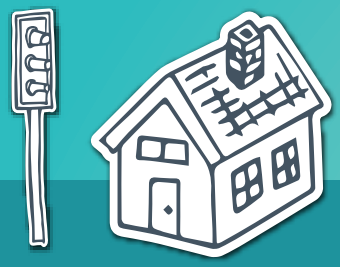

Eastleigh Borough Local Plan 2016-2036

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Public Transport and Cycling Strategy

May 2019

EASTLEIGH BOROUGH COUNCIL

This background paper supports the Eastleigh Borough Local Plan and provides background information on public transport and cycling. This document is not on deposit for consultation and is background evidence.

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Eastleigh Local Plan: Scope of Public Transport and Cycling Strategy for SGO

1. PUBLIC TRANSPORT

Public Transport - Borough wide approach

1.1 Our vision for public transport provision in Eastleigh Borough is that the Borough is served by high quality, reliable and affordable public transport services which provide a viable alternative to the private car.

1.2 A Public Transport Strategy will consider options to improve performance of the bus network and set out in more detail how further growth in bus patronage will be encouraged, including specific proposals and frameworks intended to encourage better, faster, more reliable and more accessible services. It will consider service quality criteria, responsibilities and funding provided by local authorities, as well as possible complementary policies around demand management.

1.3 Routing of services will be designed to reflect density of development and to provide bus services within a reasonable walking distance to residential areas.

1.4 A “high quality” bus service would be considered to have a range of the following characteristics:

- A service frequency of 20-30 minutes with operations seven day a week from early in the morning to late at night. Frequency should reflect patterns of travel and should provide higher frequency at times of high demand
- Good Quality Vehicles (including electric) with a range of on-board facilities which offer a selling point compared to driving (such as ample legroom, air conditioning, on-board wi-fi, USB charging, and high quality seating)
- Transparent and competitive fare structures including the ability to accept multiple means of payments (e.g. smartcards/contactless, app payment) and effective promotions. Integrated ticketing for multiple journeys, operators and modes, which provides good value for money and incentives such as discounts for regular bus travel
- Attractive routes serving key destinations for employment, shopping, leisure and education that are and connect to other forms of transport such as train stations
- Reliable and punctual service with journey times that are competitive to private car use through the use of priority measures including dedicated infrastructure and traffic management technology
- High quality information provision on fares, routes, timetables etc. for users including both mobile app/ web information and real time passenger

information along routes that give real time information on bus movements.

1.5 To enhance the experience of passengers, waiting facilities should also be high quality and should reflect the environment and level of patronage at the stop. Bus stops locations should be established during construction of the roads and preferably before the occupation of adjacent premises and should be located where they are convenient to use and the safety of passengers and other road users has been taken into account.

1.6 Bus stops should be viewed as a holistic environment rather than just somewhere for a bus to stop. This environment includes elements such as:

- Locations convenient to passengers which are within a short walking distance for residents and workplaces;
- Pedestrian access to and from stops including connectivity with footways;
- Cycle parking;
- Attractive comfortable and safe shelters and seating;
- Bus stop pole and flag;
- Security and lighting;
- Cleanliness and bins;
- Information - timetables, route maps, service numbers;
- Approach and exit paths for buses;
- Raised access kerbing;
- Surface markings for buses; and
- Drainage.

1.7 Consideration will also be given to areas where busses can layover without taking up bus stop capacity and in locations that minimise the need for vehicles to undertake reversing manoeuvres that may require additional banksman.

Public Transport – SGO Approach

1.8 The Local Plan allocates a SGO for at least 5,300 dwellings and a mixed use community (including district and local centres, a secondary and primary schools and 30,000 sq. m of employment) to the north of Bishopstoke and Fair Oak.

1.9 The submission Local Plan's policy for the SGO (policy S5) states that the form and density of development will aim to ensure the effective use of development land to appropriately maximise the number of new homes and other development, and to promote higher densities close to the district and local centres and public transport routes and to support bus operational needs

(criterion 3c). It also states that the SGO's district centre will be located close to the existing village centre (criterion 5). The development will contribute to the provision of on and off site public transport measures (criterion 10).

1.10 This approach, to promote a strategic growth option, and to ensure the form of development focuses development both in general and specifically close to bus routes, creates a strong customer base for new bus services. It also ensures that operational bus needs are an integral part of the development.

1.11 The emerging master plan (SGO 005/006) locates key destinations (the district centre and secondary school) close to the existing Fair Oak community and locates higher density residential development in the immediate vicinity of these key destinations. The existing Blue Star 2 service is an established and commercially viable route which serves the existing community and provides a 20 minute frequency service to Eastleigh town centre (journey time 23 minutes) and Southampton city centre (journey time 69 minutes). The proposed pattern of development and presence of this existing service creates the potential for the Blue Star 2 service to be extended into the area of the SGO containing the key destinations and higher density development, as shown in the options identified in Figure 1. This will further increase the viability of the existing bus service and effectively serve key parts of the SGO. The extension is at the end of the existing bus route and so this will not affect existing journey times. It is possible this route could be extended further in to the SGO to the east, for example to the area of medium density development indicated by the master plan clustered around a local centre on Mortimers Lane. In addition medium density development could be focussed along this route. A commercial decision by the bus operator to extend the route this far would depend on balancing the additional operational costs incurred against the additional custom.

1.12 The SGO Public Transport Accessibility study (SGO 003) tests the potential commercial viability of a new bus service serving the whole SGO, and then travelling via the new link road into Eastleigh town centre, as illustrated on Figure 2. The study tested routes for the preferred and alternative SGOs. Whilst none of the routes for any of the SGOs showed positive viability, this is an initial study. It has not captured key sectors of bus custom, such as education trips; and has taken a cautious approach to levels of bus demand and operational costs (i.e. demands could be higher and costs, with operational efficiencies, lower). However on this initial basis the routes associated with the preferred SGO B/C (and the alternative SGO D) generally come closest to achieving commercial viability, the basis for providing a sustainable service. The study concludes that for SGO B/C "overall, it appears that there is a good chance of a reasonably attractive level of service to Eastleigh and perhaps on to Southampton from this site being viable, together with an acceptable level of service to Winchester" (Extract from conclusions for SGO B/C in SGO 003 page 51). In addition there is the potential to secure developer contributions to help fund the new bus service in the start-up period during the initial phases of development. It is also considered effective to focus any public sector funding to enhance services

(i.e. bus priority measures or enhanced bus waiting facilities) on services such as these which have the potential to become viable.

1.13 In accordance with the principles set by the Local Plan and the emerging master plan, the SGO will be designed with the aim of promoting higher density development along the bus routes to facilitate an extension of the Blue Star 2 route and a new service as set out in the SGO Public Transport Accessibility study.

1.14 Routes along which public transport services will travel through the site should be designed to provide adequate lane widths and physical infrastructure, such as bus bays and build outs should be provided; particularly in areas where on street parking may limit bus movements or restrict access to stops. Bus stops should be clearly visible and well designed so that they form part of the street scape and contribute to attractiveness of the public realm. Bus laybys to provide waiting facilities along routes should be placed at appropriate locations to allow for layovers between journeys.

1.15 The design and geometry of the link road will change along its length to reflect local character, environment and surrounding development, with carriageway widths depending upon design speed and road safety considerations. Any sections of the Highway, including the link road, that would be included in the routing of public transport services will be designed to provide sufficient widths (5.5m as a minimum standard), bus stop facilities and priority measures.

1.16 In addition to new infrastructure and services there are opportunities to introduce bus priority measures along existing routes that will service the development and provide access to Eastleigh town centre and beyond. These measures would enhance the attractiveness of public transport by reducing overall journey times.

1.17 The potential to route the new service through Bishopstoke via Church Lane would enable the use of double decker vehicles as well as reducing journey times into Eastleigh by approximately 13 minutes. This service improvement reduces the Peak Vehicle Requirement (PVR) for the route, as shown below, and increases the potential for the service to become commercially viable. With between 5,000 and 6,000 units the demand from the site would support both a 20 and 30 minute frequency.

Route 1A: Fair Oak – North Bishopstoke / NE Fair Oak – Eastleigh – Via Church Lane

Frequency	Estimated PVR Required	Estimated PVR supported by development		
		4,000 unit development	5,000 unit development	6,000 unit development
30	2	1.8	2.2	2.7
20	3	2.5	3.2	3.8

1.18 Improvements along the Bishopstoke corridor (B3037) to give priority to public transport at key junctions could be achieved within the vicinity of the SGO, these measures may include:

- Bus priority at all signal controlled junctions to give priority to bus services;
- Upgrade to pelican pedestrian crossings to puffin crossings to reduce unnecessary delays;
- Signalisation of Riverside junction;
- Bus gate at the junction of Fair Oak Road and Alan Drayton Way;
- Bus Lanes on the approach to B3037/ Sandy Lane / Blackberry Drive Junction;
- A bus route (with the possibility of a dedicated bus priority route) from the SGO via Church Road.

1.19 These and other opportunities to secure bus priority measures will continue to be explored and considered as part of a public transport strategy for the Borough.

2. CYCLING AND WALKING

Cycling – Borough wide approach

2.1 Our vision for cycling in Eastleigh Borough is that cycling will be a safe, healthy and attractive for travel and leisure purposes for people of all ages and abilities.

2.2 A Cycling Strategy will consider options to improve the cycle network and set out in more detail how further growth in cycling will be encouraged for local everyday journeys and will include the promotion of the sustainably and the health and wellbeing benefits of cycling. The policy will set out specific proposals intended to provide more direct, continuous, safer and attractive cycle routes that provide priority access to key destinations for employment, education and leisure trips.

2.3 The cycle network in Eastleigh Borough comprises of a range of dedicated on and off road cycle lanes, Shared use paths, Contraflow cycle lanes as well as routes along quieter streets that provide safe alternative routes. Cycle parking facilities are available at key destinations and at bus stops along some routes to provide parking for people who wish to continue their journey by public transport.

2.4 A “high quality” cycle route would be considered to have a range of the following characteristics:

- Connectivity and Permeability – Cycle routes will be designed to connect to key destinations and transport hubs. Developments will be designed to

provide continuous and dedicated routes that provide cycling routes that give advantage over motor vehicles

- Dedicated Space – Space will be provided for cyclists which is clearly marked to all road users within the public highway, for both on and off road facilities. This could include infrastructure along cycle routes such as cycle advanced stop lines and cycle parking. The quality of routes could also be improved with public realm or traffic management measures where appropriate
- Cycle Parking - Providing better facilities (particularly convenient, sheltered and secure parking) at the start and end point of each cycle journey will be a key means of making cycling a practical and desirable travel option
- Signage – High quality signs and surface markings which are clearly visible to all road users and improve the ease of way finding. Improving the signing towards the most popular cycling destinations (including railway stations and bus stations) and providing information to cyclists on the best routes to their destination
- Safer Cycling – Facilities should be designed to support a safer and more comfortable cycling experience Traffic management measures helping cyclists to negotiate junctions more easily, reduce traffic speed or traffic levels and through the installation of controlled cycle crossing points.

2.5 In addition to physical cycling infrastructure a range of measures to promote and encourage cycling will be required. Training is an essential component of encouraging more people to ride as it can give people the confidence and competence to ride, as well as the awareness to ride more safely. Education should be provided for both cyclists and other road users to help build confidence, awareness and encourage safe cycling and driving practices.

Walking and Cycling - SGO Approach

2.6 The Local Plan allocates an SGO for at least 5,300 dwellings and a mixed use community (including district and local centres, a secondary and primary schools and 30,000 sq. m of employment) and open spaces to the north of Bishopstoke and Fair Oak. Most of the development and facilities will be to the north and east of Fair Oak. The smaller development to the north of Bishopstoke will include 1,000 dwellings, a local centre, primary school and open spaces. (Policy S5).

2.7 Policy S5 states that:

- The layout and design of each community will create an integrated and distinctive ‘place’, with clear and permeable connections for pedestrians and cyclists within the community and to surrounding destinations, and also for existing residents to access the new facilities (Criterion 2).
- The form and density of development will aim to ensure effective use of development land to appropriately maximise the number of new homes

and other development; and promote higher densities close to the district and local centres (Criterion 3).

- The district centre will be located to create close links to the existing Fair Oak village centre, and to serve both the existing and new communities of Fair Oak. It will include a supermarket, convenience retail and local service provision, and may include an element of local comparison retail provision. Health facilities will be provided either within the district centre or by expanding an existing facility nearby (Criteria 5 and 8).
- The development will contribute towards the provision of (on and off site) measures for cycling and walking (Criterion 10).
- Green infrastructure will be designed and located to meet multiple aims, including creating attractive routes through the development for pedestrians, cyclists and horse riders (Criterion 15).

2.8 The emerging master plan (SGO 005 and 006) further articulates and illustrates these themes.

2.9 The overall concept for the SGO, as articulated by policy S5 (summarised above) and emerging master plan, is to focus major residential development in a new community in-order to sustain a wider range of facilities: for example not only local centres, primary schools and local open spaces but a district centre, secondary school, health centre, and larger open spaces. Furthermore the district centre and secondary school are located so as to be accessible from the existing community of Fair Oak and the new SGO communities, and higher density residential development is located close to this district centre. The smaller and distinct north of Bishopstoke community is planned to be large enough to support local facilities. It is also relatively close, in cycling terms, to Eastleigh town centre, the largest centre in the Borough. Local hubs are created in different locations within the SGO, for example to serve the north of Bishopstoke community (Stoke Park North Village Centre) and the eastern side of the main north of Fair Oak community, further from the district centre (Mortimers Lane Parade). Medium density residential development is located close to these hubs.

2.10 This strategy for the SGO puts more new residents within easy walking or cycling distance of a greater range of main facilities (i.e. district centre and employment), as well as more local shopping facilities. It also puts more residents from the existing Fair Oak community within easy walking / cycling reach of the main facilities. In this context it is important to note that the existing Fair Oak village centre is relatively small for the scale of Fair Oak's population, with only local convenience stores, and that there are currently significant outflows from Fair Oak. (For example only 6.7% of main food shopping in Bishopstoke / Fair Oak takes place in Fair Oak village centre, with significant outflows to Eastleigh or Hedge End) (see SGO 001 paragraphs 6.20 – 6.23). The SGO strategy, which is based on providing a new district centre including a supermarket and other shops, will therefore help to retain more existing shopping trips locally. The provision of employment within the SGO (in the designated employment areas and also the shopping / education

areas) is also likely over time to encourage some shorter trips to work amongst residents of existing Fair Oak housing.

2.11 The SGO strategy is also based on creating attractive routes for pedestrians and cyclists though the SGO to key destinations within and beyond the development. Existing and future green infrastructure links can be utilised to help create attractive routes. In addition there will be a focus on using high quality urban design and public realm to effectively integrate a vibrant district centre and other key destinations into the wider SGO urban area and movement patterns, providing a variety of desirable routes where people enjoy their environment whilst travelling. The existing Fair Oak community should also be integrated into these destinations, for example with improved crossing facilities on Winchester Road.

2.12 The SGO benefits from good links the existing cycle network and bridleways. The new link road through the site will become a new cycle corridor with dedicated provision and associated infrastructure. This route will serve the development and provide links into the existing settlements of Fair Oak, Bishopstoke and Eastleigh. Linking the settlement areas of SGO into the existing network will be a priority, providing dedicated routes through the site that connect onto the link road or existing routes.

2.13 Figure 3 demonstrates that the shortest cycle routes from the SGO to the main local destination of Eastleigh town centre are as follows:

- From the SGO north and east of Fair Oak – via Bishopstoke and Fair Oak Road (routes A to C); 5.6 - 6.6km
- From the SGO north of Bishopstoke – via Sewall Drive (route A to B); 3.2 - 4.8km

2.14 The existing cycle network extends along the Bishopstoke Corridor (B3037) into Eastleigh with a mix of both on and off street provision, this route which could be extended through the new village centre at Fair Oak, provides a link for residents wishing to travel to Eastleigh town centre and bus station or access the Railway Station as well as local education facilities and a range of employment locations such as the airport, or travelling further into Southampton.

2.15 In addition to East / West links the site will provide access to the National Cycle Network route 23 which provides a mostly on road route to Winchester and beyond to Basingstoke.

2.16 Schemes and improvements along the cycle network to promote access to cycling, give dedicated cycling routes and priority measures at key junctions could be achieved within the vicinity of the SGO, these measures (as identified on Figure 4) may include:

- A cycle hire scheme to give residents the opportunity to enjoy the freedom of cycling as a mode of transport without the need to own a bike. This can

also integrate with other forms of public transport, providing an ideal, flexible, short distance public transport mode, filling gaps in provision and replacing the private car for direct journeys that are greater than walking distance.

- Enhancement of the existing Bishopstoke Cycle route, with an emphasis on improving and completing missing links through off-road cycle paths, cycle lanes and on road facilities
- Provision of secure, covered and convenient cycle parking at transport hubs
- Provision of routes and shared use facilities throughout the development to key locations that take cyclists along quiet streets and minimise journey times, giving priority to non-motorised vehicles
- Signing and wayfinding that provides good quality information and incorporates public art into the street scene and cycle route maps publicised at public transport nodes and through website and social media
- Provision of toucan crossing points along the Link road to provide safe cycle crossing facilities
- Development of a site specific Travel Plan that promotes cycling and provides resident of all ages with access to cycle training.

3. FUNDING FOR THE SGO PUBLIC TRANSPORT / CYCLING / WALKING MEASURES

3.1 The Local Plan SGO policy S5 states that the development will contribute towards the provision of appropriate (on and off site) measures for public transport, cycling and walking (Criterion 10).

3.2 The latest SGO viability assessment (May 2019) includes the following costs:

- Site works and infrastructure - £161.856 million - £168.256 million – all ‘standard’ on site infrastructure / utilities, considered to include the spine road / link road and facilities such as bus waiting areas.
- Link road off site – based on the Hampshire County Council Engineering Consultancy feasibility study (SGO 008) which includes a 7.3 metre width carriageway and separate shared use cycle / pedestrian track of 2.5 metres width.
- Off-site public transport / cycling improvements - £3 million, based on professional judgement from the Council’s transport planner reflecting the general scope of off-site measures as set out in this strategy.

3.3 The Government has a “Transforming Cities Fund” (TCF) of £1.8 billion for sustainable transport. Approximately half of this funding is allocated to English locations outside of London.

3.4 Southampton City Council has, working in partnership with Hampshire County Council, successfully bid for this funding. The Southampton area is one of 12 successful locations around England outside of London.

3.5 Tranche 1 of this funding relates to improving 4 corridors into / out of Southampton city centre. Two of these corridors lead to Eastleigh Borough, and one directly to the SGO area. These are:

- Southampton City Centre – Chandler's Ford;

- Southampton City Centre – Portswood (close to University of Southampton) – Southampton Airport – Eastleigh town centre – Fair Oak (e.g. adjacent to the SGO).

3.6 The second corridor will include bus priority measures along Southampton Road (leading south from Eastleigh towards Southampton) and also along Bishopstoke Road (between Eastleigh town centre and Fair Oak). This will be in addition to funding secured from the SGO development.

Figure 1 Existing and Potential Extension to Blue Star 2 bus route

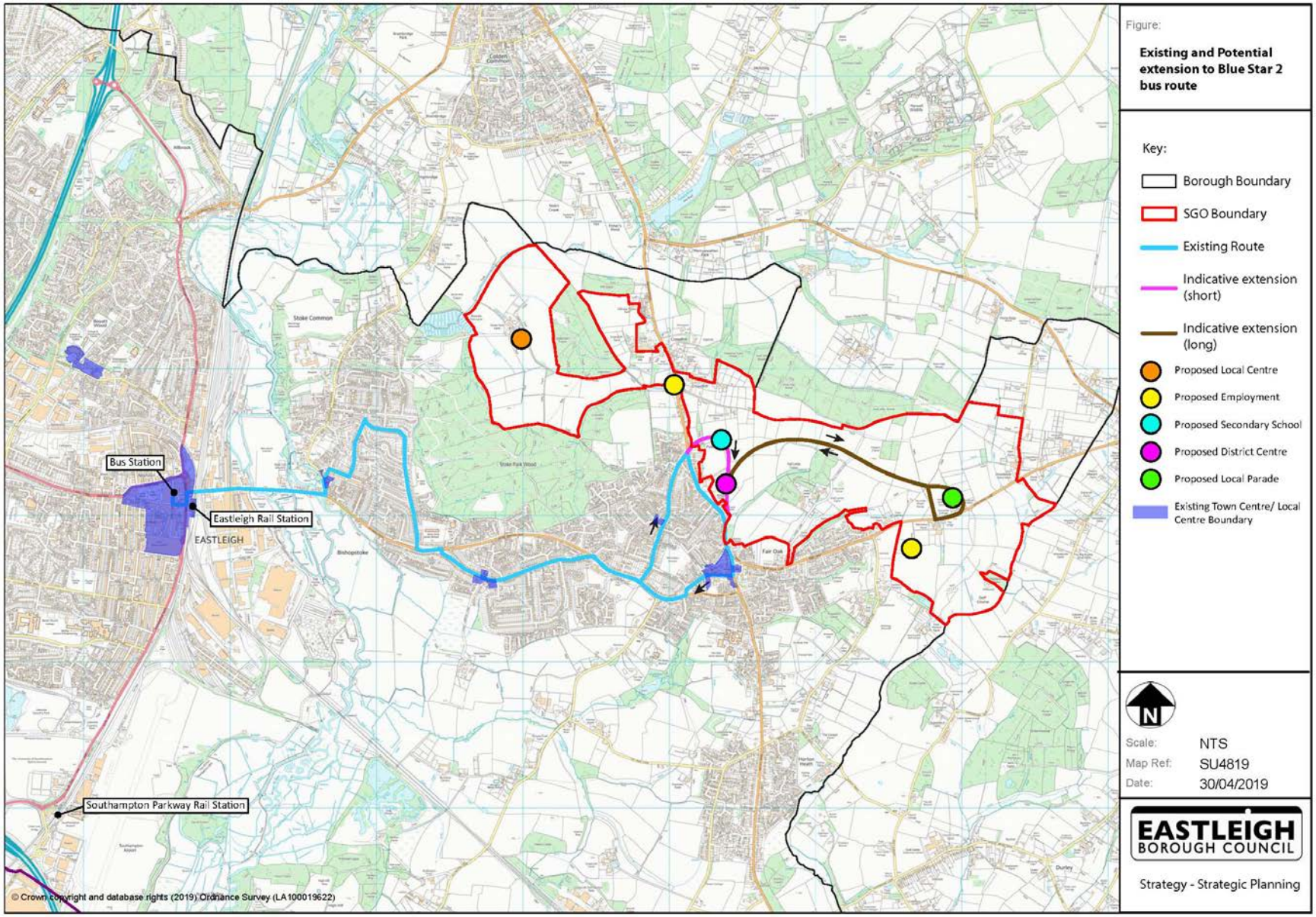


Figure 2 New Bus Route (assessed in SGO Public Transport Accessibility – SGO 003)

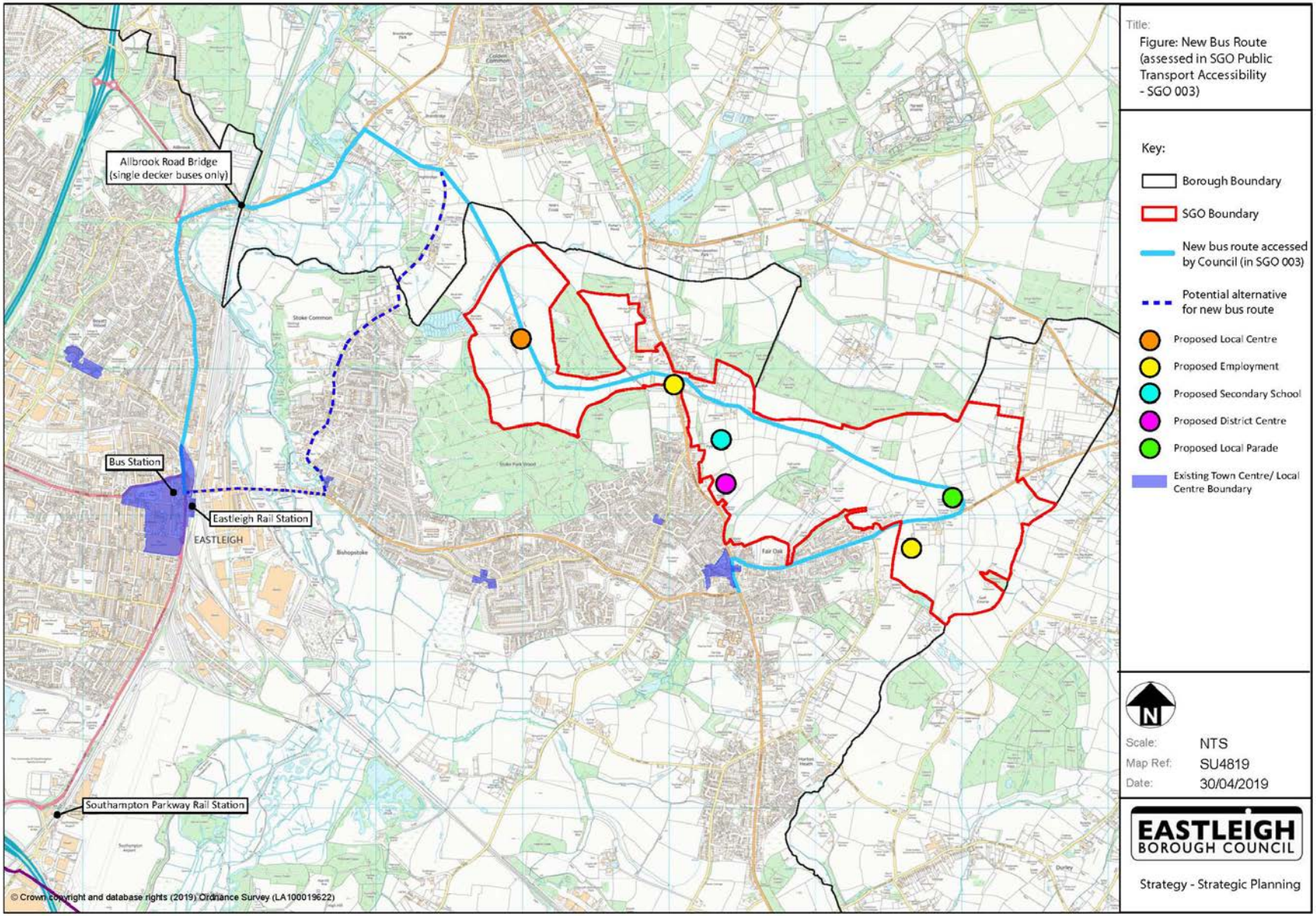


Figure 3 Distance by potential cycle routes

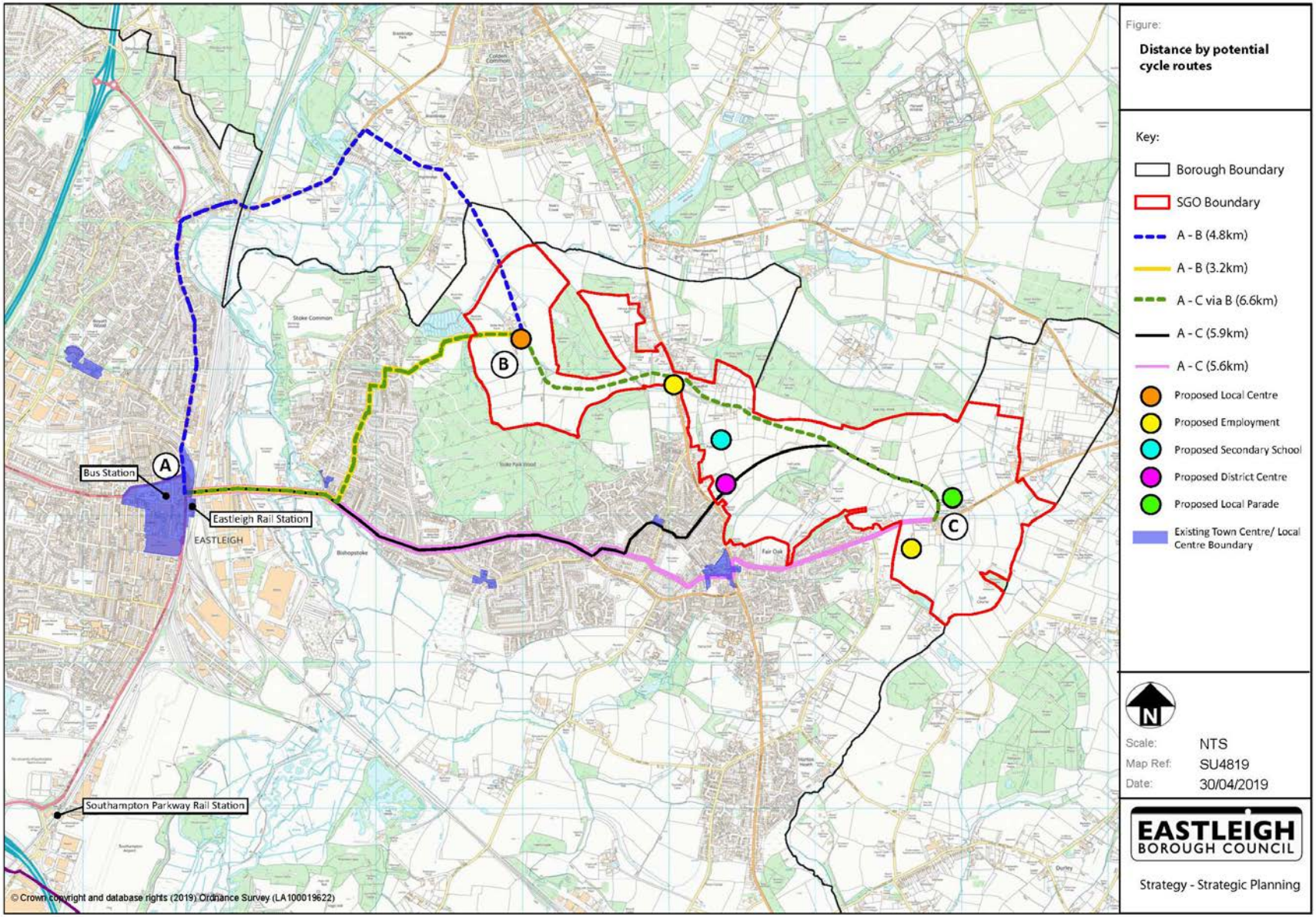
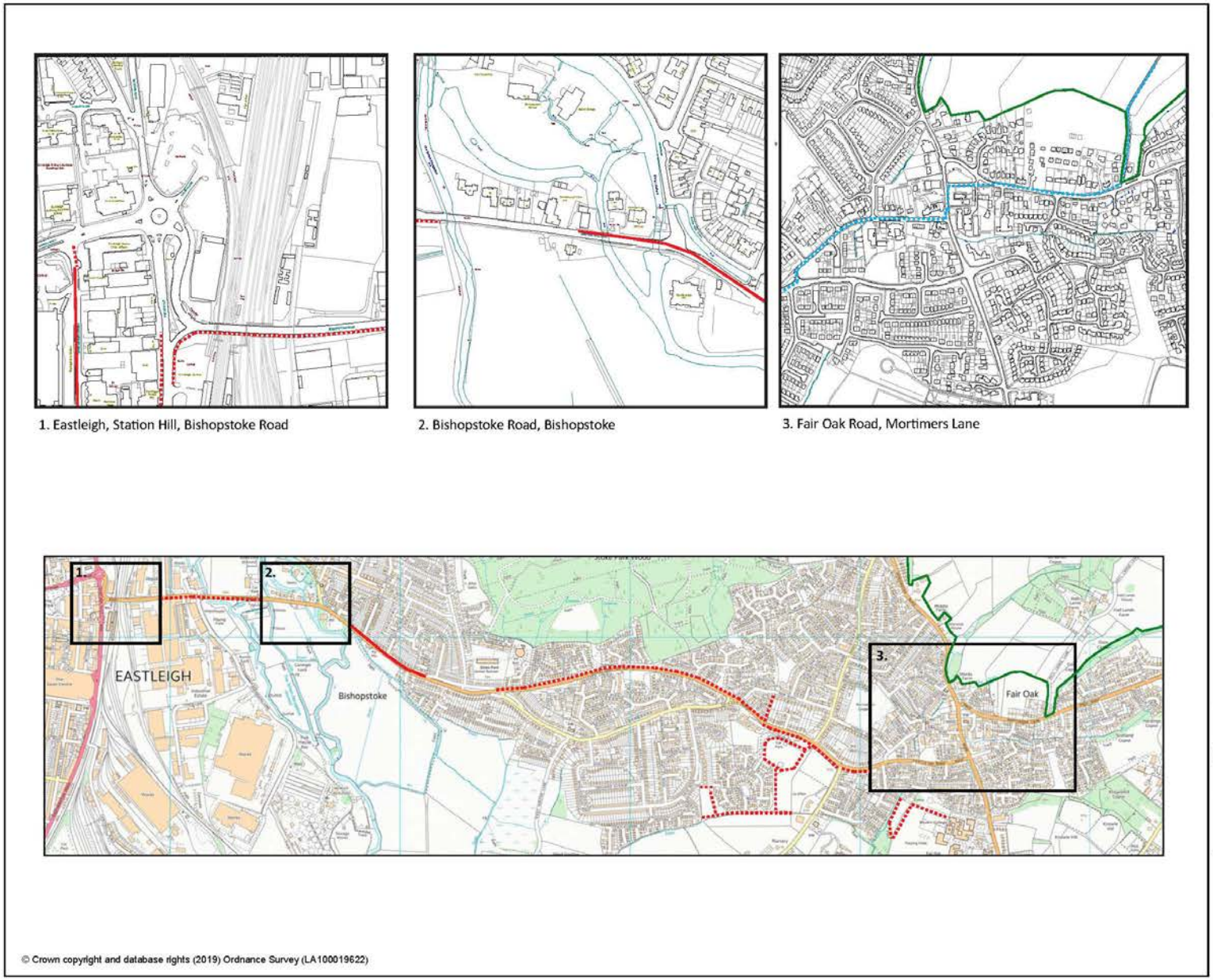


Figure 4 Cycle route improvements



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