

SCC Transport/Highways Team Comments

Introduction

This is the response of the Highway Authority to the planning application 15/00408/FUL for the relocation of the Red Funnel terminal facilities and services from Town Quay (Dock Gate 7) to Trafalgar Dock (Dock Gate 5).

Policy

Policy AP18 of City Centre Action Plan (CCAP) states that the ferry links to the Isle of Wight and Hythe are important connections for Southampton and improved facilities should be pursued, either onsite or nearby, with enhanced pedestrian, cycle and public transport links, including bus-ferry interchange. The proposed relocation of the Red Funnel terminals from Dock Gate 7 to Dock Gate 5 is to create an enhanced ferry facility for services to the Isle of Wight and Hythe in line with the aspirations in CCAP. However, the proposed relocation will significantly increase walking and cycling distances to all destinations in the city centre compared to the current location. While the relocation of Red Funnel services from their current location at Dock Gate 7 is necessary to deliver the Royal Pier Waterfront development; the relocation will need to include significant mitigation, such as continuing the current CityLink bus service from the ferry terminal to Southampton Central station to maintain bus-ferry interchange and enhanced cycle storage provision, to lessen the negative impacts of the proposed location on sustainable modes of transport.

A33/Dock Gate 5 and Internal Port/Red Funnel Junctions

The A33/Dock Gate 5 junction was improved in 2014 as part of SCC's Platform for Prosperity scheme to provide enhanced access to the Eastern Docks at Dock Gates 4 and 5. The scheme was part of the enabling works for the relocation of the Red Funnel (RF) ferry services by providing access to Trafalgar Dock outside of the Port's security controls.

Vehicular access to the relocated RF terminal will be provided solely via Dock Gate 5 (DG5) junction from A33, there will be no access for general Port traffic via this junction. Dock Gate 5 will also be the exit route for all traffic associated with the Eastern Docks, including RF traffic, freight and cruise traffic from the Eastern Docks (including Ocean and QE2 Terminals). From Dock Gate 5 RF traffic will use a short length of the Port Access Road to access the terminal via a new traffic signal controlled junction. This junction will be required to manage the competing traffic demands on the Port Access Road and will need to be linked to the SCC controlled DG5 highway signals to manage the impact on the A33. Currently this route is only used to access the existing Triangle Car Park, which will continue to be accessed via DG5 and a new arrangement within the site.

The TA (April 2015) provides junction assessments of the A33 Town Quay/High Street and A33 Town Quay/Dock Gate 5/Orchard Place and the new Internal Port/Red Funnel junctions for the opening year of the Red Funnel terminal in 2016 for the AM, PM and Saturday (including cruise ships) scenarios. As this development is primarily relocating an existing use from one location to another no new trips are assumed to have been generated, beyond committed development, known cruise ship movements and background traffic growth, and are reassigned to the new access onto the network.

The TA demonstrates that, following the relocation of RF services, the A33/Dock Gate 5 junction is predicted to operate at approaching or over capacity in 2016 in all peak periods assessed, with the biggest impact during the Saturday peak. This will be particularly relevant for the right turn lane into DG5 from Town Quay and exiting DG5 turning right. The A33/Town Quay/High Street junction was also assessed and this operates sufficiently within capacity, in some arms there is an improvement with the reduction in RF traffic u-turning at Mayflower Roundabout. The predicted operation of Dock Gate 5 junction is justified as a severe impact and would not be acceptable to the highway authority.

Observations of the current DG5 junction shows that operation of the two lane left turn exit from DG5 arm onto A33 Town Quay can be compromised when a HGV is making the manoeuvre. This in effect reduces the capacity of the junction which is understood not be accounted for in the initial modelling. This is a concern is also noted by ABP, Carnival and Red Funnel in their responses to the application.

During the application process, discussions between SCC, the Developers and other stakeholders considered mitigation options to improve the operation of the junction, including:

- Closing Orchard Place southbound to all traffic except buses, taxis and cycles between Queens Terrace and Platform Road and removing the right turn at Platform Road,
- Signalising the internal junction south of Dock Gate 5,
- Providing two traffic lanes for the exit for Red Funnel traffic, and
- Incorporating the internal signalised junction into the City Council's urban traffic control system and provide a 'hurry call' on the RF stage for when a ship is disembarking.
- Easement of the radii of the kerb alignment at Dock Gate 5 onto A33 Town Quay to provide wider left turn lanes.

These are included in the amended Transport Assessment (October 2015).

The installation of a bus lane on Orchard Place is to reduce the impact of the right turning traffic from both DG5 and Orchard Place opposing each other and significantly reducing the operational capacity of the junction. The proposed changes to Orchard Place should permit buses, taxis and cyclists to travel ahead across the junction into Dock Gate 5 to enable access to RF terminal, as well as turn left onto A33 Platform Road to continue to cater for existing bus services. Retaining this as a bus priority route is important for the CityLink bus service between Southampton Central Station and the ferry terminal. This will need to include traffic signal controlled bus priority implemented at the DG5 signals.

The 'hurry call' is part of the package to manage efficient disembarkation of RF traffic from the ship within a certain timeframe to maintain the operational timetable. Keeping the ferry services to timetable is important for SCC as the ferry service is a key component in the city's transport network and delays in loading ships could led to negative impacts on the local highway network.

This package of highway alterations to mitigate the impact of the relocation of RF ferry services to Trafalgar Dock are deemed acceptable to SCC. They should ensure the Dock

Gate 5 junction operates within capacity in 2016, with delays and queues reduced and managed.

While the junction remains close to capacity as a result of the relocation of RF, this is not severe enough to sustain an objection from the highway authority.

However, to enable the works to happen and mitigate future impacts the following should be required of the developer:

- Provide detail on the changes to Dock Gate 5 junction resulting from the changes to Orchard Place and DG5 exit, location of signal heads, detection loops, and location and operation pedestrian & cycle crossing points and cycle routes;
- Provide detail on the layout of the Internal Port junction and future management, including location of signal heads, detection loops and CCTV monitoring, subject to a Safety Audit;
- Provide a detailed plan the wider signing and mitigation measures for implementing the proposed Orchard Place restrictions, including the Traffic Regulation Order (TRO) for the bus lane and turning restrictions;
- Provide detail on the appropriate signing to direct traffic to the correct Dock Gate and for Triangle Car Park,
- Details on the connection to the SCC UTC system using SCOOT, including how the 'hurry call', bus priority, and the DG5 and High Street junctions will be managed and access/ maintenance agreements for all traffic signal control equipment not on the adopted highway;
- Enhanced Variable Message Signs (EVMS) installed to provide traveller information on Red Funnel ferries, cruise operations and general traffic conditions in line with the SCC ITS Strategy;
- Installation of CCTV for monitoring of the junctions performance and bus lane enforcement.

Public Transport

The relocation RF Terminal is expected to continue to be served by the existing CityLink bus service connecting RedJet services and Southampton Central station. This is an important service within the transport provision in Southampton and provides a vital connection between the Isle of Wight and London. The CityLink service is expected use the Terminal Access Road to serve the new terminal at an integrated bus-ferry interchange, however there is little detail provided on the future operation of the bus-ferry interchange once the terminal is open. Therefore, further information is required on the operation of the CityLink bus service including timings, routing, passenger information provision (including real-time passenger information), connections to Southampton Central Station and frequency with confirmation given that the integrated ferry-bus-rail service is not negatively impacted.

The Terminal Access Road cross the Ferry Exit Road at a priority junction with 'Keep Clear' markings. The CityLink bus service will use the Terminal Access Road when leaving and it may get delayed at this priority junction by traffic entering and exiting the ferry. This could be particularly acute at peak periods where queuing or heavy traffic may not permit the bus to exit, with knock-on impacts on the reliability of the service connecting

RedJet services with London bound trains from Southampton Central station. Details are needed on how bus service provision can be maintained. This should include confirmation on the bus priority measures planned to both the Internal Port Junction and Dock Gate 5 traffic signals to help manage the reliability of the CityLink service.

No objection, subject to further information and detail on:

- The level of taxi rank provision, including waiting shelters and kiss & sail spaces (including waiting times) to replicate at least the current arrangement at Town Quay,
- Management plan for public transport including detail on provision for the bus stop on the Terminal Access Road, including waiting facilities, real-time information and future maintenance agreements, and evidence to demonstrate that a bus can turn around in the turning head and what waiting/parking restrictions will be included and how they will be managed taking account of this not be adopted highway.
- Real-time information provision within the ferry terminal, such as displaying live train times from Southampton Central,

Pedestrians and Cyclists

The relocated terminal is proposed to be served by two primary routes for pedestrians and cyclists – one via Dock Gate 5 and Terminal Access Road, the second via a new Quayside route from Town Quay along the western boundary of the site. The DG5 route provides a pedestrian footpath along the western side of the link road, crossing the Terminal Access Road and proceeding to the terminal beneath the long-term cruise parking structure. This is expected to be for pedestrians only with cyclists catered for on carriageway, cycle facilities such as directional signing and advanced stop lines should be included on this route.

The Quayside route is proposed to be a shared use path from Town Quay using the Marina Access Road to the existing marina slipway and then along the Quayside to the ferry terminal. Due to the relocation of the RF terminal walking and cycling distances will be significantly affected with additional distance and an indirect and possibly undesirable route. To ensure that these are not adversely affected the facility for pedestrians and cyclists will need to be a high quality, safe and secure environment.

Along the Marina Access Road this is proposed to be shared use for pedestrian, cyclists and vehicles for the Marina Car Park and the slipway. The width of this is and the surface treatment needs to be adequate not to confuse or create an unsafe environment. The width of the Quayside route is proposed to be 3.5m plus seating and planting, which is reduced from previous submission of 6m. Whilst this width is considered sufficient for a shared use cycle pedestrian path, it is disappointing that the 6m option was not pursued for this key link from the terminal into the city centre.

While the Quayside route is welcomed, there are concerns over perceptions of security and safety from the lack of natural surveillance, height of the boundary fence and limited exit points. The reduced width is likely to compound this problem, particularly during hours of darkness. To mitigate against the security and safety concerns further detail is needed on lighting and surveillance in consultation with Hampshire Police. It is welcomed that there is planned to be a high quality feature fence/screen along the Quayside route, this is vital to creating a welcoming public realm environment to Southampton. The Quayside route crosses in front of the ferry's access ramps, this may include times when vehicles

are boarding/disembarking from the ferry, which was raised in the Safety Audit, SCC would also have concerns about how this interaction is managed.

Secure cycle parking is provided as part of the new terminal facilities, however the proposed location is disconnected from the terminal building and the proposed capacity of 100 cycles may not be sufficient for future demand. While it is a 10% increase on existing provision on Town Quay, it is acknowledged that space is limited we would recommended that this should be two-tiered provision. There must be additional spaces provided closer to the terminal building and separate secure provision for staff.

The new vehicle access routes will impact on the Triangle Car Park with a new vehicle access/egress point being from the Ferry Access Road. It is unclear where the pedestrian routes and access points are for this car park, these should be clarified to ensure that pedestrians do not use the vehicle access point where it would be necessary to cross the Ferry Access Road, entrance the Marshalling Yards and the Terminal Access Road to reach a footway.

The private car park for Town Quay Offices is currently unfenced and configured so that cars are able access/ egress some of the spaces informally via the Marina Access Road, which is proposed to become part of the Quayside route. This appears to optimise the car park capacity, but will impact on pedestrian and cycle safety as vehicles could reverse out with poor visibility. As activity will increase along this road this ability to access the Town Quay Offices car park from the Marina Access Road, deemed as informal, will need to be fenced off with appropriate physical restrictions.

As part of the development, there will be a requirement to install new pedestrian and cycle wayfinding infrastructure and update existing to account for the relocated terminal building and access routes. The infrastructure required will be as defined by the SCC Legible Cities Strategy and need to be discussed in detail with SCC.

No objection, subject to further detail on:

- The materials, surveillance, lighting, security, management of the landscape planting and access arrangements for the Quayside path , the materials should be consistent with the shared pedestrian-cycle path on Platform Road-Town Quay;
- How the interaction between traffic accessing the Marina Access Road to the Marina Car Park and slipway, and pedestrians and cyclists is managed – such as width, materials, surveillance, lighting and boundary treatment with the Town Quay offices and Marina car parks. This should include a plan and cross-section of this section of the route and be consistent with remainder of the route along the Quayside.
- Detail on localised movements and connections for cyclists and pedestrians along Terminal Access Road. Particularly for cyclists entering and exiting the site through DG5 with provision for either on-carriageway (cycle lanes and advanced stop lines) or shared use pedestrian-cycle paths.
- Detail on pedestrian access points and routes for the Triangle Car Park.
- Detail on management of the interaction of pedestrians and cycles crossing in front of the ferry ramps and vehicles disembarking.

- Detail on the pedestrian and cyclist wayfinding strategy in line with SCC Legible City standards.
- Detail on the cycle parking facilities both in the covered facility (including lighting, security, type and style), additional short-stay facilities closer to the terminal entrance and separate secure facilities for staff.

Adoption of the internal road network

Following discussions between SCC, the Developers and ABP, the internal road network south of the existing highway boundary at Dock Gate 5 will not be adopted as public highway maintainable by the highway authority. However, as an important transport interchange for Southampton public access to the site should be unfettered and available 24 hours a day. An Access Management Plan will be required to achieve the desired level of public access to the ferry terminal. An access and maintenance agreement will be required with SCC to access and maintain the ITS equipment (signals, poles, controllers, EVMS, detector loops etc) within the site.

Conclusion

Overall, there is no objection from the highway authority to the application, subject to addressing of the points and conditions set out in this response.