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| DECISION-MAKER: | Cabinet |
| SUBJECT: | Portswood Broadway Next Steps |
| DATE OF DECISION: | 16 January 2023 |
| REPORT OF: | COUNCILLOR KEOGH CABINET MEMBER FOR ENVIRONMENT AND TRANSPORT |

| <u>CONTACT DETAILS</u> | | | |
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| Executive Director | Title | Place | |
| | Name: | Adam Wilkinson | Tel: 023 80 |
| | E-mail | Adam.wilkinson@southampton.gov.uk | |
| Author: | Title | Service Manager Integrated Transport | |
| | Name: | Wade Holmes | Tel: 023 80 |
| | E-mail | Wade.holmes@southampton.gov.uk | |

STATEMENT OF CONFIDENTIALITY

Not Applicable

BRIEF SUMMARY

This report provides a summary of the Portswood Broadway Transforming Cities Fund scheme following the second phase public consultation carried out in August – October 2023 and the next steps for the project.

RECOMMENDATIONS:

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| (i) | To note that the Portswood Broadway Transforming Cities Fund scheme second phase of consultation has happened and is used as an opportunity for stakeholders to express their views on the proposal, supported by additional information provided. |
| (ii) | To note that a “You Said / We Did” response has been prepared for the main themes in the consultation results to assist in shaping a recommendation for the scheme. |
| (iii) | To note that there is support for the scheme to limit the amount of through route traffic using Portswood Broadway via the use of a bus gate / motor vehicle restriction, accompanied with measures to limit the impact on adjacent streets via an Active Travel Zone. |
| (iv) | To progress the scheme with the approval for a trial of a part time bus gate / motor vehicle restriction on Portswood Broadway via an Experimental Traffic Regulation Order, with measures to limit the impact on adjacent streets via an Active Travel Zone (ATZ) to be in place ahead of the trial. |

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| | | Delegation is given to Executive Director Place in consultation with the Cabinet Member Environment and Transport to progress associated detailed design and Traffic Regulation Orders to enable the scheme trial and Active Travel Zone to be delivered. |
| | (v) | To establish a co-design group to inform design decisions for Portswood Broadway to address issues raised from the consultation. |
| | (vi) | A budget allocation of £500k for the trial is made from the capital programme budget of £2.9M. This budget would be subject to confirmation from the DfT on remaining grant award for the TCF programme. |

REASONS FOR REPORT RECOMMENDATIONS

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| 1. | To allow the opinions of relevant stakeholders and public to inform the decision making process for the scheme. |
| 2. | Compliance with the Southampton City Council (SCC) Corporate Plan goals – Embed a culture of listening to our residents, community groups, partner organisations and businesses so their voices can shape our actions, and A prosperous city – Southampton will focus on growing our local economy and bringing investment into our city. The scheme will allow for improvements to be made to Portswood Broadway as a district centre improvement project. |
| 3. | Compliance with the Southampton City Council Local Transport Plan Connected Southampton – A Connected City: Developing the Southampton Mass Transit System (Policy C1) – the introduction of a bus gate / motor vehicle restriction will assist with the implementation of the Mass Transit System. |
| 4 | Compliance with the Southampton Council Bus Service Improvement Plan (BSIP) ambitions, including Ambition 2 Buses are an attractive alternative, Ambition 6 Buses support sustainable growth in the City and District Centres. The scheme will make bus travel along the corridor faster and more reliable. |

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

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| 5 | <p>Not to proceed with a trial of the scheme – subject to discussions with the Department for Transport via a change control submission, this may allow some of the match funded Integrated Transport Block grant to be directed to other transport schemes, noting that s106 contributions are site specific and cannot be redirected. The majority of SCC match funding would still be required for schemes already completed / commenced under the Transforming Cities Fund programme.</p> <p>This would not align with the Southampton City Council Local Transport Plan Connected Southampton and associated policies, as bus priority is an essential component to a Mass Transit System, and with Bus Service Improvement Plan ambitions.</p> |
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DETAIL (Including consultation carried out)

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| 6 | <p>Background</p> <p>In 2020, the Southampton City Region was one of 12 cities that received funding through the Department for Transport's (DfT) Transforming Cities Fund (TCF).</p> |
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| | <p>This joint bid with Hampshire County Council (HCC) was awarded £57M of DfT funding towards a £68.5M programme to be delivered over four years to March 2024. The remainder of the funding is to come from local match funding contributions from SCC, HCC and partners including bus operator investment (such as new buses in 2024).</p> |
| 7 | <p>The TCF programme is delivering sustainable transport improvements on corridors linking Southampton City Centre with surrounding towns including Southampton to Eastleigh Corridor. This aims to better connect Fair Oak and Bishopstoke to Eastleigh, and onwards to Southampton Airport and Southampton City Centre by sustainable transport options. This is to support future sustainable development growth and improve productivity.</p> |
| 8 | <p>The focus for the Eastleigh Corridor is the provision of new cycle facilities, bus priority, better bus stops and access to them, access to the rail stations at Eastleigh, Southampton Airport Parkway, Swaythling and St Denys, improvements to St Denys Road, and providing alternatives such as e-scooter or cycle hire at a travel hub in Portswood. Projects are being developed and implemented by both SCC and HCC as part of the complete package for the corridor to achieve the aims of TCF.</p> |
| 9 | <p>As part of the strategy for the corridor, improvements to A335 Thomas Lewis Way were implemented with the aim of enhancing the strategic function of the A335 for the movement of through traffic in and out of the city. This additional capacity aims to reduce the demand and need for through traffic using Portswood Road. These works are complete with four junctions upgraded including Thomas Lewis Way/St Denys Road.</p> |
| 10 | <p>Portswood Broadway Project</p> <p>One of the key TCF projects is enhancements to the Portswood Broadway District Centre section of Portswood Road. This would contribute to the overall aims for the corridor for cycling and buses.</p> <p>This scheme has a capital programme budget of £2.9M, and includes the following objectives:</p> <ul style="list-style-type: none"> • To regenerate and make the District Centre a more vibrant, competitive economic destination; • Make the District Centre a more attractive and a more enjoyable place to spend time and money; • Provide greening, improve bio-diversity and more space for walking and wheeling within the District Centre; • Improve walking and cycling connectivity to and through the District Centre; • Provide safer crossing opportunities and better bus stops; and • Improved bus reliability and journey times via facilities (such as making part of Portswood Broadway bus, cycle & taxi only) and upgraded signal technology in the junctions at either end (St Denys Road and Brookvale Road). |
| 11 | <p>Alongside the main Portswood Broadway project there are complementary works that aim to widen travel choices through a Travel Hub. This is proposed to be located in St Denys Road 'stub' and would enable users access to micromobility (e-scooters, e-bikes), car clubs and EV charging, and localised greening.</p> <p>The Portswood Travel Hub, budgeted at £0.31m, has these objectives to:</p> <ul style="list-style-type: none"> • Improved transport mode options; • Increased disabled access and parking; and |

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| | <ul style="list-style-type: none"> • Improve public realm and green spaces. |
| 12 | <p>As part of a package of mitigation for the works on Portswood Broadway that is likely to see some displacement of traffic, an Active Travel Zone in the Highfield area to the north-west is proposed. This would be developed through co-design with the local community to ensure buy-in and includes the following key objectives:</p> <ul style="list-style-type: none"> • Improve road safety; • Reduce the amount of through route traffic on local roads; • Improve air quality; and • Encourage walking, wheeling and cycling as a mode of transport. |
| 13 | <p>Consultation</p> <p>To develop the Portswood Broadway scheme the Council undertook a first phase of consultation which included:</p> <ul style="list-style-type: none"> • October-November 2020 – online Perceptions Survey to gain people’s experiences / thoughts on the current conditions and aspirations for the Portswood Broadway area; • September-October 2021 - On-street customer survey to gain insights into behaviours of people visiting the Portswood Broadway area; and • October / November 2022 – public consultation online and in-person events providing details of proposed schemes for Portswood. The consultation included drop in events and an online survey to collect feedback. |
| 14 | <p>As part of the October / November 2022 consultation, the Council received a petition “Say NO to Southampton City Council’s proposals to close part of Portswood Broadway to through traffic” and received 2,868 respondents.</p> |
| 15 | <p>The petition numbers meant that the item was referred to the Council’s Overview and Scrutiny Committee for consideration on 2 February 2023 meeting. At this meeting the Committee recommended to the Executive the next phase of consultation is more neutral, that additional and updated traffic information is gathered and presented to the public and consideration is given on how that information is presented. The resolution is in Appendix 1.</p> |
| 16 | <p>A second phase public consultation with the additional requested information was carried out between 22nd August and 1st October 2023. This included an updated website https://transport.southampton.gov.uk/tcf/eastleigh-to-southampton-corridor/portswood-project/, an online survey, letter drop to 16,612 properties, email to stakeholder list gathered from previous consultations and drop in sessions (where information and materials were on display and members of the public were able to ask questions of the project team) during September 2023. These drop-in sessions were held at:</p> <ul style="list-style-type: none"> • Portswood Broadway (x2 sessions); • Bashir Ahmed Mosque; • With the Highfield Residents Association; • With the Outer Avenue Residents Association; and • University of Southampton. <p>Businesses in and around Portswood Broadway were invited to a “Meet the Leader” event, with the Leader of the Council held in the Leader’s Civic Centre</p> |

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| | <p>office in September 2023. A follow up business meeting was held in October 2023 at October Books meeting rooms.</p> <p>A special presentation was given to members of the Accessibility Forum online in September 2023.</p> |
| 17 | <p>The additional information and materials provided at the events and available online is in Appendix 2.</p> <ul style="list-style-type: none"> • Impact on local roads; • Impact on the local economy; • Maintaining access for people with mobility issues and people with disabilities; • Phased Implementation of the scheme; • Air Quality and Environmental Benefits; • Improving Public Transport Services; • Tackling Crime and Anti-Social Behaviour; • A335 Thomas Lewis Way Improvements; and • Emergency Strategy for A335 Thomas Lewis Way. |
| 18 | <p>The online survey ran concurrent to the public consultation events, created by the Southampton Data Observatory (SCC Insights team) – independent from the Integrated Transport team delivering the project. When closed, the survey received 1,371 responses.</p> <p>It is important to note that a consultation is not a vote, it is an opportunity for public and stakeholders to express their views, concerns and alternatives to a proposal.</p> <p>The survey asked questions about the where people lived, how, why, when and how often they used Portswood Broadway and how they travel to or through Portswood Broadway. Specific questions were asked about how people felt the impact would be on a range of issues via asking if they felt it would have a positive impact, no impact or negative impact.</p> <p>A copy of the survey questions is in Appendix 3.</p> |
| 19 | <p>The results of the survey questions are shown in Appendix 4.</p> <p>Key highlights from the results are:</p> <ul style="list-style-type: none"> • Five of the nine aspects of the proposal asked about were rated as having a positive impact by more than 50% of respondents – being impacts on attractiveness, active / alternate modes, and bus passengers; • Views were even for impact on visitor numbers and impact on the local economy; and • The impact on car related questions was seen as having a negative impact. <p>A “You Said / We Did” style response to the points raised in the survey, and from other written submissions received, are shown in Appendix 5.</p> |
| 20 | <p>Business engagement included an option in the survey to indicate it was a business response (twelve received), a dedicated meeting with the Leader held 22 August 2023 (thirteen businesses attended), a dedicated business only survey (two completed) and a business engagement forum held on 22 September 2023 (thirteen businesses attended). An analysis of issues raised by businesses is in Appendix 6. The engagement has shown that there are mixed views from</p> |

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| | businesses on the proposed scheme with some indicating it will be positive and some indicating it will be negative. |
| 21 | <p>Following the consultation, it is proposed to amend the Portswood Broadway scheme as follows:</p> <ul style="list-style-type: none"> • Establish detail design of a viable scheme trial for measures to limit through traffic in the area; • Limit the amount of through route traffic passing through Portswood Broadway via the use of a bus gate / motor vehicle restriction, accompanied with measures to limit the impact on adjacent streets via an Active Travel Zone. The bus gate / motor vehicle restriction should be part time to allow some access for delivery and some vehicle access at some times of day; • The part time bus gate / motor vehicle restriction is to be 7am to 10am, 4pm – 7pm to allow maximum benefit for bus journey times, during peak commuter hours, but still allow access to the Broadway outside of these times for other modes; • Access for loading HGVs will be retained through Portswood Broadway from south – north, with a loading bay proposed for St Denys Road spur road to allow for loading to happen from St Denys Road (details to be subject to co-design group); and • A co-design group is established to inform design decisions for Portswood Broadway (including trial) to address issues raised from the consultation. The co-design group is to be made up of representatives from resident associations, retailers / traders, representatives from lobby groups such as elderly / people with disabilities and mobility issues, and local residents. |
| 22 | <p>Next Steps</p> <p>Following the completion of the review by officers the timeline for the project is anticipated to be:</p> <ul style="list-style-type: none"> • Work with Community Co-design options in Spring 2024 to inform the design and feasibility of the scheme trial; • Confirm any mitigation measures, if required in Summer 2024; • Formal consultation on any required Traffic Regulation Orders (TROs) Summer 2024; and • Any construction of the scheme trial at Portswood Broadway in Winter 2024/25. |
| 23 | <p>A trial is proposed for the part time bus gate / motor vehicle restriction in accordance with Experimental Traffic Regulation Orders. The trial will have a review point of six months initially, and an Experimental Traffic Regulation Order can run for 18 months. The measures of a trial will include pre / post traffic flows on roads, the use of air quality monitors, resident / retail / visitor feedback. Measures will also be taken in relation to business activity – footfall counters, engagement with businesses on spend / profit, and spend profiles of visitors to the area.</p> <p>Following this cabinet decision, the final details of the trial including the design will be finalised with input from the co-design working group. The trial can proceed with delegation given to the Executive Director Place in consultation with the Cabinet Member Environment and Transport to progress associated Traffic</p> |

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| | <p>Regulation Orders to enable the implementation of the scheme trial and Active Travel Zone.</p> <p>The impacts would be monitored by SCC and reported back after 1 year and 5 years from completion if the scheme is made permanent, and as part of the DfT's National TCF Monitoring & Evaluation programme.</p> |
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RESOURCE IMPLICATIONS

Capital/Revenue

24 The total budget allocation of the Portswood Broadway scheme is £2.9M with £400k set aside for the Highfield ATZ, the TCF programme is funded by the Department for Transport, SCC match from Local Transport Plan Integrated Transport Block grant, and S106 Developer Contributions. The Portswood Broadway scheme will utilise the remaining TCF programme budget which has been profiled so that the SCC match funding is the remaining budget, which is a commitment as per the original TCF bid and grant conditions.

It is included in the Council's Capital Programme for 2023/24 and (subject to DfT awarding the agreed final tranches of TCF grant payments to SCC) has sufficient funds to carry out the implementation of any agreed proposals, additional surveys, modelling and impact assessments. The deadline to spend the DfT conditional TCF funding is currently 31 March 2024. Whilst the Council are in negotiations with the DfT to extend this, as detailed below, there is currently a risk that funding may not be available in 2024/25. Funding for the scheme is made up from SCC match funding (Integrated Transport Block grant and S106) which does not have an expiry date in 2024/2025 and can be used to extend the delivery timeline.

In terms of the recommendation for this paper, a budget allocation for the trial aspect for Portswood Broadway / Active Travel Zone of £500k (to be funded out of the £2.9M allocation) and would include provision for signage, Experimental Traffic Regulation Order, bus stop upgrades, temporary trial infrastructure (slow points or planters) and any other elements that the co-design group may wish to trial. Some elements of this allocation may be abortive if the trial was not to progress to a permanent scheme, for example traffic signage, but it is expected that the trial will result in some permanent capital assets that contribute to the overall improvements to the TCF corridor.

| | Capital allocation (£M) |
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| Existing Capital programme sum | 2.900 |
| Consisting of: | |
| Trial of bus gate and associated measures | 0.500 |
| And if trial led to a permanent scheme: | |
| Active Travel Zone | 0.400 |
| Portswood Broadway | 2.000 |
| Total: | 2.900 |

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| | Funded by: | |
| | Integrated Transport Block Grant 23/24 and S106 | 2.900 |
| | Net | 0 |
| 25 | There are no direct revenue implications resulting from the consultation. | |
| <u>Property/Other</u> | | |
| 26 | None | |
| LEGAL IMPLICATIONS | | |
| <u>Statutory power to undertake proposals in the report:</u> | | |
| 27 | The Council is able to make changes to the highway network through the introduction of Traffic Regulation Orders under the Road Traffic Regulation Act 1984 and Highways Act 1985 together with associated Regulations and Orders relating to the form of Orders and the required signage etc required to implement and enforce such Orders | |
| <u>Other Legal Implications:</u> | | |
| 28 | The proposals have been subject to an equalities impact assessment carried out under the Equality Act 2010 and the design and implementation phase will be conducted having regard to this assessment which will be updated throughout the design phase to ensure Equality considerations are taken into account and mitigated against where appropriate. | |
| RISK MANAGEMENT IMPLICATIONS | | |
| 29 | <p>There is a risk related to the delivery timeline for the project being delayed with further reviews. Timelines for the project have now been adjusted to allow for the gathering of further analysis and as such the risk has been mitigated. The TCF funding from the DfT stipulates that the funds must be spent by March 2024, and the Council is in negotiations with the DfT on the use of an additional year to complete the TCF programme particularly for Portswood. As a mitigation, funding for the scheme is made from SCC match funding towards the TCF funding which does not expire in 2024/25 and can be used to extend the delivery timeline.</p> <p>If a scheme, in line with the TCF programme bid, would not be taken forward, then the funding would need to either be reallocated to other TCF schemes in Southampton that provide a similar or better improvement for buses, or the monies would need to be returned to the DfT.</p> <p>The Council has not received the final tranche of funding from the DfT for the Transforming Cities Fund grant, and is required to submit quarterly claims for costs incurred. The Council has not received the final tranche which includes payments for Albion Place Bus Hub and the remaining of the Inner Ring Road Cumberland Place project. If the DfT were to withhold the final tranche due to a</p> | |

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| | <p>revised TCF timeline because of an additional year, the SCC match funding would need to be prioritised to complete the already committed schemes (as above, Albion Place Bus Hub and Inner Ring Road) and as such there would be insufficient funding to proceed with any works at Portswood Broadway (including any trial) – this project would not proceed if this happened.</p> <p>Some aspects of the trial will produce infrastructure that may not be permanent and will require removing if the trial concludes that there is no viable scheme for Portswood Broadway. These elements will be minor (such as traffic signage) but it is expected that the majority of the trial will result in a capital asset being created that contribute to the overall objectives for the TCF corridor.</p> |
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POLICY FRAMEWORK IMPLICATIONS

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| 30 | <p>The Council’s Local Transport Plan (LTP4) - Connected Southampton 2040, sets out a vision for transport to make Southampton a modern, liveable and sustainable place to live, work and visit by investing in better and more innovative transport.</p> <p>The TCF Programme and Portswood Broadway project support this and the LTP has objectives of:</p> <ul style="list-style-type: none"> • ‘A System for Everyone, making Southampton an attractive and liveable place to improve the people’s quality of life, so that everyone is safe, and has inclusive access to transport regardless of their circumstances.’ • A Connected City, with fast, efficient transport options available that effectively and reliably connect people with the places they want to go. As part of that, the Southampton Mass Transit System (SMTS) has been identified that will be a high-quality system comprising of various types of public transport – including bus and future other mass transit schemes (Policy C1). |
| 31 | <p>The Council’s Bus Service Improvement Plan (BSIP) sets out the ambition for buses in Southampton has listed ambitions for buses as an attractive choice where the bus network is built on reliability, carbon-neutral, integration, value for money, inclusivity & partnership.</p> <p>The TCF Programme and Portswood Broadway project support his and specific ambitions within the BSIP, including:</p> <ul style="list-style-type: none"> • Ambition 2 – Buses are an attractive alternative – fast, reliable and attractive – providing bus priority helps to improve attractiveness of buses, growing patronage, speed up journeys and foster further service enhancements and vehicle investment • Ambition 6 - The City and District Centres as hubs within the network served by buses to support their sustainable growth <p>Ambition 9 – development of the integrated SMTS with future aspirations for Mass Rapid Transit on the corridor.</p> |
| 32 | <p>The Council’s Cycle Strategy Cycling Southampton 2017-2027 sets out how Southampton can become a true cycling city, with the identification of the Southampton Cycle Network (SCN). The SCN has a series of corridors for cycling improvements including SCN6 on Portswood Road to Eastleigh</p> |

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| KEY DECISION? | Yes |
| WARDS/COMMUNITIES AFFECTED: | Portswood Ward |

SUPPORTING DOCUMENTATION

Appendices

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| 1. | February 2023 OSMC recommendation |
| 2. | Additional information gathered for consultation |
| 3. | Online consultation survey |
| 4. | Survey results |
| 5. | You Said / We Did response to free text survey responses |
| 6. | Analysis of Business responses |
| 7. | Equality and Safety Impact Assessment ESIA |

Documents In Members' Rooms

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| 1. | |
| 2. | |

Equality Impact Assessment

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| Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out. | Yes |
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Data Protection Impact Assessment

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| Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out. | Yes |
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Other Background Documents

Other Background documents available for inspection at:

| Title of Background Paper(s) | Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable) |
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