this was granted in early December 2009, leading to a further injunction on works proceeding. The appeal hearing took place in the Court of Appeal in March 2010 and judgement is currently awaited. In the meantime, as a result of the

restrictive nature of the injunction, only very minor ecological works have been able to be progressed.

9. In addition to the judicial review of the planning decision, two Town or Village Green applications for sections of the proposed busway were received from local residents in October 2009. These sought to register a section of the disused railway corridor and also a triangle of land adjacent to Tichborne Way in Gosport as Village Greens, thereby preventing the development of the busway from being implemented. Hampshire County Council's Regulatory Committee in February 2010 referred both applications to non-statutory public inquiry, the first of which took place in March and the second is due to commence in July 2010. The recommendations from these inquiries will be reported back to Hampshire County Council's Regulatory Committee later in the year for a final decision on registration.
10. Overall these various legal challenges and village green applications have served to delay the implementation of the scheme by at least eight months so far. The Homes and Communities Agency (HCA), who administer the CIF2 funding stream, have been kept informed of the position. Discussions are ongoing about any flexibility in the funding agreement or alternative arrangements that could be put in place to ensure that funding remains available for the completion of the Bus Rapid Transit Phase 1 scheme.
11. In January, the County Council secured a variation to the terms of the court injunction to allow preparatory work to be carried out on the corridor. This has involved the relocation of communications cables and the removal of the bridge over Palmerston Drive in Fareham. A five week closure of Palmerston Drive in June and July will result in the carriageway being widened with a new pavement built, on the site of the old bridge.

The Proposed Vision for the Wider South East Hampshire BRT

12. Before identifying priorities for action for the wider South East Hampshire BRT it is appropriate to identify an overriding vision and aims for the scheme. The proposed vision statement is:

“A high quality, bus rapid transit system as part of an integrated public transport network, which provides attractive, convenient and affordable services for existing and proposed communities in South East Hampshire. Services should be high frequency, offering reliable arrival and journey times. The Bus Rapid Transit proposals should be practical and achievable. This system will be pivotal in the delivery of the growth agenda for South Hampshire.”

13. The proposed aims for BRT are:
 - (i) to widen travel choices and provide an attractive alternative to the car;
 - (ii) to improve the public transport connections between key towns and destinations;
 - (iii) to provide sustainable connections to proposed major development sites;
 - (iv) to improve the public transport offer to better meet existing travel demands and to cater for future planned growth;
 - (v) to improve access by public transport to existing and proposed employment sites, education and health services facilities;
 - (vi) to support economic growth in the South Hampshire Sub Region;
 - (vii) to contribute towards meeting sustainability objectives, including air quality management and the mitigation of the effects of transport on climate change.

14. The key elements of BRT are envisaged as follows:
 - (i) BRT services will provide a rapid, high frequency service, operating within an integrated bus network comprising both BRT and local 'stopping' services;
 - (ii) there will be limited stops for BRT services providing opportunities for interchange between BRT and local bus services at key nodes. More frequent stops will be provided for local services;
 - (iii) high quality BRT bus stops with good interchange with rail and ferry services;
 - (v) infrastructure improvements on key corridors, including priority measures to improve access, journey times and reliability;
 - (vi) distinctive branding for the BRT services;
 - (vii) minimum quality thresholds for BRT vehicles, providing innovative designs and a high standard of comfort and facilities for passengers;
 - (viii) the development of integrated ticketing and real time information systems.

15. Implementation of the BRT proposals requires partnership working between the local authorities within Transport for South Hampshire, public transport operators, local community organisations, including the business community, and funding providers. This has already been successfully achieved in respect of BRT Phase 1 Fareham – Gosport as a precursor to developing proposals for the next phases of BRT that are deliverable within realistic timescales, making best use of available funding sources.

16. In summary there are two major objectives for the wider BRT system in South East Hampshire:

Objective 1 for BRT is to improve public transport connections between key towns and destinations in South East Hampshire, including Gosport, Fareham, Portsmouth, Waterlooville, Havant and Whiteley. Queen Alexandra Hospital as the main medical facility in this area of Hampshire is an important destination. In seeking to improve access between key towns and destinations there should be effective interchanges between public transport modes. Key interchange nodes include: Fareham Rail Station, Gosport Ferry Terminal, Portsmouth city centre and The Hard, Cosham Rail Station; and Havant Bus and Rail Stations. The role of Fareham Bus Station will be reviewed as part of the development of BRT. Queen Alexandra Hospital also has potential to act as an interchange.

17. Objective 2 for BRT is to provide attractive non-car access to major development sites, including North Fareham Strategic Development Area, West of Waterlooville Major Development Area, North Whiteley, Port Solent, Tipner and Horsea Island. Significant development is also proposed on the Gosport Waterfront, at HMS Daedalus and Dunsbury Hill Farm.

Policy Background

18. The development and implementation of the wider South East Hampshire BRT is consistent with current National, Regional and Local Policies. For ease of reference these are summarised in Appendix 2 attached to this report.
19. Several common themes emerge from these policy documents and these can be highlighted as follows:
- (i) integrate land use and transport planning;
 - (ii) support economic competitiveness;
 - (iii) address climate change/air quality issues;
 - (iv) improve the quality of life;
 - (v) increase the equality of opportunity, accessibility to employment and services;
 - (vi) encourage modal shift, widen travel choices, promote sustainable travel and efficient public transport; and
 - (vii) reduce the impact and effects of congestion.
20. Clearly the development of the South East Hampshire BRT will produce positive benefits consistent with all these major themes.

Agreement with the bus operators

21. A critical element in the success of Phase 1 and, ultimately, the wider network, is passenger acclaim of the high standards of reliability and

comfort, which will lead to a significant switch in travel habits away from the private car. With the construction of the busway being progressed by the local authority, the provision of high quality buses and operational standards is the responsibility of the bus operators. The majority of the bus services on the Fareham to Gosport corridor currently operate commercially, without the need for financial support from the local authority. This is not expected to change.

22. In recognising the commercial opportunity presented to the operators by the investment in the busway, and to ensure that a mechanism is created to achieve and maintain high standards of operation, discussions have been held with the South Hampshire Bus Operators Association (SHBOA). Arising from this, a Voluntary Partnership Agreement is being drafted jointly with SHBOA.
23. The legally-binding Voluntary Partnership Agreement will commit all parties to delivering the aspects of the service for which they have responsibility, to a high quality standard.
24. In concluding the Voluntary Partnership Agreement route, there were four options for the partners to consider in delivering an operational arrangement for the first phase of BRT:
 - (i) an informal Partnership Agreement;
 - (ii) legally-binding Voluntary Partnership Agreement;
 - (iii) Quality Partnership Scheme; and
 - (iv) Quality Contract Scheme.

Options for an Operational Agreement

25. The first option, involving constructing the dedicated busway and leaving operational matters entirely to the bus operators was not felt to be appropriate. Having invested approximately £20 million in BRT infrastructure, the County Council wishes to ensure the best chance of success.
26. The County Council could pursue the implementation of a statutory Quality Partnership Scheme (QPS) to cover the corridor. Under this arrangement the County Council would invest in BRT infrastructure and lay down conditions that operators would have to meet in order to operate buses along the corridor. A QPS could also cover maximum fares and set down service frequencies. Operators would be legally obliged to meet the County Council's conditions before being permitted entry to the busway. This is not an agreement. It was not appropriate to pursue this arrangement for BRT as the County Council and Transport for South Hampshire have already achieved significant improvements to bus services through the existing voluntary partnership approach with bus operators. Bus patronage on several bus corridors in South Hampshire has grown significantly as a result of this partnership working. Examples of good practice that have levered in significant

private sector investment to Hampshire's bus network include the A3 bus priority corridor, Havant bus station, the Solent Travelcard and the Quality Bus Partnerships covering a range of services, including those between Havant and Portsmouth City Centre. A QPS could be considered in future depending on the performance of the BRT network under a Voluntary Partnership Agreement and as the BRT network expands.

27. A Quality Contract Scheme involves replacing the existing deregulated bus market with a system of contracts, as exists in London. The County Council would specify the bus services that are to be provided and invite tenders to operate them. There are currently no Quality Contract schemes in England outside London. It was not felt appropriate to pursue this option due to the significant ongoing financial and staff resource implications of developing, implementing and managing a scheme of this nature. It could also have resulted in a lack of private sector investment in Hampshire's bus network.
28. The recommended option was to negotiate a legally-binding Voluntary Partnership Agreement with SHBOA that will encompass agreed standards of operation, provision of facilities and maintenance, backed up by a legal agreement for a period of five years. This option will strengthen the good levels of partnership working between the County Council and private sector bus operators and is likely to result in significant investment by bus operators in improved vehicles, more frequent services and improved customer service. The agreement will be arranged in such a way that will permit other parties to sign the Voluntary Partnership Agreement, for example the Borough Councils of Fareham and Gosport given their roles in bus shelter cleaning and maintenance and (in the case of Fareham Borough Council) the enforcement of Traffic Regulations.

South East Hampshire BRT Network and Transport Corridors

29. The BRT network, by connecting the main settlements and destinations, can be considered as a series of corridors that contribute to an integrated network as shown in Figure 1.

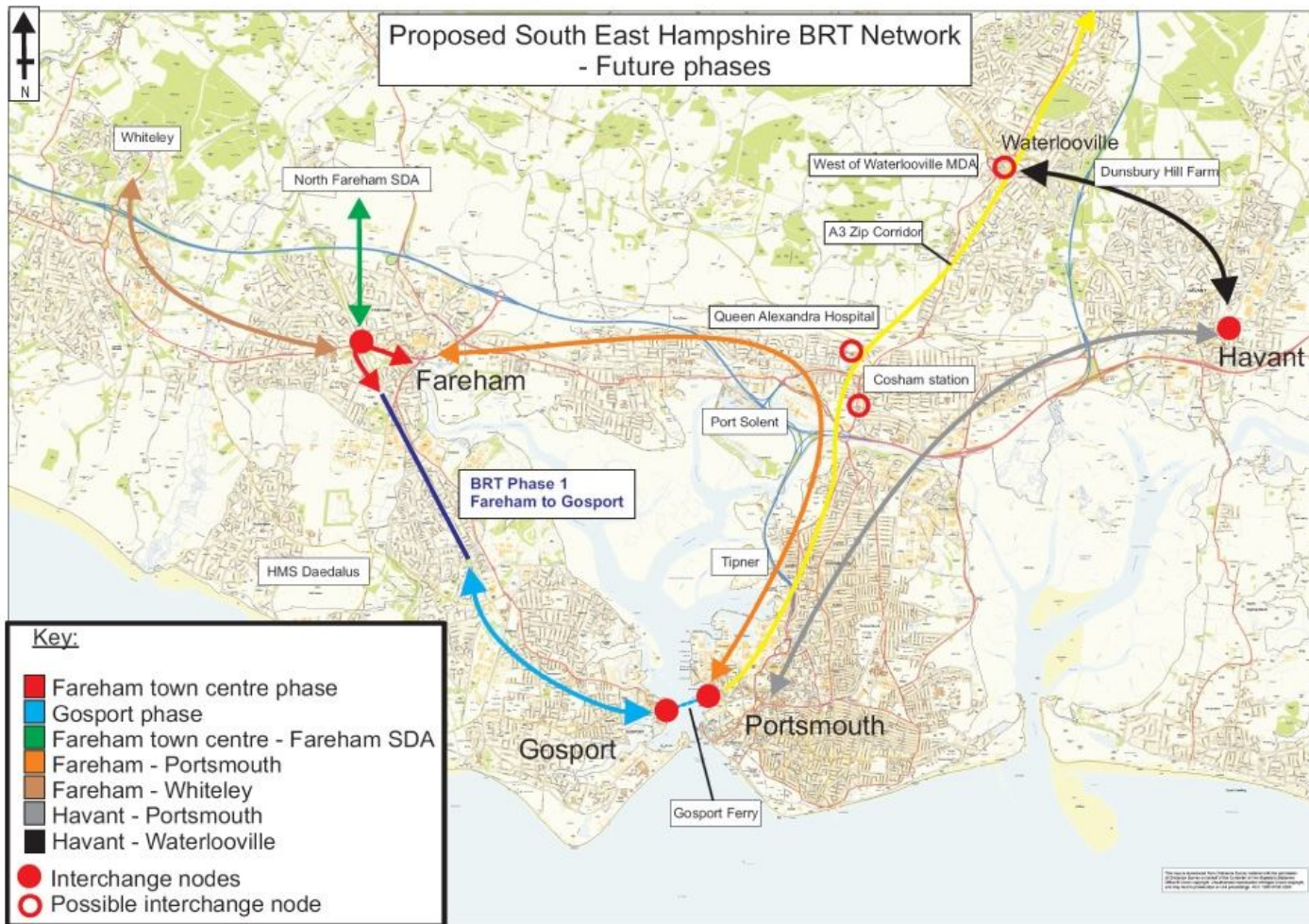


Figure 1

Future Development of the BRT Network

30. In moving forward to plan the network beyond Phase 1, a series of feasibility studies have been undertaken by consultants into options for further investment. This work has been divided into a series of corridors, each of which have different requirements. The majority of the remainder of the network would operate on-street, rather than enjoy the priority of a segregated busway. So, the value of this feasibility exercise has been to consider, and narrow down, the different approaches that need to be tackled in designing a wider network that will deliver the journey time benefits and reliability sought on Phase 1, while linking up the key development sites and destinations in South East Hampshire. The outcome of these corridor studies is summarised in Appendix 3.
31. Whilst funding sources have yet to be identified for the implementation of these future phases, it is important to gain clarity in preparing schemes that can take advantage of new funding opportunities as they may arise.
32. In view of the shortage of funds for public investment, there is a need to be flexible and agile in considering funding sources. It is not possible to progress with the design for all the BRT corridors at the same time and the implementation programme for the wider network will, therefore, need to be flexible.

Establishing Priorities

33. There are particular issues relating to transport access within the 'core area' of South East Hampshire, around Portsmouth Harbour and within Fareham Town Centre. This area is likely to act as a building block for the rest of the BRT network, which will emanate from this core. It will be important to consider this core as a high priority in order to provide a foundation for developing the rest of the network.

Fareham Town Centre and Fareham SDA

34. For Phase 1 to deliver journey time benefits, it is vital that improvements are made in accessing Fareham Town Centre in the short term. This will allow interchange with the rail station and links with Fareham bus station. Junction improvements at Redlands Lane/The Avenue, possibly involving Paxton Road for buses are being considered for implementation simultaneously with the introduction of Phase 1. In addition, a scheme is being progressed to provide priority for buses to avoid the afternoon queues that form in West Street towards the Station roundabout, with a view to early implementation.
35. In the longer term, as part of a vision for the Fareham Town Access Plan, some redefining of the local road hierarchy to remove through traffic from West Street could provide benefits to BRT and re-invigorate

Fareham's role as a retail centre. This work will need further investigation, traffic analysis and consultation.

36. The northern end of the old railway line between Redlands Lane and The Avenue has been assessed and is recommended for use, to take the pressure off the parallel road in due course. A number of options for reaching the rail station from this corridor have been tested, involving bridging The Avenue and at-grade junctions. As a result of this option testing, the optimum solution appears to be an at grade signal junction to provide access for BRT from the old railway formation onto the A27, serving the station by means of a stop under the existing bridge. Concepts for an improved bus/rail interchange in the station forecourt have yet to be determined, together with a review of the function and operation of the existing bus station.
37. The planned development at North Fareham SDA requires non-car links to be forged to the town centre and to Portsmouth, if traffic congestion is not to get out of hand. Whilst masterplanning of the SDA is yet to be undertaken, the consultants have suggested that routes offering a high frequency into Fareham and on to Portsmouth via the A27 through Portchester will need priority measures to avoid traffic queues. In addition, a high speed link from the SDA into Portsmouth, using the M27 motorway is suggested, although the potential for revenue is recognised to be more limited in the absence of intermediate stops.
38. Better bus/rail interchange provision, improved bus access to the town centre, plus high quality bus links and services to the proposed SDA all have strong potential to influence modal shift in favour of public transport.
39. Hence, it is concluded that the corridors between BRT Phase 1 at Redlands Lane and Fareham town centre, and the town centre to North Fareham SDA should be given a high priority in terms of scheme design and development and, subject to the availability of funding and the timescales for the SDA, a high priority for implementation.

Access into Portsmouth

40. The City of Portsmouth is a focus in South East Hampshire for travel to a wide range of employment areas, services and facilities. Improved access for bus services will be crucial to the efficient operation of BRT and interchange between BRT, rail and local bus services.
41. In the Portsmouth area, there are development proposals for Port Solent, Tipner and Horsea Island, which could provide the opportunity for a segregated, high speed, priority link for buses into the city within the M275 corridor and an alternative to the current bus routes through North End. The emerging role of BRT is being considered in the evolving development proposals for the Portsmouth Western Corridor.

42. Locations for bus priority measures along the A27 through Portchester have been identified for future design and implementation. These are at the Cams Hill approach to Delme Roundabout and between Port Solent and A3/A27 junction by the Marriott Hotel.
43. There is currently no direct public transport access from Gosport to the Queen Alexandra Hospital. An opportunity exists to improve access as part of the BRT proposal and there may be the potential for the hospital to act as an interchange between bus services, subject to the availability of a suitable site. These improvements would contribute to the development of both the Fareham – Portsmouth and the Waterlooville - Portsmouth BRT corridors.
44. Portsmouth City Council is engaged in discussions to progress the Port Solent, Horsea Island and Tipner development-related opportunities for improved BRT connections into Portsmouth and to review the issues of public transport access to Queen Alexandra Hospital.

Waterlooville and Havant to Portsmouth

45. The Zip Bus Priority corridor has enabled a significant step change in bus service provision along the A3 from Clanfield to Portsmouth. It is intended that the Zip brand and service will, ultimately, become part of the BRT family.
46. Dunsbury Hill Farm (Solent Gateway) is a proposed strategic employment site in Havant Borough, located close to the A3(M), but some distance from the A3 Zip corridor and interchange opportunities in Havant town centre. The consultants have identified a BRT route to link Dunsbury Hill Farm with West of Waterlooville MDA and also with Havant town centre and Broadmarsh. An upgrading of the existing Havant to Portsmouth quality partnership bus route to BRT standards will enhance the public transport offering in this part of the sub-region.

Gosport

47. The construction of BRT Phase 1 to Tichborne Way will improve bus access out of and into the built up area of Gosport. The planning permission for Phase 1 allows for the extension of the busway along the disused rail corridor to Military Road, which would build on and add value to the investment made in Phase 1.
48. Preliminary design work has been undertaken for Tichborne Way to Military Road and a planning condition of Phase 1 requires completion of landscaping design for the whole route. Detailed design of this remaining section has recently started and is aimed to be complete Spring 2011. This will assist in bringing forward the implementation of this section, once suitable funding opportunities arise.

49. Priority will be given to further design work on the extension of BRT Phase 1 to Military Road. The opportunity for on-road bus priority measures between Military Road and the Gosport Ferry Terminal will be addressed as a later phase of this work.

Future phases

50. **Fareham to Whiteley** - Segensworth and Whiteley are currently heavily dependent on access by car. As a future phase, BRT may provide an attractive alternative to the car for the existing communities and development at North Whiteley.
51. **Southampton and South West Hampshire** – Once the BRT system has become established as a viable and attractive alternative to the private car in South East Hampshire, the lessons learned will be used in addressing the challenges of congestion and growth in Southampton and south West Hampshire. However, it is not considered realistic to pursue the design of a network across the whole sub-region at this stage, because of the considerable uncertainties over funding.

Branding, Marketing and Promotion of the South East Hampshire BRT Network

52. Public and key stakeholder support for BRT is essential if it is to succeed and become a valued transport asset in South East Hampshire. It is important to effectively communicate the BRT vision, how it will serve the community and how it is being progressed. In this regard, a visualisation has been produced to demonstrate how the busway will work and it is planned to exhibit this around the local community.
53. In addition to publicity for BRT through the TfSH website, active promotion and public engagement will recommence once construction resumes, as soon as the current legal difficulties have been resolved.
54. A branding consultant has been engaged and a brand image will be steadily unrolled, as the scheme progresses towards introduction.

Financial Implications

55. In 2009/10, Revenue funding of £300,000 was committed to the BRT scheme in addition to the engineering work of Phase 1. This was made up of £100,000 from the TfSH budget, as part of the Major Scheme Development requirement, coupled with £200,000 from Hampshire County Council's Revenue Scheme Development fund.
56. This was disbursed on feasibility studies listed in Appendix 3 (£228,000) and on branding and communications (£34,000)

57. Financial provision has been established in the current financial year, which is mentioned in the separate budget report on the agenda. In 2010/11, this comprises funding of £200,000 from the TfSH revenue budget, coupled with £170,000 from Hampshire County Council's Scheme Development Revenue fund. This combined £370,000 will be committed to progressing the results of the feasibility studies towards a state of readiness for bidding for elements of the wider network, together with communications and marketing work.

Conclusions

58. A key element of the TfSH vision is the delivery of an integrated public transport system to meet future transport challenges and the need to accommodate the growth agenda for South Hampshire. The emphasis needs to be focussed on affordability and deliverability in order to bring forward realistic proposals, particularly in the current economic climate. BRT is consistent with this approach, providing a step change in bus service provision, offering faster services and improved reliability.
59. BRT will help to address many of the non-transport and transport issues faced in South East Hampshire. It is consistent with National, Regional and Local policies, meeting a wide range of objectives and goals including supporting economic growth, greater equality of opportunity, combating climate change, widening travel choices and improving quality of life.
60. There is now an established momentum for the development of the wider BRT network following the successes of securing funding and planning permission for Phase 1 Fareham – Gosport and the start of its construction. Conclusion of the injunction in the Court of Appeal and the Village Green applications, which have served to delay progress, is awaited. Feasibility studies have started to define the corridors that will make up the network across the wider area.
61. High priority will be given to developing proposals to link BRT Phase 1 at Redlands Lane and Fareham town centre; and the town centre to North Fareham SDA. These corridors will help to form the core of the network, for subsequent development. Opportunities to provide high quality bus access into Tipner and Portsmouth and to the proposed strategic employment site at Dunsbury Hill Farm will be progressed, together with further design work on the extension of Phase 1 to Gosport Town Centre.
62. The programme will be subject to the availability of funding and outcomes from further design work and engagement with key stakeholders. This indicative programme should therefore be seen as flexible and ready to respond to funding and implementation opportunities.

63. The development of the wider BRT network will be supported by marketing and promotion initiatives to gain public appreciation and support for the proposals.

Section 100 D - Local Government Act 1972 - background papers

The following documents disclose facts or matters on which this report, or an important part of it, is based and has been relied upon to a material extent in the preparation of this report.

NB the list excludes:

1. Published works.
2. Documents which disclose exempt or confidential information as defined in the Act.

| TITLE | LOCATION |
|--|---|
| Transport for South Hampshire “Towards Delivery” statement (April 2008) | Transport for South Hampshire website www.tfsh.org.uk |
| Technical Papers: BRT Moving Forward – The future development of the network (179) BRT Next Steps – Introduction to Wider BRT (180) Fareham Rail station link – Initial economic appraisal (181) Fareham Town Centre BRT priority – vision statement (182) North Fareham SDA – Preliminary assessment of BRT route options (183) A27 Fareham to Cosham pre- feasibility study (184) Cross Borough (Havant) – Prelim assessment of BRT route options (185) West Street roundabout improvements feasibility (186) BRT Phase 1 extension – Redlands Lane to the Gillies (187) | TfSH office, Winchester |

Key Issues and Problems

- The Hampshire Local Transport Plan 2006-2011 presents a review of the issues and challenges faced in South East Hampshire – both transport and non transport related. Key issues include economic underperformance, deprivation, accessibility to services, facilities and employment opportunities, integration, public transport image, past and future development and environmental impacts of transport.
- Economic underperformance – The South Hampshire area is identified in the South Hampshire Sub Regional Strategy (PUSH, 2004) as under-performing economically in a regional context. Over the last two decades, South Hampshire's economic growth rate was below the South East Region average. The Partnership for Urban South Hampshire (PUSH) strategy is to achieve higher rates of economic growth within South Hampshire over the next twenty years. This improvement in economic performance would reduce the gap in performance within the South East region as a whole and support economic regeneration of the area.
- Deprivation – Although considered relatively buoyant with a significant skilled labour supply, South Hampshire also contains pockets of high unemployment and deprivation. In particular, the coastal fringes, including Gosport, have been performing significantly below regional and national average levels, with regards to education, skills and training and quality of living environment.
- Accessibility – The focus is key services eg education, employment and social infrastructure. These problems have serious socio-economic implications, which can contribute towards comparatively higher levels of deprivation. For instance, the historic decline in defence related employment in Gosport, and the consequent reduction in local employment opportunities has meant that Gosport is characterised by significant levels of out-commuting, particularly to the Portsmouth and Southampton city areas, which contrasts with the average levels of containment across the south east Hampshire area. The poor accessibility of Gosport serves to discourage employers from locating in Gosport and the Borough has had difficulty in retaining its employment, with evidence that poor accessibility has contributed to businesses moving out of the area and some businesses choosing to locate further north within the peninsula. Queen Alexandra Hospital is a prime example of a key health facility to which the peninsula needs to have a high level of public transport accessibility.
- Integration – The development of a comprehensive public transport network in South East Hampshire is hindered in part by difficulties of interchange between modes and the geography of the area, including the Fareham Gosport peninsula. These difficulties of interchange and geography can create problems of connectivity between people and

activities. Providing a core bus based network and improving modal integration could assist in overcoming these issues of connectivity.

- Congestion – Severe peak period congestion problems on the local and strategic road network are an issue within some corridors and at some major junctions. Access between Fareham town centre and Gosport is primarily along the A32. This road is mostly single carriageway and extremely congested at peak times, in particular at the A32/B3385 (Newgate Lane) junction and Quay Street Roundabout. Delays also occur for example within Fareham town centre, on the A27 corridor and in North End, Portsea Island.
- Public Transport Image – Public transport in the area is currently not a sufficiently attractive alternative to the private car for the majority of the local population. Infrastructure and vehicles are perceived as poor quality, through ticketing is limited despite a number of interchanges being necessary and bus services are invariably affected by serious congestion at peak periods. It is important to offer an attractive alternative to travelling by private car as this will promote a positive image of public transport and encourage people to make a modal switch, ultimately helping to relieve some of the congestion on the roads.
- Land Use Legacy – Gosport has a long and continuing association with the Armed Forces. The Ministry of Defence has significant landholdings which, despite recent releases, still amount to over one quarter of the Borough's land area. The Ministry of Defence, through Defence Estates, continues to undertake significant reviews of its establishment, and this has led to the disposal of significant areas of operational land for development. Particular emphasis is placed on the creation of additional employment and residential development within the Borough in order to make the most effective use of brown field land and create a more sustainable pattern of development. However, currently residential development is outweighing employment opportunities and therefore a large level of out-commuting from Gosport is occurring, as people travel for employment opportunities.
- Future strategic housing and employment site developments – There is a need for an integrated land use-transport strategy to improve overall connectivity, integration and the attractiveness of public transport in South East Hampshire. The location of development sites is a key influence on how and when people travel and their destinations. Thus reducing the overall need to travel is a central part of such developments. The Major Development Area at Waterlooville and the Strategic Development Area (SDA) at North Fareham are examples of the importance of integrating land use planning decisions and transport strategies. Large scale developments need to benefit from the application of smarter choice initiatives, with a strong emphasis on public transport access, walking and cycling within the development

sites and to the adjacent urban areas and effective transport interchanges.

- Environmental impact of transport – The dominance of car travel affects the environmental quality of the area. This is largely the legacy of the dispersed land uses, increasing car ownerships and an historic 'predict and provide' ethos of road provision (primarily the M27 motorway), enabling longer journeys to work, during the latter part of the twentieth century, all of which are mutually reinforcing.
- Air Quality – Two Air Quality Management Areas (AQMAs) have been designated in Fareham Borough – along the Gosport Road and Portland Street. Following the declaration of these AQMAs, an Air Quality Action Plan (AQAP) has been developed to improve air quality in the AQMAs with an associated timescale. The AQAP include improvement actions such as, to provide a bus/rail interchange facility at Fareham railway station; to provide real time bus information at bus stops; and the promotion of public transport.
- Noise – is recognised as an issue of increasing local concern. Ambient or environmental noise is unwanted or harmful outdoor sound created by human activities, including noise emitted by transport. The problem of ambient noise is of concern to Hampshire County Council, as it implements its transport strategy. The particular problems are those associated with noise generated by vehicle engines or vibration on the road surfaces, particularly at night. Therefore the public transport network, including BRT, should seek to contribute towards beneficial reductions in noise.

National Policy Documents

The Department for Transport (DfT) document ‘**Delivering a Sustainable Transport System**’ (DaSTS), published in 2008, puts forward a set of broad policy goals as a new approach to strategic transport planning. These goals are:

- To **support** national **economic** competitiveness and **growth**, by delivering reliable and efficient transport networks
- To reduce transport’s emissions of carbon dioxide and other greenhouse gases, with the desired outcome of **tackling climate change**
- To **contribute to better safety security and health** and longer life-expectancy by reducing the risk of death, injury or illness arising from transport and by promoting travel modes that are beneficial to health
- To **promote** greater **equality of opportunity** for all citizens, with the desired outcome of achieving a fairer society;
- To **improve quality of life** for transport users and non-transport users, and to promote a **healthy natural environment**.

Regional Policy Documents

At the regional level, the core objectives of the South East Plan (May 2009) are to balance continuing economic and housing growth with rising standards of environmental management and reduced levels of social exclusion and natural resource consumption. The Plan’s vision for 2026 is for a healthier region, a more sustainable pattern of development and a dynamic and robust economy, the benefits of which are more widely shared. Key objectives within the Regional Transport Strategy are to:

- facilitate urban renaissance and foster social inclusion by rebalancing the structure and use of the transport system and bringing forward measures that encourage modal shift and significantly improve the attractiveness of local public transport services;
- reduce the wider environmental, health and community impacts associated with the transport system by bringing forward measures to positively manage the transport system in ways that reduce our dependence on the private car;
- improve links along the south coast to improve spatial connectivity and realise economic opportunities to reduce disparities within the region.

Local Policy Documents

At the local level, the *Local Transport Plan 2006-2011* objectives and policies are closely aligned with the Governments shared objectives. The LTP objectives are to:

- Increase accessibility to services;
- Promote safety;
- Reduce the impact and effect of congestion;
- Widen travel choice;
- Contribute towards improvements in air quality;
- Support wider quality of life objectives;
- Encourage value for money and efficiency asset management.

Transport for South Hampshire (TfSH), the transport delivery agency for the south Hampshire sub region, includes the following objectives in its *Towards Delivery statement (2008)*:

- The development and delivery of sub-regional transport policies, interventions and systems;
- Support for the economic competitiveness of the South Hampshire sub-region;
- Meeting the sub-region's future transport needs in the most sustainable way;
- Supporting a good quality of life both now and in the future;
- Pursuing and securing funding for scheme delivery.

The *Fareham Borough Local Plan (2000)* has the following transport related objectives relevant to BRT:

- (a) to encourage development in locations which provide opportunities to reduce the need to travel and for less reliance on the private motor car;
- (b) to provide the opportunity to improve and increase the use of public transport, cycle and pedestrian travel;
- (c) to complement transportation strategies by encouraging development in locations which are likely to encourage the increased use of bus, rail, cycle and pedestrian travel;
- (d) to encourage and support the South Hampshire Rapid Transit scheme to serve the Borough;
- (e) to locate major travel generating uses close to public transport routes.

The *Local Development Plan Core Strategy* document is scheduled to be adopted in October 2010.

The *Gosport Borough Local Plan Review (2006)* has the following transport related objectives relevant to BRT:

- integrate land use planning decisions with transport planning;

- locate new development to reduce the need to travel and the length of journeys;
- ensure that new development is accessible by a range of modes of transport;
- encourage the enhancement of a convenient and efficient public transport system for the benefit of all members of the community and hence reduce the dependence on the private car; and
- promote the development of transport systems which take full account of sustainable development principles in their design and operation.

The *Local Development Plan Core Strategy* is programmed for adoption in October 2011.

The *Havant Borough Pre-submission Core Strategy* was published in March 2010 and includes requirements that development will be permitted that:

- is consistent with the Reduce, Manage and Invest principles;
- promotes better use of existing transport networks;
- maintains or improves the range of transport modes, with specific emphasis on public transport, especially high quality/frequency buses.

The *City of Portsmouth Adopted Local Plan (2006)* has the following transport related objectives relevant to BRT:

- to reduce adverse traffic impacts;
- to minimise pollution and to safeguard public health and safety;
- to reduce energy use, promote the use of alternative renewable energy resources and increase energy efficiency.

The *Draft Core Strategy for the Portsmouth Local Development Framework (2008)* has the following transport related objectives relevant to BRT:

- reduce our carbon footprint and decrease CO2 emissions;
- work with service providers to improve accessibility to services and facilities by public transport, cycling and walking;
- reduce peak time congestion in the city by implementing park and ride schemes, car clubs, increasing cycling and walking levels, improving public transport and focusing development in areas easily accessed by the non car modes and/or in existing centres;

South East Hampshire BRT Network and Transport Corridors

Wider BRT study outcomes:

The wider BRT network for South East Hampshire has been divided into eight sections for the purposes of feasibility study. These studies have now been concluded and technical papers have been produced, which refine the options available, to help move forward the extension of the network. Key findings for each study are outlined below:

1. Fareham Rail Station BRT link – Of the nine possible options for providing a link from the northern end of the former rail corridor to Fareham rail station, six were considered worthy of a detailed appraisal in engineering and environmental terms. Of these, three offered a positive economic appraisal. The preferred route option, with a Benefit:Cost ratio of 1.5:1, makes use of the disused railway corridor north of Redlands Lane to culminate in a three arm signal junction with The Avenue (west of the railway bridge). The bus/rail interchange, under this option, would take place on The Avenue, rather than within the station forecourt.
2. Fareham Town Centre BRT Vision – A vision has been prepared, which illustrates the key role that the BRT can play in penetrating Fareham town centre, but which requires an integrated approach to movement in and around the town and alterations to the local road and parking hierarchy. This needs to be developed in close conjunction with the Borough Council as part of the Town Access Plan. This work has the opportunity to improve the viability and attractiveness of the town.
3. North Fareham SDA BRT – Six options were investigated for BRT to connect North Fareham SDA to the rail station, the town centre and Portsmouth. Three favoured options are:
 - (i) access to Fareham station and town centre to be served by a route via Park Lane and West Street with priority measures. Access to Portsmouth, two routes:
 - (a) a route serving A27 through Portchester by way of either Port Solent, Horsea Island and Tipner, or QA Hospital, at high frequency (every 10 minutes), with good passenger potential intermediately, but slow journey time;
 - (b) an all day high speed service via the M27 motorway, with limited patronage potential en route, but a faster journey time.

The access arrangements from the SDA itself need to be examined afresh, in the light of recommendations emerging from the M27 Corridor

study, which considers access via Wickham Road and M27 Jn 10 as an option for all traffic.

4. A27 BRT Corridor Measures – There is considered to be a need and opportunity for bus priority measures only at:
 - The Cams Hill approach to Delme Roundabout;
 - Between Port Solent and A3/A27 junction by the Marriott Hotel;
 - Improved bus interchange at Portchester Precinct;
 -Total cost estimated at £600,000
5. Cross Havant BRT link – two route options recommended:
 - Link West of Waterlooville MDA and Dunsbury Hill Farm with Havant town centre and Broadmarsh (10 minute frequency).
 - Link Havant with QA Hospital and Portsmouth City Centre (10 minute frequency).
6. BRT Phase 1 to Gosport – The southerly extension (Phase 1B) for Tichborne Way – Military Road is already under design. Measures necessary to offer priority for BRT on the highway extension to Gosport waterfront will be investigated at a later stage.
7. BRT on-highway measures in Fareham to support Phase 1 – Delay reducing measures have been considered for West Street roundabout, in advance of the more radical review of traffic conditions within Fareham, covered by the Vision in 2 above. Five possible measures to provide priority at this key roundabout were examined. The preferred option envisages a 200m westbound bus lane on West Street, partial signalisation of the roundabout, Selective Vehicle Detection and the relocation of one bus stop closer to the rail station. These are recommended to be designed and implemented quickly, to complement and assist the operation of BRT, upon the introduction of Phase 1.

Total cost estimated at £500,000
8. The Gillies scoping study – An Engineering Consultancy study of the alignment and structures on the northern section of the old railway line between Redlands Lane and the approach to Fareham Railway Station. The embankment north of Phase 1 is sound in engineering terms, but the two bridges need reconstructing to allow the bus way to continue north. There are some ecology issues on this section to be taken into account.

Total cost estimated at £9 million.

Further work:

Waterlooville to Portsmouth – This corridor already benefits from the Zip bus services on the A3, which are planned to fall within the BRT brand.

Improved access to Queen Alexandra Hospital, or opportunities for an interchange, will be assessed in detail. This corridor could incorporate access into the Waterlooville Major Development Area and to development at Port Solent and Tipner.

Fareham to Whiteley, and Southampton and South West Hampshire – Following the success of BRT in South East Hampshire, there is scope to extend the benefits of BRT to a wider area of the sub-region in the future, dependent upon funding becoming available.