

Tipner – Horsea bridge

Transport position paper



July 2024

Contents

Chapters

1: Introduction	1
2: Background.....	1
2.1 Western Corridor Study - 2010	1
2.2 Tipner public consultation - 2019	1
2.3 South East Hampshire Rapid Transit (SEHRT).....	2
2.4 Local Plan.....	3
2.5 Tipner West/ Horsea Island East development proposals (pre-submission local Plan, 2024).....	3
3: Transport policy context	6
3.1 Portsmouth City Council: Portsmouth Transport Strategy (Local Transport Plan 4 (LTP4))	6
3.2 Transport for the South East: Strategic Investment Plan.....	8
4: Trip generation	8
5: Transport requirements for the bridge	10
5.1 Public Transport.....	10
5.2 Taxis, private hire vehicles	10
5.3 Active modes, micro-mobility, and other vulnerable road users	10
5.4 Emergency and service vehicles	11
5.5 Freight micro-consolidation centre	11
5.6 Resilience.....	11
6: Conclusion	11

Map & Diagrams (Figures)

Figure 1: Tipner - Horsea bridge scheme and proposed developments, 2019.....	2
Figure 2: Possible new Tipner West residential development.....	4
Figure 3: Possible new bus route using the Tipner – Horsea bridge	7

1. Introduction

1.0.1 This paper sets out the position of the Transport Department of Portsmouth City Council regarding the further development of the options for a bridge between Tipner and Horsea.

2. Background

2.1 Western Corridor Study - 2010

2.1.1 Since the early 2000's the Council has outlined aspirations to develop parts of the Tipner and Horsea areas for housing and business. New transport infrastructure will be needed to support these developments, which should facilitate travel by sustainable modes. In 2010 The Western Corridor Study¹ examined options for infrastructure to improve accessibility. Its recommended transport strategy included a bridge from Tipner to Horsea, restricted to use by buses and other sustainable modes, together with a new bus route from Portsmouth to Fareham via Tipner and Port Solent. A feasibility study into a possible new bridge from Tipner to Horsea was undertaken in 2010² and outlined that the bridge link would be required to enable all the development growth planned at Horsea Island and Port Solent. It outlined how without the bridge link, access to the then-proposed Horsea Island and Port Solent development strategic sites would be reliant on the Port Way access road, whereas with the bridge the main access point for the Tipner site would be retained via the proposed Tipner Interchange on the M275. The study also outlined how the bridge would reduce severance between the Tipner and Horsea developments. Whilst development proposals have changed over time, the proposed bridge remains an integral element of any planned development to support sustainable travel, decarbonisation and deliver cleaner air.

2.2 Tipner public consultation - 2019

2.2.1 A public consultation on plans for the Tipner area³ was carried out in 2019. The plans included a bridge connecting Tipner with Horsea and Port Solent to provide access to the housing and employment developments as shown in Figure 1. It outlined that the bridge would be key to delivering the site and would be an important element in facilitating a new Bus Rapid Transit link which would connect Tipner and the City Centre with the wider travel to work area beyond the administrative area of the city. It outlined that measures to prevent the new road and bridge becoming a route for general traffic would be required. The consultation results⁴ identified the possibility of the bridge being at a lower height than the M275 bridge to reduce construction costs as a consideration, although care would need to be taken to maintain access to Tipner Lake for boats.

¹ Portsmouth Western Corridor Transport Strategy, 2010, Atkins Ltd.

² <https://www.portsmouth.gov.uk/wp-content/uploads/2020/05/development-and-planning-tipner-port-solent-and-horsea-island-bridge-feasibility-study.pdf>

³ <https://democracy.portsmouth.gov.uk/documents/s21615/Local%20Plan%20Update%20Appendix%201%20-%20Draft%20Tipner%20consultation%20document.pdf>

⁴ <https://democracy.portsmouth.gov.uk/documents/s23500/Local%20Plan%20Update%20Appendix%201%20-%20Tipner%20and%20Horsea%20Island%20Consultation%20Summary.pdf>

Figure 1: Tipner - Horsea bridge scheme and proposed developments, 2019



2.3 South East Hampshire Rapid Transit (SEHRT)

2.3.1 The concept of a bus-only bridge scheme was considered for possible inclusion in the South East Hampshire Rapid Transit (SEHRT) network⁵ to facilitate the operation of a bus route to Port Solent, which is not directly connected by public transport. The bridge was not included in Phase 2 of the SEHRT programme, which formed the basis of the successful Transforming Cities Fund bid in 2019, due to the high cost and unaligned

⁵ <https://www.sehrt.org.uk/>

delivery timescales. It forms part of the package of future SEHRT phases and is included in Portsmouth's Bus Service Improvement Plan.

2.4 Local Plan

2.4.1 The bridge in particular would help to facilitate the draft Local Plan vision for the creation of a new gateway to the city in the Tipner/ Horsea Island area, which will be achieved through developments. The proposed bridge would also improve connectivity providing a more direct link for some journeys, eliminating circuitous routes currently required for some journeys along the western side of the city. Linkages which could particularly benefit include access to the Horsea Island open space and Port Solent from Portsea Island; and access from parts of the north west of the city, including Port Solent, to areas in the south and west of Portsea Island, including the city centre and Gunwharf Quays.

2.4.2 The Local Plan Strategic Transport Assessment has indicated that sufficient capacity is expected to be available at M275 Junction 1 to accommodate traffic movements from the proposed development, although the Strategic Transport Assessment does predict "significant" but not "severe" development traffic impacts at this junction.

2.4.3 Policy PLP3 in the pre-submission Local Plan identifies delivery of the Tipner-Horsea bridge as a key component of the development proposals for this allocation.

2.5 Tipner West/ Horsea Island East development proposals (pre-submission Local Plan, 2024)

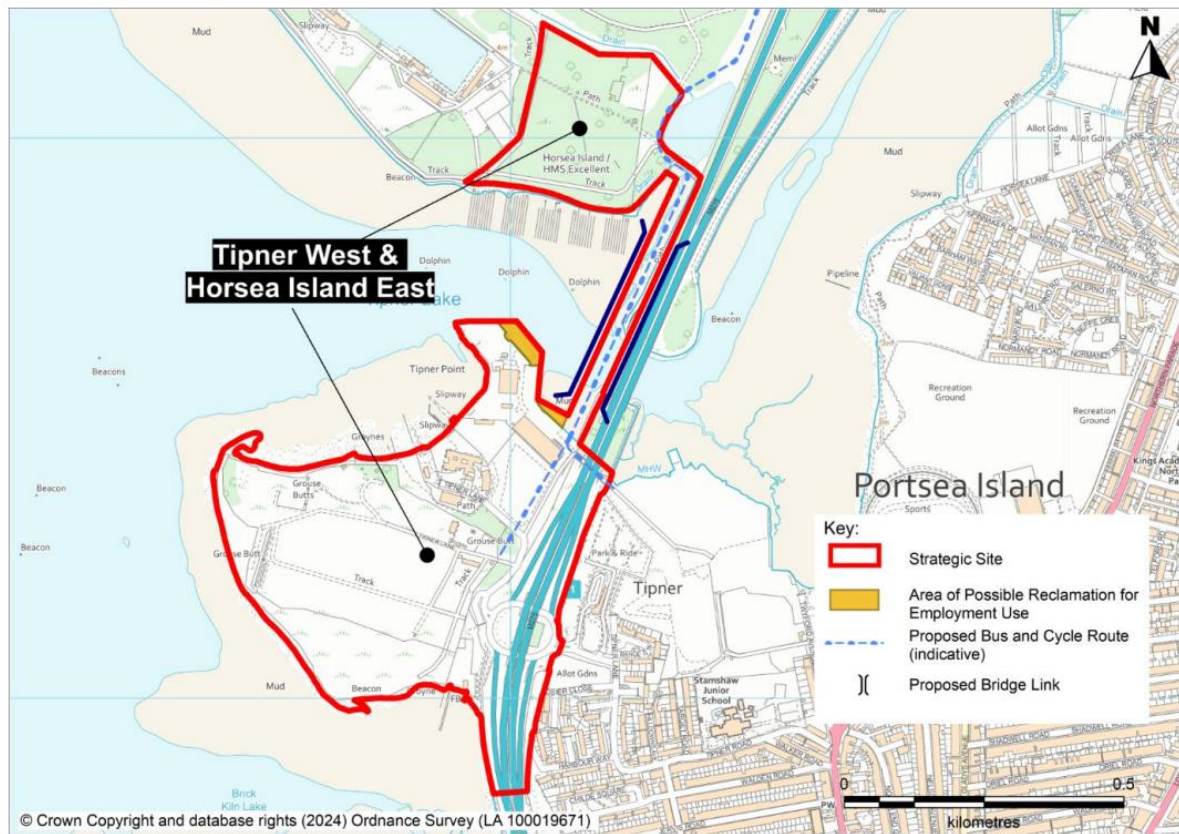
2.5.1 Policy PLP3 of the pre-submission draft Local Plan for Portsmouth allocates the Tipner West / Horsea Island East area as a strategic development site and sets out the Council's proposed policies for the development of this area. Development of a new marine hub, housing and a new bridge to the mainland are identified as being key to the future economic development of the city. The wider Tipner-Horsea Island area, including Port Solent, is one of the two principal development sites identified in the Southampton and Portsmouth City Deal.

2.5.2 Key elements of the allocation in policy PLP3 are:

- Up to 58,000 m² of marine employment floorspace including works to the quays and dredging within Portsmouth harbour.
- A new community with between 814 and 1,250 residential dwellings
- A bridge between Tipner West and Horsea Island East for the use of sustainable transport modes only; and
- Facilities such as shops and meeting places to serve the new community

2.5.3 A map of Tipner West/ Horsea Island East with the proposed bridge linking the two parts of the site is shown in Figure 2.

Figure 2: Possible new Tipner West residential development



2.5.4 Development proposals for uses identified in Policy PLP3 are proposed to be permitted provided that they meet a range of site-specific development requirements, including:

- Prioritisation of sustainable transport modes;
- Improvement of off-road pedestrian and cycle provision linking Port Solent and Tipner to:
 - the City Centre;
 - nearby public open spaces including Horsea Island Open Space;
 - recreational facilities including the Mountbatten Centre; and
 - other local shops and services.
- A segregated bus way, alongside a new pedestrian and cycle way between Tipner West and Horsea Island via a new bridge and on to Port Solent, will be established, operated and maintained.

2.5.5 Additionally, a large area of open space is planned to be created to the north of the site on Horsea Island (Policy PLP9), improving the amount of green space available for city residents and visitors. The proposed bridge would improve access to this green space from much of the city.

- 2.5.6 The scale of the proposed development at Tipner West/Horsea Island East (814 to 1,250 homes and up to 58,000M² of employment floorspace) is unlikely to support a contribution under Section 106 of the Town and Country Planning Act 1990 large enough to fully fund the construction of a bridge for pedestrians and cycles only between Tipner and Horsea Island. To deliver a pedestrian and cycle only (active travel) bridge, a shortfall would need to be made up, most likely through a business case supporting applications for external funding (e.g. from central Government) which would need to demonstrate the economic and strategic benefits of the scheme.
- 2.5.7 The proposed development is very unlikely to be able to support a sufficiently large contribution to fully fund the construction of a bridge capable of carrying motor vehicles, such as buses, as well as active travel modes, as is desired. In order to deliver this, a larger funding shortfall would need to be filled- most likely through external funding (e.g. from central Government). A business case for this would need to demonstrate sufficient benefits to justify the cost of the proposal.
- 2.5.8 The Tipner West/Horsea Island East development needs to be served by a direct and frequent bus route to be accessible by public transport. A development without good public transport access will struggle to achieve objectives within Policy PLP3 relating to high levels of sustainable transport usage, and minimising car usage. Inadequate public transport access would also conflict with Policies J and L of the Portsmouth Transport Strategy which seek to improve public transport services across the city, including improving service areas and investigating new routes for areas that are currently under-served. Lack of public transport provision would disadvantage groups without access to a car or ability to drive, for example young people attending full-time education or those of any age with limited mobility or for those without access to a car living at or visiting the development.
- 2.5.9 The potential for the proposed bridge to improve walking and cycling connectivity for journeys to/from the Tipner area developments, and for a wide range of journey opportunities on the western corridor, should also be considered. For example, the bridge would reduce the cycling distance between Port Solent and the city centre by 30%, from about 5.8 miles to just under 4 miles. More direct cycling routes would be facilitated, combined with provision of a high quality, safe, quiet route could provide a transformational improvement in the attractiveness of cycling for many journeys on the western corridor, supporting the Portsmouth Transport Strategy objective to prioritise walking and cycling.
- 2.5.10 The proposed Horsea Island open space will provide much needed additional green space for city residents. As this area is somewhat isolated from the majority of the city at present, the proposed bridge would be key in making this open space accessible by sustainable modes to more of the city. Prioritising access by public transport and active travel will help to minimise the amount of land (green space) needed for parking and reduce carbon impacts of access.

3. Transport policy context

3.0.1 The following local and regional transport policies are relevant to the bridge options.

3.1 Portsmouth City Council: Portsmouth Transport Strategy (Local Transport Plan 4 (LTP4))

3.1.1 The [Portsmouth Transport Strategy 2021-2038](https://www.portsmouth.gov.uk/wp-content/uploads/2021/11/74.633-Local-Transport-Plan-2021-Final-Accessible.pdf)⁶, adopted in 2021, sets out the Council's vision for travel in Portsmouth until 2038. It contains the following policies relevant to the bridge scheme proposal:

3.1.2 **Policy K:** *Develop a rapid transit network that connects key locations in the city with South East Hampshire and facilitates future growth.*

3.1.3 This policy outlines that in partnership with neighbouring local authorities transport operators and partners, we will introduce the first stages of the South East Hampshire Rapid Transit (SEHRT) network through the Transforming Cities Fund Tranche 2 that will transform the way people travel between Portsmouth and the surrounding towns. Future stages will connect to many of the city's main growth locations. This includes growth at Tipner and Horsea Island, which would be linked by a new bridge for buses, walking and cycling.

3.1.4 SEHRT will comprise a network of rapid bus routes connecting Portsmouth city centre and other major city attractions with the city region or "travel-to-work" area. The main SEHRT corridors are:

- Fareham to Portsmouth.
- Waterlooville to Portsmouth.
- Havant to Portsmouth.
- Isle of Wight to Portsmouth; and
- Gosport to Fareham.

3.1.5 The proposed bridge and connecting roads would run in parallel with the M275, which forms part of the Portsmouth – Fareham corridor on the SEHRT network.

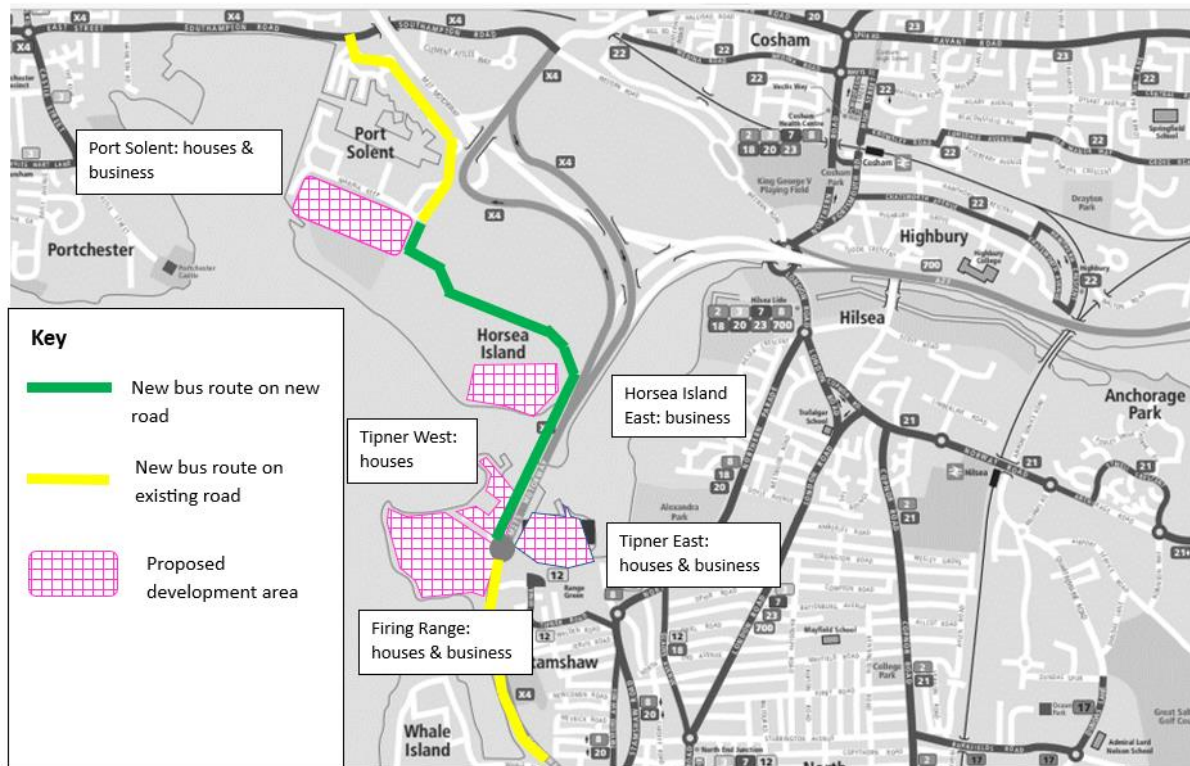
3.1.6 It is anticipated that an SEHRT rapid bus route serving at least part of this corridor would be provided using the bridge, following the route shown in Figure 2 below. A possibility could be a new direct route connecting the city centre/Hard Interchange with Port Solent and Paulsgrove. This would align with Council objectives of providing links to currently unserved areas and faster links such as to Paulsgrove - an area with high levels of deprivation which could benefit from quicker links to employment and education opportunities. It could also see operators look into potential opportunities to enhance existing commercial services such as the express bus route X4 from Portsmouth to Fareham and Southampton.

3.1.7 A further possibility could be a new local bus route connecting Tipner with Port Solent, continuing to the Queen Alexandra Hospital. This could possibly form an extension of the council's tendered route 12, which currently terminates at Tipner.

⁶ <https://www.portsmouth.gov.uk/wp-content/uploads/2021/11/74.633-Local-Transport-Plan-2021-Final-Accessible.pdf>

3.1.8 These possibilities will be investigated further at the appropriate stage. Also, bus operators would be invited to identify, and deliver, possibilities for commercial services using the bridge.

Figure 3: Possible new bus route using the Tipner – Horsea bridge



3.1.9 **Policy D:** *Expand the Portsmouth Park & Ride and create a transport hub to reduce pollution and congestion in the city.*

3.1.10 The transport hub will need to be as accessible as possible by public transport and sustainable modes. The proposed bridge would significantly improve accessibility from the Port Solent area and the A27 Southampton Road corridor.

3.1.11 **Policy G:** *Establish a cohesive and continuous network of attractive, inclusive, safe, and accessible walking and cycling routes accompanied by cycle parking facilities.*

3.1.12 The bridge would form part of network of walking and cycling routes connecting the Port Solent, Paulsgrove and Southampton Road areas with Tipner, Stamshaw, the International Port and the A3 corridor towards the city centre.

3.1.13 **Policy J:** *Prioritise local bus services over general traffic to make journeys by public transport quicker and more reliable and support demand-responsive transport services.*

3.1.14 The bridge will prioritise local bus services, providing a direct route from Port Solent to Tipner that is not available to other traffic.

3.2 Transport for the South East: Strategic Investment Plan

3.2.1 Transport for the South East (TfSE) is the sub-national transport body for the South East of England. Its purpose is to determine transport investment needs to drive economic growth across the region. TfSE was established in 2017 and comprises 16 local authorities, five local enterprise partnerships plus representatives of district & borough authorities, protected landscapes, and national delivery agencies.

3.2.2 TfSE has developed, with its constituent authorities, the Strategic Investment Plan (SIP)⁷. The SIP was published in March 2023, and has been approved by the TfSE Partnership Board, which represents its member authorities, and submitted to the DfT. It sets out a vision for the region, with priorities to decarbonise the transport system, level up left-behind communities and facilitate sustainable economic growth in the south east up to 2050. Reducing carbon emissions by promoting public transport, walking, and cycling are key policy themes of the SIP. It identifies nearly 300 multi-modal transport interventions for delivery during this period.

3.2.3 The SIP South Hampshire package of interventions includes the following:

- Highways scheme I13, a bridge from Tipner to Horsea; and
- Mass Transit scheme C2, South East Hampshire Rapid Transit future phases.

3.2.4 Delivery of these schemes would be led by the council (as scheme promoters) working in partnership with the DfT, National Highways and developers, with TfSE assisting with advocacy.

4. Trip generation

4.0.1 The proposed development areas are shown in Figure 1. It is expected that the new development sites plus the proposed Horsea Island open space will generate additional trips between not only each other but neighbouring residential areas and key destinations and transport interchanges. It is integral to enable all these movements to be possible by attractive public transport services and active travel routes. The proposed bridge is key in providing attractive routes in terms of journey time and safety. As there is no rail line through the area, public transport will comprise either a new local bus route or a Demand Responsive Transport (DRT) service.

4.0.2 Development at the Tipner West/Horsea Island East allocation will generate additional traffic. Whilst the Strategic Transport Assessment has indicated that there is sufficient spare capacity for most movements/time periods at M275 Junction 1, significant/severe impacts are forecast at locations further south on the M275 corridor at Rudmore Roundabout and around north of the city centre as a result of wider development proposals, which will require mitigation.

4.0.3 Policy N of the Portsmouth Transport Strategy states that "*Local trips should not be made on the M275 wherever possible. This will be achieved by providing better alternatives for local trips*". Provision of enhanced bus services and active travel access along the western corridor to/from the Tipner development allocations to serve local demand will support this policy and would also help to mitigate forecast wider development transport impacts. As stated above, development of sufficiently attractive

⁷ <https://transportforthesoutheast.org.uk/app/uploads/2023/03/SIP-1.pdf>

bus links is likely to depend on buses being able to connect across the proposed bridge to a wider range of origins and destinations.

- 4.0.4 The size of the proposed development together with its peninsular location may not generate sufficient demand to support a financially sustainable and frequent bus service into it. The nearest bus stop is at Tipner Green, which is served by route 12 (hourly) to North End, Copnor, St Mary's Hospital and Fratton Park. Funding for enhancement to the service on route 12 has been secured for when the planned developments at Tipner East are built out and occupied. The nearest stop with services to the city centre is on Stamshaw Road, which is a substantial walking distance from Tipner West.
- 4.0.5 Bus services operate regularly from Tipner Park and Ride site to the city centre and Hard Interchange. However, the Park and Ride bus service is not a general registered local bus service so does not sell individual tickets or accept concessionary passes.
- 4.0.6 There is currently limited pedestrian access from the Tipner West to the Park and Ride via a route around the south side of junction 1. As indicated in Figure 4.2 of Policy PLP3 of the pre-submission Local Plan, improvements to pedestrian access to the Park & Ride site from Tipner West may be possible.
- 4.0.7 Unless further infrastructure measures are provided the primary access to the new houses would be by car via the M275. Access by public transport would be very limited, and there would be barriers to walking/cycling access. Such an outcome would conflict with several Portsmouth Transport Strategy (Local Transport Plan 4) policies and objectives aimed at promoting walking, cycling and public transport, as well as the ambitions of pre-submission Local Plan Policy PLP3.
- 4.0.8 There would be a risk of PCC developing a poorly connected or un-connected new community which could become highly car-dependent. High levels of car dependency could result in negative social, economic and environmental outcomes for the new community and also for the city more widely as a result of additional traffic generation from the Tipner West site utilising the city's highway network.
- 4.0.9 Any additional delays to traffic going toward Portsmouth International Port or city centre would conflict with Portsmouth Transport Strategy policy N: to "*protect the main road network and maintain access to the ports, HM Naval Base, Portsmouth and other key industry, business and retail sites*". Delays to traffic on the approach roads could impede access to these locations.
- 4.0.10 Additional vehicular traffic generation southwards towards the city centre could also contribute to higher levels of pollution, which would be undesirable considering the Clean Air Zone that has been implemented in this area due to pollution levels in parts of the city centre exceeding legal limits.
- 4.0.11 More traffic than necessary using M275 Junction 1 is also undesirable. The northbound slip road joining the M275 at junction 1 has a short taper length which can impede vehicles joining the main traffic flow. This could cause delays if the number of vehicles making this movement was to increase significantly. However, it may be possible to address this problem by providing a lane drop/gain arrangement for lane 1 between Junction 2 (Rudmore) and the Tipner bridge.
- 4.0.12 The need for additional highway mitigation works could be reduced through delivery of a new community at Tipner West/Horsea Island East with better sustainable transport links.

4.0.13 Therefore, it is desirable to mitigate additional traffic generation from the Tipner development sites as much as possible

5. Transport requirements for the bridge

5.0.1 The bridge is required to be restricted access for sustainable modes to ensure they remain viable and attractive travel choices, supporting national and local policy objectives. It is proposed that no private vehicles would be permitted to utilise the bridge and this should be enforced through automated systems such as ANPR.

5.1 Public Transport

5.1.1 The bridge and its access routes should be usable by buses. Suitable access routes should be provided connecting it to the proposed developments, M275 Junction 1, and Port Way. Layouts should be designed to enable buses to pass through easily without delays. Bus stops should be provided at suitable locations with quick and easy pedestrian access to the developments.

5.1.2 The development of local bus services to the area will be demand led and linked to the occupation of the developments. Some possibilities are identified in section 3.1. Easy access to the bus depots at Hilsea, Hoeford and Farlington will be needed.

5.1.3 A Demand Responsive Transit (DRT) scheme is planned to be piloted for the Port Solent area through Solent Future Transport Zone (FTZ) and Portsmouth Bus Service Improvement Plan (BSIP). The possibility of extending the scope of this to include the Tipner area, using the bridge and connecting with the SEHRT routes and/or Cosham rail station, could be considered.

5.2 Taxis, private hire vehicles

5.2.1 Currently Hackney carriage taxis are permitted to use Portsmouth's bus lanes and most of the sections of bus-only roads in the city. Further consideration would be required regarding whether they would be permitted to use the bridge, dependent on demand etc.

5.2.2 Private Hire Vehicles (PHVs) are currently permitted to use five of Portsmouth's bus lanes on a trial basis. PHV use of the proposed bridge would also need further consideration and analysis.

5.3 Active modes, micro-mobility, and other vulnerable road users

5.3.1 The bridge would support the provision of segregated infrastructure to encourage trips to be made by active modes i.e., walking and cycling as well as micro mobility such as rental e-scooters. Segregated lanes on the bridge should be provided for cycles, e-bike, rental e-scooters, and e-cargo bikes. Routes should connect to the wider existing and planned walking and cycling network such as the Local Cycling and Walking Infrastructure Plan (LCWIP) network. Designs should be consistent with the guidance provided in LTN 1/20.

5.4 Emergency and service vehicles

5.4.1 Emergency service vehicles would be permitted to utilise the bridge under blue light.

5.4.2 It is proposed that emergency services not on blue light, and other utility vehicles are not permitted to utilise the bridge to ensure alternatives modes maintain their journey time and remain a viable and attractive option.

5.5 Freight micro-consolidation centre

5.5.1 It is encouraged for the development sites to consider freight micro-consolidation and the bridge would be able to accommodate e-cargo bikes.

5.6 Resilience

5.6.1 At present the reliance of the city on three key road access routes is a significant vulnerability in times of severe disruption and emergencies. The bus and sustainable modes only bridge would help to provide some extra operational resilience particularly for public transport, providing a sustainable option for those travelling on or off Portsea Island which would not be hampered by congestion/incidents elsewhere as many existing public transport services are. It would also provide a low traffic route for use by the emergency services if required. Such a facility would support Portsmouth Transport Strategy Policy N, which highlights the criticality of ensuring efficient and reliable operation of the key connections from the mainland (and the M275 in particular) to the city's economy.

5.6.2 There could be scope for the bridge to be temporarily opened to general traffic to provide an alternative route into the city in instances where an unforeseen major emergency severely disrupts operation of the M275. However, this resilience benefit would be compromised if the bridge was open to general traffic at other times.

6. Conclusion

6.0.1 For all the reasons set out above, the Council's transport service considers the proposed Tipner-Horsea bridge to be a critical item of strategic infrastructure supporting sustainable development in the city. However, it is recognised that there are barriers to the delivery of the bridge, particularly relating to cost and funding, which will need to be overcome. These barriers could change over time. The Council are therefore undertaking feasibility studies to identify the most cost-effective design and "landing" locations. The planning of the Tipner West/Horsea Island East allocation will therefore leave sufficient space to accommodate a bridge and access routes, to allow its delivery in future.

- (i) A Tipner-Horsea bridge would provide a number of important strategic benefits for transport in the city. From a transport perspective, a Tipner - Horsea bridge that is capable of accommodating pedestrians, bike users, and buses is an essential piece of infrastructure to ensure sustainable access to the Tipner West/Horsea Island East allocation. It would ensure the provision of a commercially sustainable bus service through the site, and strongly support aspirations for this to be a development with a low level of car dependency and

which provides wider benefits to the city through provision of a new gateway to Portsea Island. It would also deliver significant improvements for non-car accessibility across other parts of the city's western corridor. Suitable access routes will be needed, and general traffic would not be permitted to use the bridge (except for, potentially, in times of severe disruption due to emergencies on the M275).

- (ii) Although planning of the development layout is at an early stage, the current access arrangements to the Tipner area which depend exclusively on the M275 Junction 1 would be unsatisfactory. Suitable routes for pedestrians and cyclists and to the nearest bus stop, which is on the limited service 12 at Tipner Green, and the Park and Ride site will be needed.
- (iii) PCC propose to make provision for the future delivery of the bridge with suitable access arrangements. Suitable external funding sources to cover the balance of the scheme cost will need to be identified and funding secured. This is likely to require development of a transport business case for the scheme.