

HAMPSHIRE COUNTY COUNCIL**Decision Report**

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| Decision Maker: | Executive Member for Economy, Transport and Environment |
| Date: | 7 October 2013 |
| Title: | Project Appraisal: Yew Tree Drive Bus Gate Opening Trial and Mitigation Measures in Burridge, Swanwick, Park Gate and Whiteley |
| Reference: | 5181 |
| Report From: | Director of Economy, Transport and Environment |

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1. Executive Summary

1.1. The purpose of this paper is to seek approval for the opening of the Yew Tree Drive bus gate to allow a 3 month assessment to be carried out; and to fund and construct mitigation measures in the local surrounding areas including Burridge, Swanwick, Park Gate and Whiteley, in response to the opening.

1.2. The Highways Agency is currently scheduled to complete its essential maintenance work to the bridge piers on the M27 in the vicinity of Junction 9 in January 2014. Hampshire County Council will be undertaking a formal trial opening of the Yew Tree Drive bus gate that will follow on from the completion of the Highways Agency's work on the M27.

1.3. A feasibility report was done to assess a range of possible measures to facilitate the formal trial bus gate opening and mitigate the concerns raised by residents during the consultation. These included

- Speed cushions on Yew Tree Drive.
- A toucan crossing at an existing crossing place on Yew Tree Drive, near Gull Coppice,
- Heavy goods vehicle ban on Yew Tree Drive
- Additional lining on Swanwick Lane
- Pedestrian refuge island on the western end of Swanwick Lane
- Pedestrian refuge island on Botley Road near Rookery Avenue

- Uncontrolled crossing on Botley Road to the north of Station Road .
- Uncontrolled crossing on Botley Road near Beacon Bottom.
- Relocation of bus stops on Yew Tree Drive near Gull Coppice
- Sweethills Crescent signalised pedestrian crossing
- Introduction of a 20mph speed limit on part of Yew Tree Drive
- New controlled crossing on Yew Tree Drive near Sweethills Crescent.
- Traffic calming scheme – Curbridge Village and a nearby junction.
- Reclassification of A3051 Botley Road
- Traffic calming build outs on Botley Road North

1.4. Alternative Options

As detailed above, the feasibility report considered a number of different options, some of which needed further justification before they could be implemented. If, following the trial, the bus gate is opened permanently and there is sufficient justification for further mitigation, the options listed below may be scheduled for delivery.

- New controlled crossing on Yew Tree Drive near Sweethills Crescent.
- Traffic calming scheme – Curbridge Village and a nearby junction.

Two options investigated in the feasibility report were found not to be viable:

- Traffic calming build outs on Botley Road North.
- Reclassification of Botley Road A3051, downgrading from an A-class road.

2. Background

2.1. There is a bus link with a bus gate on Yew Tree Drive in Whiteley that stops general traffic from travelling between Botley Road and Whiteley via Yew Tree Drive. It is used by service bus route 28 from Fareham to Locks Heath and several works and school buses. Emergency vehicles can also use the bus gate.

2.2. Fareham Borough Council's saved policy T9: Access to Whiteley from the Local Plan Review (2000) remains current and states:

- (a) Road connections from Whiteley to Botley Road for general traffic will not be permitted until Whiteley Way is complete between Junction 9 on the M27 and the A3051 north of Curbridge.
- (b) Bus only access from Botley Road to Yew Tree Drive and/or Rookery Avenue will be permitted provided that it can be demonstrated to be safe and that satisfactory arrangements can be made to exclude other vehicular traffic.

2.3. Also there is a condition attached to the planning permission for the construction of the roundabout at the junction of Yew Tree Drive and Botley Road and bus link on Yew Tree Drive. Condition 2 of Planning Permission P/05/1533/FP – Construction of Roundabout and Yew Tree Drive Link Road (Bus only Access) – 23 December 2005 states:

No development shall take place until details of the bus gate, including bus control measures, have been submitted to and approved by the Local Planning Authority in writing. The approved bus control measures shall be constructed before the bus link is first brought into use and shall be retained at all times. The link road shall be subsequently used by buses and emergency vehicles only unless otherwise agreed in writing by the Local Planning Authority following the submission of a planning application made for that purpose. Reason: In order to secure controlled use of the public highway in accordance with policies T5, T6 and T9 of the Fareham Borough Council Local Plan Review.

2.4. The County Council receives regular enquiries from local residents about the possibility of opening the bus gate to all traffic. Whiteley Parish Council is strongly in favour of the opening but other residents in the area would like to see it remain closed. In 2010 a consultation was coordinated by Hampshire County Council where residents were asked whether they wanted the bus gate opened to all traffic. As expected the results were split and no further action was taken at the time.

2.5. The bus link was opened to general traffic temporarily for three weeks in July 2012 to mitigate the effects of road works being undertaken on Parkway close to the National Air Traffic Services HQ which affected traffic flows on Whiteley Way. During this time further traffic surveys were carried out on several roads and the results compared with the results of similar surveys carried out in May 2012 when the bus gate was in operation.

2.6. The results showed that 520 vehicles used the bus gate in the AM peak period and a total of 3500 vehicles over a 12 hour period. There were 80 more vehicles in the AM peak period on Yew Tree Drive (between its junctions with Rookery Ave and Sweethills Crescent) and 400 more vehicles over a 12 hour period. There was an increase in traffic flows of 20% on Botley Road north of the bus link junction and a 19% increase on Botley Road south of the junction in the AM peak period, with 18% and 20% increases respectively over a 12 hour period. Traffic on Swanwick Lane increased by about 7% over the 12 hour period. There was a reduction in traffic flows of

13% in the AM peak period on Whiteley Way corresponding to an 11% reduction over the 12 hour period.

- 2.7. Whilst the above figures give a guide to the likely impact of the proposed trial on traffic flows, there are a number of factors that may have affected the survey. The road works on Parkway affected traffic movements in the area and the proximity to the school holiday period may have had some effect, whilst not everyone who drives to and from Whiteley may have been aware of the opening as it was not widely advertised. Consequently the results may not fully represent the situation that would prevail if the bus link were open to general traffic permanently. Nevertheless the modelling and survey work shows that there is an impact on surrounding roads. Strategic re-routing was not as prevalent as the re-routing of local traffic during the trial but there is concern that this may increase over time.
- 2.8. Given the continued pressure from Whiteley residents to consider opening the bus gate to all traffic, a 3 month trial opening of the bus link to general traffic (excluding Heavy Goods Vehicles) is planned which will allow further exploration of the implications of such an opening on the surrounding road network.
- 2.9. In order to facilitate the opening of the bus gate, the County Council submitted a planning application to Fareham Borough Council "To enable a trial opening of the bus gate for one year from date of decision so the effects of the bus gate opening to all traffic (with the exception of Heavy Goods Vehicles) can be monitored by Hampshire County Council as Highway Authority (variation of Condition 2 P/05/1533/FP): Details pursuant – Condition 4 (Mitigation Measures)". The planning application was approved by Fareham's Planning Committee on the 11 September 2013. The necessary mitigation measures include measures such as restricting Heavy Goods Vehicles, traffic calming and pedestrian crossings focussing on Yew Tree Drive, Botley Road and Swanwick Lane and are detailed in section 5 of this report.

3. Finance

| 3.1 | <u>Estimates</u> | <u>£'000</u> | <u>% of total</u> | <u>Funds Available</u> | <u>£'000</u> |
|-----|------------------|--------------|-------------------|------------------------|--------------|
| | Design Fee | 38.1 | 13.4 | S106 Contributions | 287 |
| | Client Fee | 5.5 | 1.9 | | |
| | Supervision | 9.0 | 3.2 | | |
| | Construction | 232.0 | 81.5 | | |
| | Land | 0 | 0 | | |
| | Total | <u>284.6</u> | <u>100</u> | Total | <u>287</u> |

| 3.2 <u>Revenue Implications</u> | <u>£'000</u> | <u>% Variation to Committee's budget</u> |
|-------------------------------------|--------------|--|
| Net increase in current expenditure | 23 | 0.021 |
| Capital Charge | 23 | 0.015 |
| Total Expenditure | <u>46</u> | <u>0.036</u> |

4. Programme

- 4.1. The planned construction period is from 25/11/13 until 31/1/14, although this will be subject to the successful tendering and award of the project and agreement of a programme with the successful contractor.
- 4.2. During the trial opening a number of surveys and counts will be undertaken to determine the impact of the bus gate opening on the surrounding area. These will include measuring such things as traffic flows, speeds, accident numbers, air quality, noise, and impacts on bus services. Previous surveys have been carried out to provide base data against which to assess these follow up surveys. This includes traffic data collection by Hampshire County Council and noise surveys on Yew Tree Drive by Fareham Borough Council. Comments received regarding the experimental Traffic Regulation Orders (TRO's) will also be collated.
- 4.3. Following the completion of the trial the bus gate will remain open while the surveys that have been carried out are analysed and assessed. The results of this assessment together the comments received regarding the experimental TRO's will be subject to a further Decision Day report to the Executive Member in order for a decision to be made on whether the bus gate should remain open or be closed again.

5. Scheme Details

- 5.1. The scheme will include the measures listed below.
- Speed cushions on Yew Tree Drive, with dragons teeth on the verge to denote their location for snowplough drivers. This is the most appropriate type of traffic calming for the road type and usage.
 - Speed cushions on the currently un-calmed arm of Sweethills Crescent. This will complement the existing speed cushions already in place along Sweethills Crescent.
 - A toucan crossing at an existing crossing place on Yew Tree Drive, near Gull Coppice, which will replace the school crossing patrol in this location. This will ensure a crossing facility is available all day and not just at school times.

- Heavy goods vehicle experimental ban - creation of a vehicle weight restriction, for all vehicles exceeding 7.5 tonnes on Yew Tree Drive between its junctions with Botley Road and Clydesdale Road (the Yew Tree Drive Bus Gate). The TRO will ban all HGVs movements through the bus gate even for access. This restriction will be experimental and monitored as part of the trial
- Heavy goods vehicle experimental ban - creation of a vehicle weight restriction, accept for access, for all vehicles exceeding 7.5 tonnes on Yew Tree Drive between its junctions with Rookery Avenue and Clydesdale Road. The TRO will allow for HGVs in excess of 7.5 tonnes to access Yew Tree Drive to serve residential areas etc but will not allow Yew Tree Drive to be used as a through route. Access to Yew Tree Drive will only be allowed however via Rookery Avenue. This restriction will be experimental and monitored as part of the trial.
- The introduction of carriageway edge lines along Swanwick Lane between Angler's Way and Botley Road. Additionally centre lines will be removed, with the exception of the markings showing the turning lane onto Sopwith Way.
- Pedestrian refuge island on the western end of Swanwick Lane at the eastern end of the lay-by near to the playground. This will provide a safer and more convenient pedestrian crossing for people wishing to access the recreational facilities and provide a traffic calming effect.
- Pedestrian refuge island on Botley Road midway between Rookery Avenue and Calabrese. This will provide a safer and more convenient pedestrian crossing and provide a traffic calming effect.
- Uncontrolled crossing on Botley Road to the north of Station Road - measures include new dropped kerbs, tactile paving, reflective bollards and a coloured road surfacing strip, designed to highlight the crossing point.
- Uncontrolled crossing on Botley Road near Beacon Bottom- measures include new dropped kerbs, tactile paving, reflective bollards and a coloured road surfacing strip, designed to highlight the crossing point.
- Relocation of bus stops on Yew Tree Drive near Gull Coppice – relocation of the bus stop to the east of Sweethills Crescent to improve visibility of on coming vehicles for pedestrians wishing to cross Yew Tree Drive; relocation of bus stop east of the Gull Coppice entrance to allow waiting buses to be clear of the informal crossing point.
- Permanent 20mph speed limit on Yew Tree Drive limit, from the small build outs west of Gull Coppice to the current location of the crossing patrol signs and red surfacing east of the new crossing. This will complement the speed cushions proposed along Yew Tree Drive to ensure vehicle speeds are reduced especially in the vicinity of the school.

- Investigation and implementation of parking restrictions on Yew Tree Drive/Clydesdale Road by Fareham Borough Council under the Traffic Management Agency Agreement.
- Experimental revocation of the existing bus gate order.

6. Departures from Standards

6.1. None.

7. Community Engagement

- 7.1. Public consultation was carried out in January and February 2013. Local businesses and residents were informed of the traffic survey data from the July 2012 opening and were asked to fill out a questionnaire to share their views on the scheme. Surveys were sent to 5228 properties in Whiteley (4712 to residents and 516 to businesses). A total of 2664 responses were received by post and on line. The first question was "Would you support a six month trial opening of the bus gate at Yew Tree Drive?". 83% of respondents answered yes to this question, while 14% answered no and 2% did not answer the question. The full results of the consultation can be found on the County Council web site at <http://www3.hants.gov.uk/transport-schemes-index/whiteley.htm>
- 7.2. While the consultation results indicate that the majority of residents supported the bus gate opening, they also identified that residents also remained concerned about the speed of traffic along Yew Tree Drive and the presence of heavy goods vehicles; the mitigation measures are a response to these concerns.
- 7.3. Councillor Woodward and Councillor Stallard have both been informed of the scheme and are supportive of it.

8. Statutory Procedures

- 8.1. The new toucan crossing on Yew Tree Drive has been advertised and no adverse comments were received.
- 8.2. An experimental traffic regulation order is required for the Heavy Goods Vehicle ban on Yew Tree Drive.
- 8.3. A traffic regulation order is required for the change of speed limit, to 20mph, on Yew Tree Drive; from the small build outs west of Gull Coppice to the current location of the crossing patrol signs and red surfacing east of the new crossing.
- 8.4. The installation of speed cushions carries a statutory requirement for public consultation. The cushions must be advertised for 21 days and any comments received must be considered before installation.

8.5. Planning permission has been granted by Fareham Borough Council which allows for the opening of the bus gate for up to 12 months.

9. Land Requirements

9.1. None.

10. Maintenance Implications

10.1. The scheme will involve an increase in maintenance due to the new toucan crossing, two pedestrian refuge islands and speed cushions.

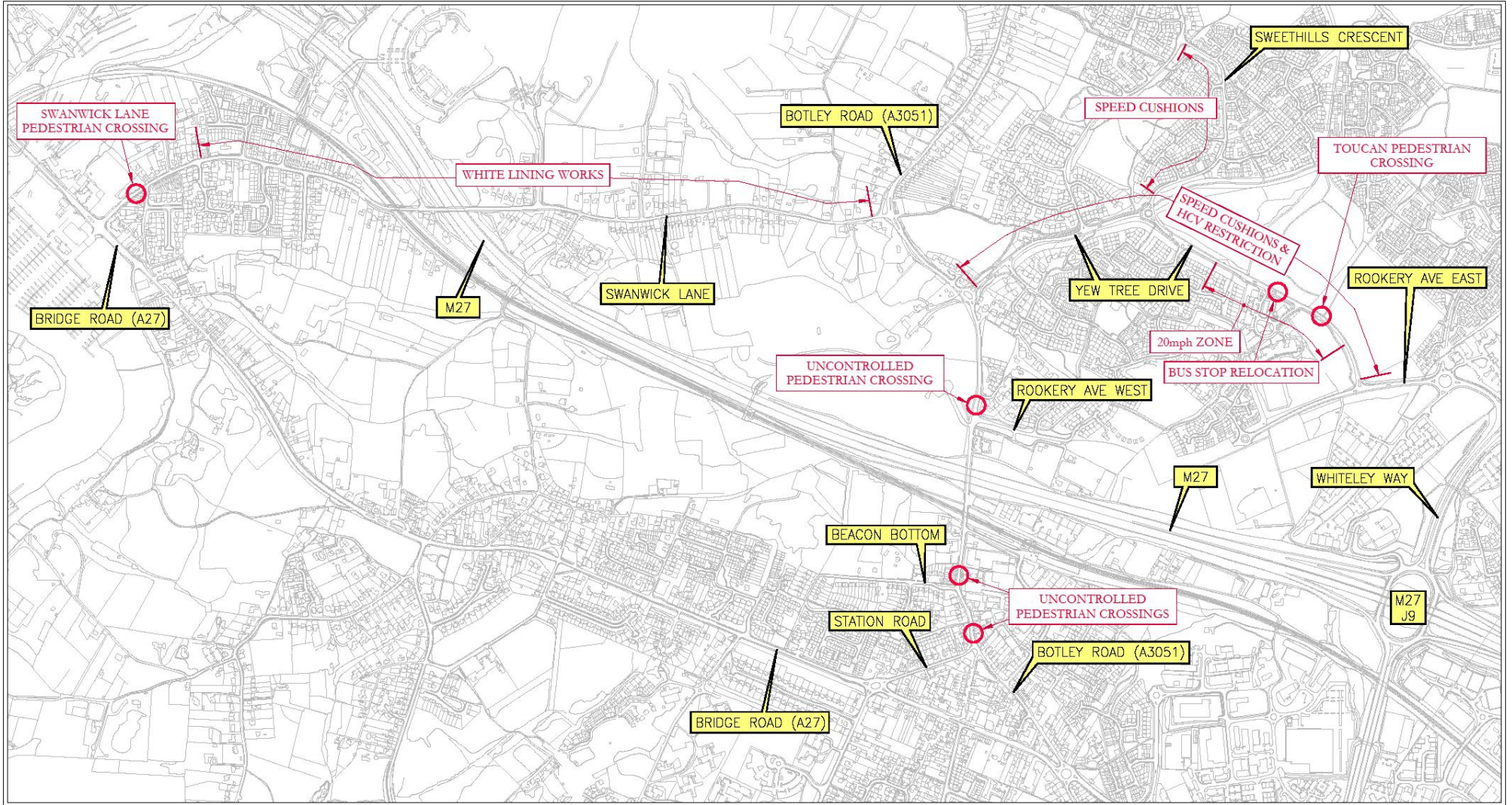
11. Recommendations

11.1. That the Yew Tree Drive bus gate be opened on a trial basis to allow a three month assessment of traffic impacts to be carried out.

11.2. That measures to mitigate the effect of the trial opening of the Yew Tree Drive bus gate be constructed in Burridge, Swanwick, Park Gate and Whiteley, primarily along Yew Tree Drive, Sweethills Crescent, Botley Road and Swanwick Lane. The measures are to be delivered at a cost of £284,609.52, to be funded from developers' contributions.



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LOCATIONS OF WORKS WITHIN THE SCHEME. REFER TO INDIVIDUAL DRAWINGS FOR FURTHER DETAILS.

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| REV. | AMENDMENT | DATE | DRAWN | CHKD | APPD |
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STRATEGIC TRANSPORT
ECONOMY, TRANSPORT & ENVIRONMENT
HAMPSHIRE COUNTY COUNCIL

CONSULTANT

STUART JARVIS BSc DTP FCHT MRPE DIRECTOR OF ECONOMY, TRANSPORT & ENVIRONMENT

| DRAWN | SCHEME |
|----------------------|---|
| WHW | YEW TREE DRIVE, WHITELEY BUS GATE TRIAL OPENING MITIGATION MEASURES |
| CHKD | JG |
| APPD | IH |
| DRW No. C.1007900.01 | DATE July 2013 |
| SCALE @ A1 | SHEET No. - |
| 1:5000 | |

| DRAWING TITLE | REV |
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| LOCATION PLAN | T11 |
| ISS DATE 30/July/2013 at 2:10pm | |
| DRG No. EC/CJ007900/100 | |

EC/007900/100 Location Plan.dwg

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 Corporate Strategy**

| | |
|--|-----|
| Hampshire safer and more secure for all: | Yes |
| Corporate Improvement plan link number (if appropriate): | |
| Maximising well-being: | Yes |
| Corporate Improvement plan link number (if appropriate): | |
| Enhancing our quality of place: | Yes |
| Corporate Improvement plan link number (if appropriate): | |

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. Equalities Impact Assessment:

- 1.1 The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. The website contains a summary [assessment of the impacts](#) on developing Hampshire's highway network and transport systems.
- 1.2 It is considered that the issues covered by this report will not have impacts requiring further specific actions by the Council above those already established in its existing policies and working procedures.

2. Impact on Crime and Disorder:

- 2.1. The scheme is not expected to have any significant impact on crime and disorder.

3. Climate Change:

- 3.1. *How does what is being proposed impact on our carbon footprint / energy consumption?*
- 3.2. *How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?*

Opening the bus gate will provide a more direct route for many car journeys in and out of Whiteley. Reducing the distance people have to travel in their car means less pollution and consumption of fuel. Upgrading the crossing facilities in the area makes it safer for pedestrians and therefore encourages more people to walk.