

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member – Environment and Transport
Date:	24 July 2012
Title:	South East Hampshire Eclipse Bus Rapid Transit Future Phases
Reference:	4103
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

- 1.1. Within the context of the emerging TfSH Implementation Plan to 2026, this paper identifies a strategy for and seeks approval to further develop, fund and deliver the future phases of the South East Hampshire Eclipse Bus Rapid Transit, both building upon and adding value to the successful completion of Phase 1 in Gosport and Fareham.
- 1.2. The paper briefly summarises the Atkins South East Hampshire Eclipse Bus Rapid Transit Future Phase Study and Funding and Delivery Strategy (Atkins Study) and highlights next steps.
- 1.3. The paper makes reference to the recent recommendations from the Environment and Transportation Select Committee of the County Council on 12 June 2012 in relation to the A3 ZIP Bus priority Corridor Review.
- 1.4. The paper also considers the formalisation of partnership mechanisms with Portsmouth City Council necessary to deliver the scheme.

2. Contextual information

- 2.1 The Eclipse is included as a key proposal within the emerging multi-modal Transport Implementation Plan being developed for South Hampshire and the Isle of Wight by Transport for South Hampshire (TfSH). The plan will cover the period to 2026 and is being developed using a robust evidence base that is consistent with Department for Transport appraisal criteria. The Implementation Plan includes a prioritised list of schemes required to inform decisions made by the proposed Local Transport Bodies, which will be

established for each Local Enterprise Partnership (LEP) area, and be responsible for the distribution of a devolved major transport schemes funding pot. The TfSH Transport Implementation Plan will be published in January 2013.

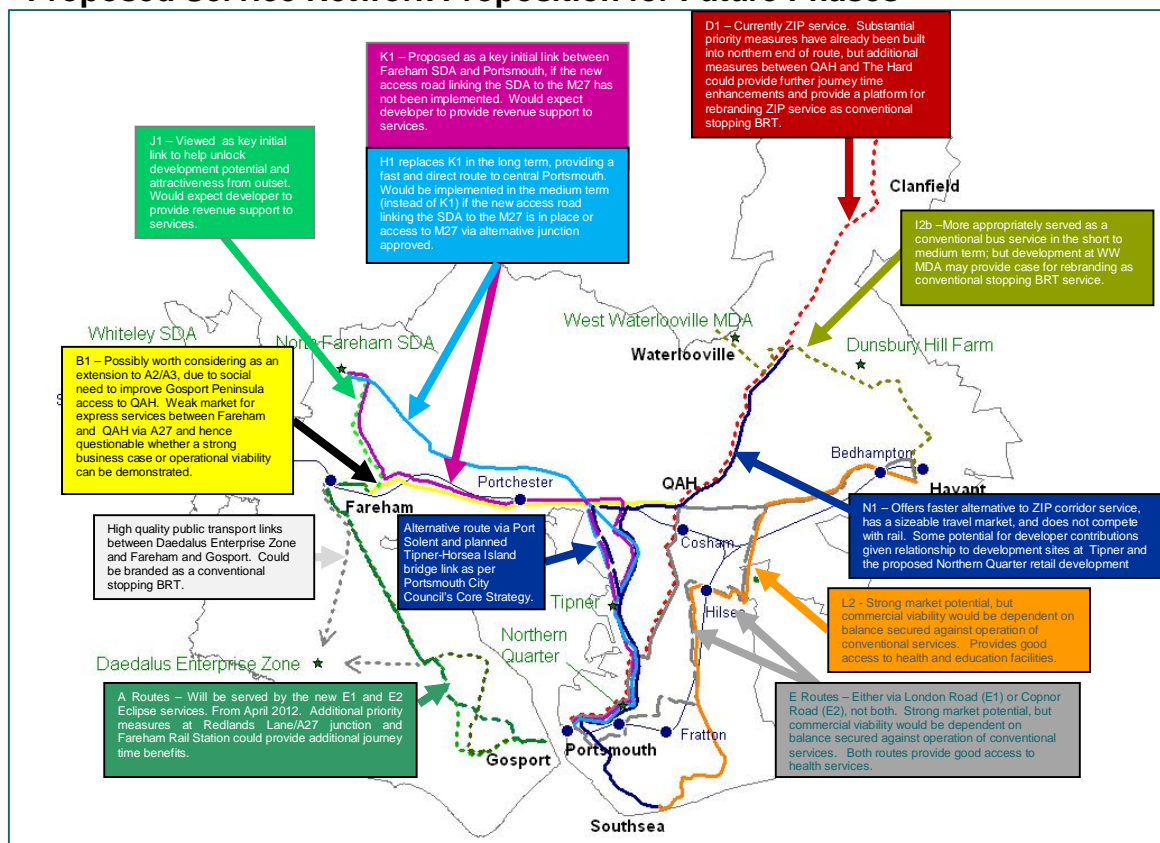
Background

- 2.2 The first phase of the Eclipse which opened in April 2012 has exceeded expectations with a massive increase of 71% bus use on routes replaced by the new services. It is important not to lose momentum following the opening of Phase 1 and to seek to build upon the positive wave of this success as soon as funding opportunities become available. In order to be in a state of readiness development work now needs to continue. The progression of the wider scheme will help remove transport barriers to economic and housing growth at planned strategic sites by connecting key destinations via a high quality, alternative, transport solution with frequent services and reliable journey times
- 2.3 Atkins was commissioned to undertake a study to define a viable network and service proposition to serve as a basis for progressing the wider scheme. The Atkins Study, which was concluded in April 2012, now provides a comprehensive and evidenced based proposition for both a wider Eclipse network and operational services. A summary of the Study is appended to this report for information.
- 2.4 The study identified good potential for a range of affordable infrastructure measures which could deliver real journey time benefits to conventional bus services. Outline feasibility designs and costs were prepared for measures including highway modifications (including bus lanes where appropriate) Intelligent Transport System (ITS) measures and upgrades to bus and bus stop infrastructure provision. Value for money, deliverability and funding viability were used to inform which measures are likely to be achievable, (subject to service viability.) A large proportion of measures identified will cost less than £1 million and could be delivered quickly with existing highway powers and with negligible impact upon general traffic, land-use and the environment. It is important to now progress with design work in order to be in a position to take advantage of funding when opportunities arise.
- 2.5 The study also assessed service viability and identified a range of journey time savings relating to the provision of more direct services, the implementation of priority measures, improved journey time reliability and the provision of more limited stopping BRT services. These time savings will result in a genuine improvement in the competitiveness of bus versus car journey times. An assessment of movements and demand was undertaken in liaison with the operators, based upon current public transport provision and an assessment of both existing and predicted future market potential. A range of indicators derived from the Sub Regional transport Model (SRTM) and other relevant data sets were used to highlight demand, and a high-level assessment was undertaken of potential operating service routes against

criteria relating to strategic case, value for money, service commercial viability and delivery timescales. Further viability testing is now needed to build upon the Atkins work.

2.6 The outputs of the infrastructure and service viability assessments were used to identify a network proposition for future phases as follows:

Proposed Service Network Proposition for Future Phases



2.7 The network includes extensions of the recently completed Phase 1A into Gosport and Fareham; the upgrade of the A3 Zip corridor; and other routes from both Waterloo and Havant to Portsmouth and Southsea. Links are proposed to North Fareham SDA, Dunsbury Hill Farm and an alternative route via Port Solent and Tipner-Horsea Island bridge link as per Portsmouth City Council’s Core Strategy. Motorway enhancements linked to the timing of development are also proposed. The network proposition is presented in more detail in the appended summary report. Work is now needed to progress both design to the next level and operational viability appraisals.

2.8 On 12 June 2012 the Environment and Transportation Select Committee of the County Council reviewed the A3 ZIP Bus Priority Corridor scheme and also highlighted lessons to be learnt and taken forward for future schemes.

The recommendations from the review are important in relation to the future progression of BRT, particularly in relation to the cross boundary elements of the scheme and the need for close partnership working with the respective Authorities involved as well as the bus operators. These issues are reflected within the recommendations of this report. The Review also recommended that the A3 ZIP Bus Priority Corridor should be a likely early candidate to be converted into an Eclipse Bus Rapid Transit route and again this is entirely consistent with the recommendations of this report.

Costs

2.9 The indicative costs of the identified infrastructure measures (exclusive of operational costs at this stage, which it is assumed will be met by the operators as for Phase 1) are £49.7 million, with a further £18.8 million identified for additional opportunities to extend the busway to Fareham railway station.

2.10 The cost has been broken down by geographical area as follows:

- (i) the cost of measures for Gosport and Fareham has been identified as £25.8 million, with infrastructure opportunities relating to the extension of the dedicated busway north to Fareham Railway Station costing an additional £18.8 million;
- (ii) the cost of the measures in Havant and on the A3 Corridor has been identified as £3.7 million; and
- (iii) the cost of the measures in Portsmouth has been identified as £20.2 million.

Funding and Delivery

2.11 The Eclipse Phase 1 Partnership Agreement details conditions whereby superannuated profit sharing can be fed directly back into the scheme. The Atkins Study should be used as a basis for decision making by the Partnership Board, regarding the expenditure of any financial contribution which may be made by Operators towards the development of future BRT infrastructure schemes forming elements of the Gosport-Fareham BRT, marketing and promotional campaigns, or other initiatives pertaining to the project. within the constraints of the Agreement.

2.12 An approach to funding was identified by Ernst and Young as part of the Atkins Study. Potential funding sources were appraised to determine what was likely to be achievable over time, taking into account development and engineering complexities, links to the timing of strategic development sites and overall scheme costs. Scheme development and delivery will nevertheless need to be flexible and delivery timescales will be linked closely to public and private sector funding opportunities as and when they emerge. The scheme development programme will need to ensure a raft of schemes are in a state of readiness in order to be able to take advantage of emerging opportunities. More details of the Ernst and Young approach are presented in the appended summary report.

Next Steps

- 2.13 Three packages of work were identified in a report to the TfSH Joint Committee on 29 May 2012. These are set out below for information. In addition there is a fourth work-stream relating to the need to develop and conclude a formal agreement or Memorandum of Understanding, with Portsmouth City Council, to facilitate the delivery of cross border BRT initiatives to the mutual benefit of Hampshire and Portsmouth residents.
- (i) **Design Work** - The engineering design package should be focused initially upon work relating to the progression of infrastructure measures which are relatively easier to deliver as the most logical place to start followed by progression onto other sections. Measures include: extending the on-road sections of the Eclipse network in Gosport and Fareham to build upon the success of Phase 1; upgrading the A3 ZIP Corridor, (in accordance with the recommendations of the recent Select Committee Review) links to the Queen Alexandra Hospital, measures between Havant and Waterlooville; and measures in Portsmouth, including links to The Hard and Southsea (subject to agreement with Portsmouth City Council). These routes cater for corridors with high market potential, score well in terms of value for money and ease of deliverability and are relatively lower cost. Close working with Portsmouth City Council and the Bus Operators is critical to delivering a large proportion of these future measures;
 - (ii) **Operational Assessment** - A second key package of work is focused around the Operational dimensions and Economic Appraisals, which are essential to identifying service viability and to inform business case and bid preparation. This package needs to be progressed alongside and in tandem with the design elements. Infrastructure enhancements will have little benefit unless service provision is operationally viable. Additional SRTM testing will be critical to help the bus operators determine the cost benefits and potential market benefits of future new service provision and route viability moving forward and this will help inform commitment to invest in delivering the buses and services essential to ensuring project success. Financial modelling to support the scheme will be required and will form the basis of bids to central government for funding. An assessment of operational costs versus revenue, service and route practicalities relating to the impact upon current provision and different bus brands and also how the operational agreement can be applied to services and routes on existing highway is an essential part of this tranche of work. The best way to roll forward the Eclipse brand across the network and market this together with how this relates to existing brands also needs careful discussion with the operators.

- (iii) **Stakeholder Working** - A third package of work relates to the need for close working with stakeholders. Officers will need to work closely with the Solent LEP and proposed South Hampshire Local Transport Body, who will be extremely important to the successful delivery of the future scheme. There is a need for close working with developers and local planning authorities to bring forward infrastructure proposals focused around unlocking development sites to facilitate economic growth particularly at the strategic development sites including Tipner, North Fareham SDA, West of Waterlooville MDA, and Dunsbury Hill Farm in the medium and longer term. Working with stakeholders to help identify crucial next steps to fund and deliver the wider scheme will enable all opportunities to be fully explored. A flexible approach to funding will be essential to moving the project forward given recent changes to funding structures and mechanisms.
- (iv) **Portsmouth City Council Joint Working** - a fourth work strand relates to the need to develop and conclude a formal agreement or Memorandum of Understanding, with Portsmouth City Council, to facilitate the delivery of cross border BRT initiatives to the mutual benefit of Hampshire and Portsmouth residents.

3. Recommendations

- 3.1 That the proposals in the Atkins 'Eclipse South East Hampshire Bus Rapid Transit Network Future Phase Study and Funding and Delivery Strategy' (Atkins Study) be adopted as a policy framework for scheme progression but with the indicative delivery timescales to remain flexible.
- 3.2 That design work be progressed on the infrastructure measures identified in the Atkins Study necessary to develop the wider Eclipse network, commencing with those more deliverable schemes.
- 3.3 That work with the Bus Operators be progressed to appraise the operational and economic viability of service provision on the wider network, building upon the Funding and Delivery Strategy; and that authority be given for Business Case and Funding Bid preparation to be commenced when appropriate.
- 3.4 That authority be given to develop a formal agreement (Memorandum of Understanding), with Portsmouth City Council, to facilitate the delivery of cross border BRT initiatives to the mutual benefit of Hampshire and Portsmouth residents with final approval delegated to the Director of Economy, Transport and Environment, in consultation with the Executive Member for Environment and Transport.

- 3.5 That the proposals in the Atkins Study be used to help inform decisions made by the Eclipse Phase 1 Partnership Board relating to the potential expenditure of any financial contribution which may be made by Operators towards the development of future BRT infrastructure schemes forming elements of the Gosport-Fareham BRT, marketing and promotional campaigns, or other initiatives pertaining to the project.

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):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Report to Transport for South Hampshire Joint Committee: South East Hampshire Bus Rapid Transit Update	<u>Reference</u>	<u>Date</u> 29.5.12
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

- 1.1. The scheme will provide a viable, high specification alternative to travel by car, providing equal opportunities for travel via a reliable alternative.
- 1.2. 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. An assessment of the impacts in this service area can be found at [EQIA](#)
- 1.3. 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 will improve bus services and associated infrastructure with CCTV provided at upgraded waiting facilities.

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?

The scheme will provide enhanced bus service quality with the latest in low emission technology on all BRT branded buses. Encouraging more people to transfer from cars will also have a positive impact upon the reduction of carbon emissions.