

Wish & Westbourne

Mini-Holland feasibility study

Summary Report



February 2023

Vision

‘To make the Wish & Westbourne area a place where communities can travel safely and confidently. To give them a greater choice of joined-up, high quality, active and sustainable travel options that connect people and allow businesses to flourish in a healthier, more accessible and attractive environment.’



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1. The Vision

1.1 The Vision for Wish & Westbourne Mini-Holland

The Vision that has been established for the council's emerging Local Transport Plan 5 (LTP5) is:

'Better connected residents, businesses and visitors, for an improved quality of life in a healthy, inclusive and carbon neutral city'

In addition, the council's approved Local Cycling and Walking Infrastructure Plan (LCWIP) has provided the basis for the council's successful EoI for this feasibility study for a potential Mini-Holland in the Wish & Westbourne area.

The LCWIP's Vision states that the plan will achieve:

'A better connected city where active travel (walking, wheeling, cycling) is the first choice for getting from A to B, supported by high quality infrastructure which makes active travel accessible, easy, welcoming, enjoyable and safe.'

The proposed Vision for the Mini-Holland is:

'To make the Wish & Westbourne area a place where communities can travel safely and confidently. To give a greater choice of joined-up, high quality, active and sustainable travel options that connect people and allow businesses to flourish in a healthier, more accessible and attractive environment.'

The proposed Mini-Holland mission statement is:

'To invest significantly in the area's transport infrastructure to promote and enable a transformational shift in the way that people travel. To work with local communities to understand their needs and aspirations and deliver convenient, better facilities for active travel (wheeling, walking, cycling). By delivering this change, we can tackle the climate and biodiversity emergency, overcome barriers to active travel, support the local economy and improve everyone's physical and mental health.'

The proposed Vision and mission statement would be developed further in conjunction with the local community should funding be secured.

The proposed Mini-Holland area within West Hove covers the Wish & Westbourne electoral wards, broadly from and including:

- The main A259 Kingsway route along the seafront to the south.
- The B2194 Boundary Road / Station Road corridor to the west.
- The A2023 Hove Street / Sackville Road corridor to the east; and
- The railway line to the north.

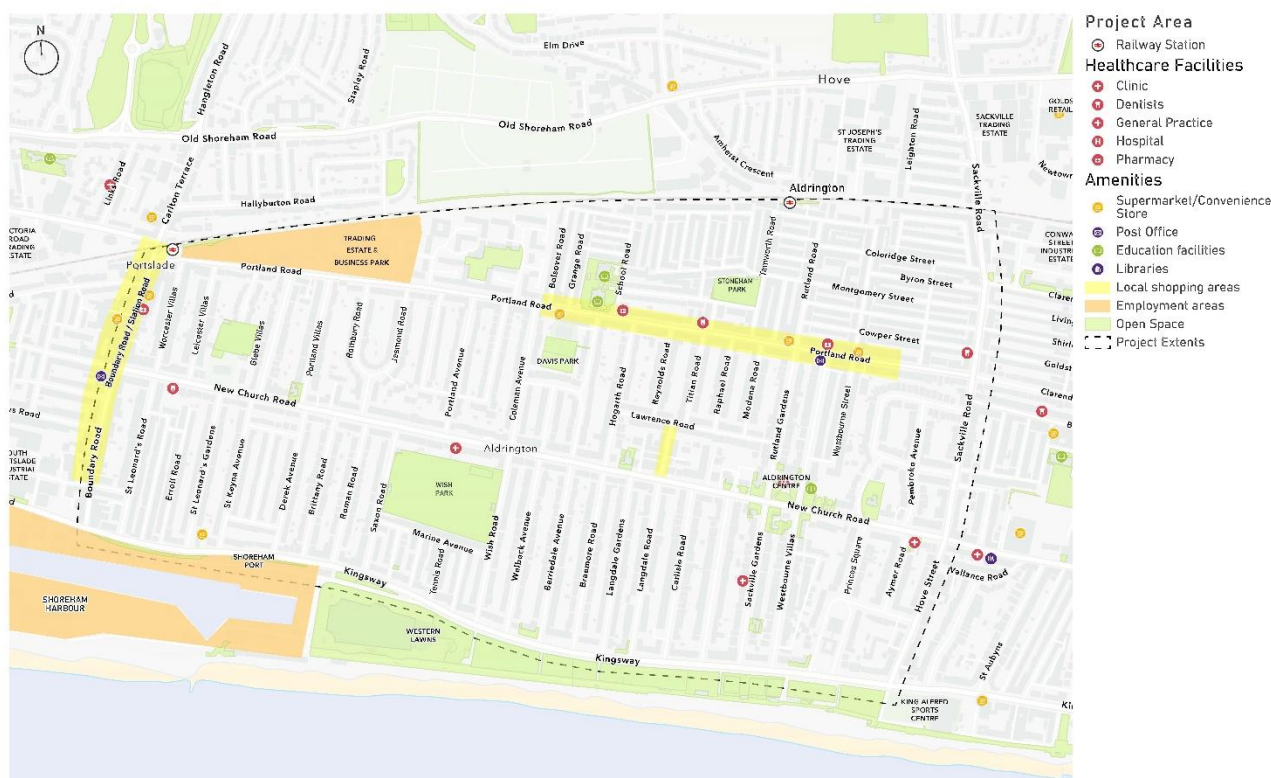


Figure 1-1: Layout of the scheme area

Figure 1-1 shows the extent of the area and the two main east-west roads running through it linking the B2194 and A203 – these are Portland Road and New Church Road. As can be seen, it is a highly permeable and primarily residential area, which is located less than 3km from the city centre to the east and is adjacent to central Hove. The area includes employment sites at Portland Business Park and the retail and community/ social infrastructure hubs and services at the district and local shopping centres on Boundary Road/Station Road, Portland Road, and Richardson Road. The A259 in the extreme south-west corner of the area is included in the South-West Portslade Air Quality Management Area (AQMA3) declared in 2020.

The Mini-Holland Vision for Wish & Westbourne is to build upon the existing and committed active travel schemes and initiatives already operating or proposed within or close to the area, which include in part:

- Proposals for the area in the Local Walking and Cycling Infrastructure Plan (LCWIP).
- The National Cycle Network (NCN) Route 2 upgrade to the south of the area along the A259 Kingsway corridor
- The Kingsway to the Sea (KttS) project along the seafront to the south of the area.
- Existing Bus Service Improvement Plan (BSIP) proposals for the A203 Sackville Road/Portland Road/Blatchington Road junction, which forms a key gateway to the Mini-Holland area from central Hove.
- Active travel proposals within the Hove Station Masterplan area, situated adjacent to the north east side of the Mini-Holland area to the east of the A203 Sackville Road.
- E-Cargo Bike accelerator project
- The city’s successful BTN Bikeshare scheme
- Cycle hangar programme, providing residents with secure cycle storage



The Vision aims to build on existing schemes and initiatives with supporting and complementary active travel and other measures to create transformational change in travel options and behaviours within the area. This is detailed in Section 4 where the feasibility proposals are described, after setting the scene in Section 2 ‘Case for Change’ and describing the ‘Network Development’ in Section 3. These measures as proposed include a mixture of ‘point’ interventions, ‘link’ interventions and targeted placemaking interventions. Key aspirations in delivering this transformation are as follows:

- To improve active travel facilities along the main east-west routes of Portland Road and New Church Road. This is consistent with the aims of the LCWIP.
- To deliver a part of the ‘missing link’ in the cycling infrastructure along the south side of the A259 Kingsway as well as make pedestrian improvements along this key stretch. This is consistent with the aims of the LCWIP.
- To create nominated north-south ‘active travel’ routes through the area linking the Portland Road corridor with the seafront to the south and NCN Route 2.
- Further placemaking enhancements to the local shopping area at the eastern end of Portland Road.
- Place-making enhancements to the Boundary Road/Station Road shopping area on the western perimeter of the area.
- Tackling the high levels of through-traffic using the minor residential streets in the area to improve conditions and the general amenity/ambiance for pedestrian and cycle users alike.

2. The Case for Change

2.1 Mini-Holland in Wish & Westbourne - Why?

This section outlines why the Wish & Westbourne area in West Hove is a suitable location for Mini-Holland transformational investment, given the unique current opportunity to apply for implementation funding via Active Travel England (ATE). Key supporting evidence is explored in this section.

2.1.1 Compact street layout with natural boundary roads

The area is predominantly residential, with streets arranged close together in a grid layout. Error! Reference source not found. Figure 2-1 shows examples of the different street typologies within the study area, which ranges from residential roads in the main but also includes busy local high street sections along Portland Road and Boundary Road/Station Road. There is the opportunity within much of the study area for modest improvements to be made to the public realm to enhance the 'place' function, which would create pleasant spaces and better functioning places within the public realm for local people and visitors to enjoy.



Figure 2-1: Street Typologies within the study area

2.1.2 Suitable area topography

The study area contains key features which makes it easy to complete trips by active travel. The study area is reasonably small (approximately 13km²) but has amenities such as medical and dentistry facilities, schools, key local shopping areas along Portland Road and Boundary Road/Station Road, high frequency bus routes through the area and two local railway stations. The topography is reasonably flat across the local area as shown in **Figure 2-2**, making it a good fit for all abilities of active travel users. This allows residents



of the study area to make trips to many local services and amenities such as shops without leaving the immediate area.



Figure 2 2: Topography of the scheme area

2.1.3 Generous dimensions of key east-west routes

The main east-west routes of A259 Kingsway, Portland Road and New Church Road are reasonably wide at some points with two lanes for general traffic, space for parking and a wide pavement. While this can potentially cause issues of severance, it also provides the opportunity for a range of active travel infrastructure to be provided, including the potential for segregated cycle infrastructure to be implemented along these routes due to the wider dimensions. This allows greater scope for active travel infrastructure in future, without scheme measures being constrained to such a great extent by the physical width of the road.



Figure 2-3: East-west street width example



2.1.4 Excellent public transport connections

Bordering the area are two local railway stations, Portslade and Aldrington stations, which both provide direct services into Brighton city centre, and Southampton and Portsmouth to the west, with connecting services available on these routes. Just outside of the study area to the north-east is Hove station. Additionally, there are a significant number of bus services which run frequently throughout the study area (including a 24hour service), providing links to the city centre as well as suburban areas such as Mile Oak, Hangleton, Southwick and North Southwick. These services are well used, highlighting the importance of access to bus stops and rail stations within the scheme area in terms of enabling active travel as part of a wider multi-modal journey. Further improving the active travel infrastructure in the area is thus important in ensuring residents and visitors can access these public transport facilities via active travel safely and comfortably to continue their onward journeys.



Figure 2-4: Public transport infrastructure

2.1.5 Good levels of active travel

Walking and cycling are already key types of transport for trips within the area or commuting trips outside. This strong foundation highlights how extended active travel infrastructure is likely to be used, either by those who already partake in cycling and walking activity regularly, or those who haven't previously due to reasons such as accessibility issues or confidence to do so. Table 2-1 shows the proportion of residents within the study area commuting using different modes against those for Brighton and Hove and national levels.



Commuting Transport Mode	Study area ¹	Brighton and Hove ²	National (England) ³
Car/taxi/motorcycle	43.7%	41.9%	63.4%
Bus	13.4%	13.6%	7.5%
Walk	13.7%	20.6%	10.7%
Rail	12.6%	10.7%	9.4%
Cycle	6.6%	4.9%	3.0%
Work from home	9.3%	7.6%	5.4%
Other	0.7%	0.8%	0.6%

Table 2-1: Commuting for the area (Census 2011)

2.1.6 Existing highway safety issues involving vulnerable road users

There are, unfortunately, locations within the study area which have experienced multiple collisions involving cyclists or pedestrians within the previous five years. These are located along Portland Road, Boundary Road/Station Road (close to the junction with Portland Road) and Hove Street (at the junction with A259 Kingsway) (see **Figure 2-5**). Portland Road serves as an important east-west route through the area and a local shopping area is situated at its eastern end. The lack of protected cycle infrastructure and infrequent crossing points could be contributing towards these collisions, discouraging more vulnerable users from choosing active travel to access local services and transport hubs.



Figure 2-5: Pedestrian and cycle collision map

2.1.7 Opportunity to address severance

Within the study area there are a range of controlled and uncontrolled crossings. Junctions generally have signalised crossings on most arms, but these are frequently staggered with guard railing. The railway line to the north also serves as a barrier to journeys, with a level crossing at Portslade, the bridge at Olive Road and a narrow pedestrian underpass at Aldrington Station. The Mini-Holland funding would provide the opportunity to address these points of severance to ensure that all active travel users feel able and comfortable to access services and amenities within the area, and to facilitate further uptake in active travel. This is particularly important given that in some areas of the study area, the average car/van availability by household is only 50%, highlighting the importance of

¹ <https://www.nomisweb.co.uk/query/construct/submit.asp?forward=yes&menuopt=201&subcomp=>

² <https://www.nomisweb.co.uk/census/2011/QS701EW/view/1946157280?cols=measures>

³ <https://www.nomisweb.co.uk/census/2011/QS701EW/view/2092957699?cols=measures>



residents being able to make journeys by active modes. Travel movements are limited by severance and the levels of through-traffic routing along many of the minor residential streets in the area.

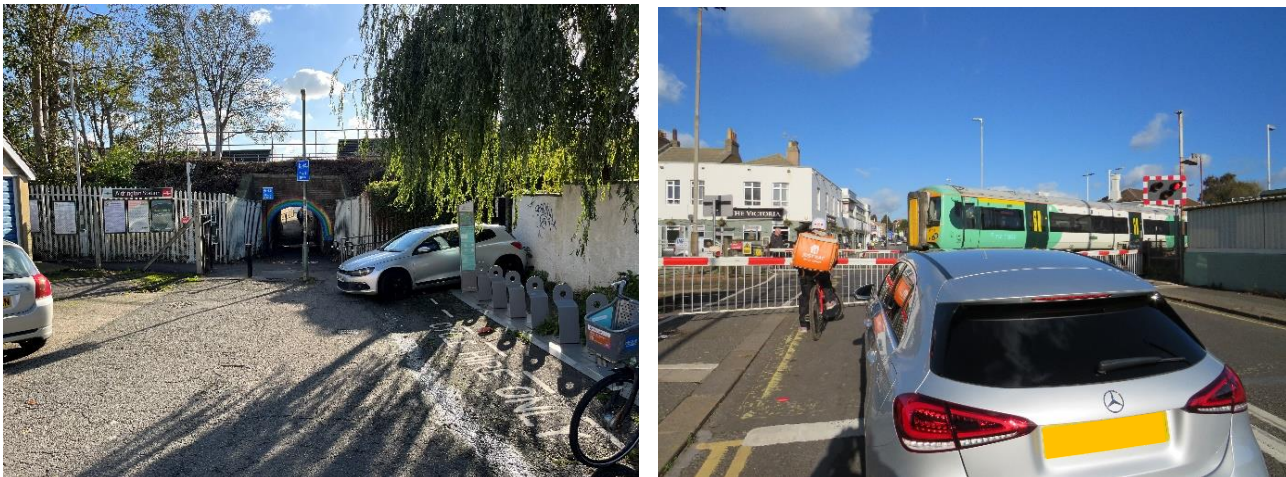


Figure 2-6: Study area severance

2.1.8 Existing schemes and plans

There is already a planned upgrade to a section of the A259 Kingsway along the southern boundary to the area, which is due to be delivered this year. This scheme would involve improvement works from Hove Street to Wharf Road as part of the A259 Walking, Cycling and Accessibility scheme (with the wider scheme running from Fourth Avenue to Wharf Road). **Figure 2-7** below shows an extract of the proposals detailing works just west of Hove Street. This will tie into the westbound cycle lane which is already in place between West Street to Fourth Avenue.

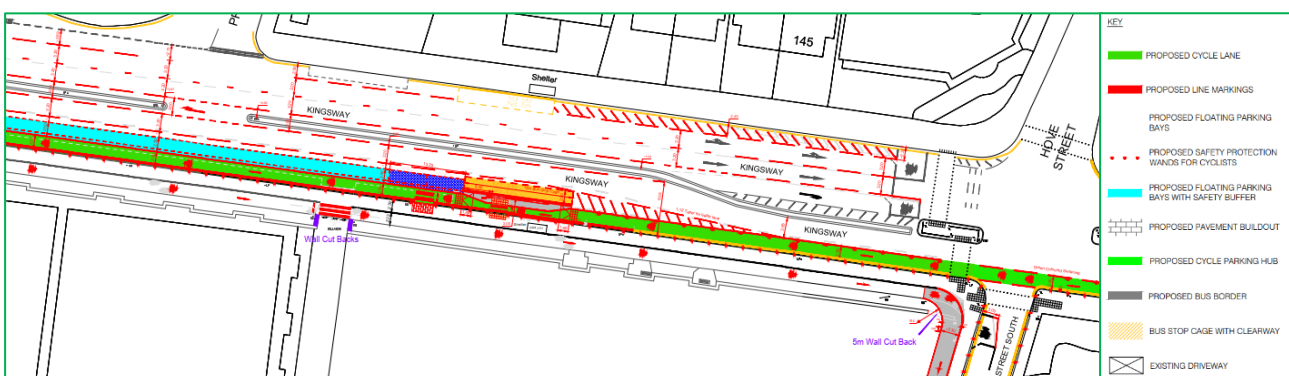


Figure 2-7: A259 Walking, Cycling and Accessibility Scheme - Extract (West of Hove Street)



In addition to committed proposals and aspirations along the A259 Kingsway, there are other sustainable transport schemes within the immediate vicinity which have been proposed or are planned. These schemes include the following:

- Hove Station Masterplan
- Move for Change (BetterPoints) sustainable travel reward scheme
- Behaviour Change initiatives with schools, workplaces and community groups
- Bus Service Improvement Plan (BSIP) junction improvements and wider support for bus use in the city
- Cycle Hangars programme
- E-Cargo Bike scheme
- BTN Bikeshare
- Kingsway to the Sea regeneration programme (Levelling Up Fund)
- West Hove Junior School – School Streets

There is a real push within the local area to improve sustainable transport in the next couple of years, and the Mini-Holland scheme can allow these ambitions to be realised and built upon by creating a cohesive network of routes.

2.2 Stakeholder and Community Engagement

There has been a high level of interest for potential Mini-Holland measures from both politicians and key stakeholders. There is already an existing pipeline of strong policy and proposed sustainable transport measures in the area. The area features a strong network of local community and voluntary groups, as well as the wider network of city-wide stakeholder organisations, and there is strong interest in transformational investment in this area via Mini-Holland, building on existing investment such as Kingsway to the Sea.

BHCC recognise the importance of gaining feedback from a range of stakeholders. There has been engagement with internal and external stakeholders during the Feasibility Study stage, this has fed into the development of the Mini-Holland concept ideas emerging.

Engagement has already taken place with the following key stakeholders, which has been fed into the development of the scheme:

- Ward member briefing (14 July 2022)
- West Hove Forum (5 October 2022)
- Brighton and Hove Bus Company (21 October 2022)
- BHCC internal officer workshop with officers from a range of city transport disciplines including transport policy, transport projects, public transport, traffic management, parking, communications, bikeshare and transport behaviour change among others (6 December 2022).
- Workshop with BHCC officers from a range of disciplines including transport policy, highways development, planning, public health and economic development, among others (14 December 2022).
- Ward member briefing (16 December 2022)



- Briefing with Peter Kyle MP (6 February 2023)

On Thursday 12 January 2023 a major stakeholder workshop event was held in Hove to formulate and discuss ideas for Mini-Holland interventions. The list of groups represented at the workshop were as follows:

- Brighton & Hove City Council (BHCC) officers
- Jacobs and PJA (technical consultants for Mini-Holland study)
- Design South East (independent design advice for Mini-Holland study)
- Brighton & Hove Conservative Group
- Brighton & Hove Green Group
- Brighton & Hove Labour & Cooperative Group
- Stagecoach
- West Hove Forum
- East Sussex Fire & Rescue Service
- Hove Civic Society
- Living Streets
- SEDSconnective
- Portland Road traders
- West Sussex County Council
- Friends of Hove Lagoon
- Friends of Hove Park
- Brighton & Hove Bus & Coach Company
- Wish Park Surgery Patient Participation Group (PPG)
- Brighton Area Buswatch
- Hove Station Neighbourhood Forum
- West Hove Seafront Action Group
- Bricycles

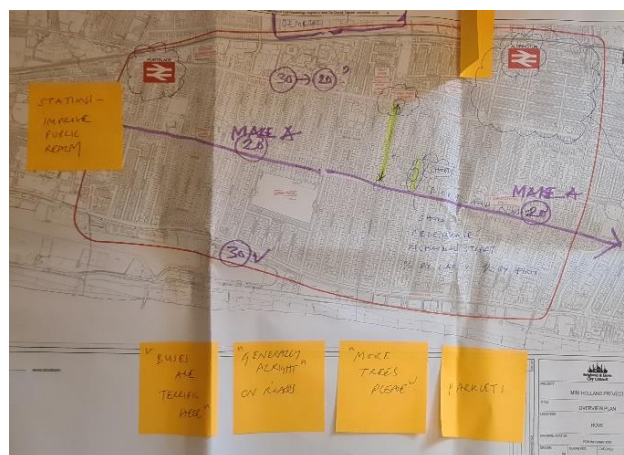




Figure 2-8: Stakeholder Engagement Events

Following this stakeholder workshop, an additional workshop was held on Friday 13 January 2023 to host an independent review of the way forward for Mini-Holland, by Design South East (DSE). This included a joint site visit with Members in Wish & Westbourne followed by a co-design workshop. Engagement has been key in developing Mini-Holland concept proposals for Wish & Westbourne for this feasibility study, and would continue to be a key element of the programme going forward should funding be secured.

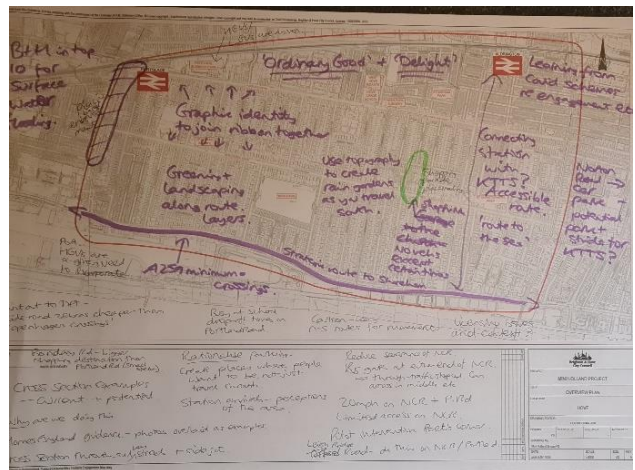


Figure 2-9: Design South East Independent Review



3. Network Development

This section outlines the process undertaken to identify the interventions which are proposed to be delivered as part of the Wish & Westbourne Mini-Holland.

3.1 Existing Network Audit

The evidence base developed and set out in Section 2 'Case for Change' has provided a strong understanding of the existing level of service provided by the active travel network within the Wish & Westbourne area. Apart from National Cycle Network (NCN) Route 2 running along its southern boundary (A259) the area currently has little in the way of dedicated active travel infrastructure for cyclists. Despite this, 2011 Census outputs show that cycling to work accounted for 4-8% of all commuting trips from the eastern part of the area, well above the national average of 3%.

BHCC has existing and planned sustainable travel projects adjacent to or linking into the project area, including the LCWIP, Hove Station Masterplan, NCN2 upgrade and the Sackville Road / Portland Road junction upgrade. However, despite this, key remaining challenges for Wish & Westbourne which serve to affect the overall level of service for active travel users of the network in this area include:

- As noted above, limited active travel infrastructure through the neighbourhood and at junctions, in addition there is limited connectivity to the existing NCN route to the south (A259)
- Poor pedestrian crossing facilities at junctions, with staggered crossings, guard-railing and long wait times
- Damaged and cluttered pavements coupled with low quality public realm, particularly in the local centre 'high street' environments along Portland Road and Boundary Road/Station Road.
- Parking/loading pressures (including footway parking) on key active travel routes, notably on Boundary Road/Station Road and Portland Road; and
- A significant level of through-traffic affecting many minor residential streets in the area, coupled with high traffic flows along the main two main east-west routes, Portland Road and New Church Road, which are the ones most used by cyclists.



Figure 3-1: Pedestrian Pavement Obstacles and Obstructions

In view of these issues with the present network within Wish & Westbourne, the area and routes within/bordering it have been identified in the Local Cycling and Walking Infrastructure Plan (LCWIP) as a priority in terms of requiring improvements for



pedestrians and cyclists. Furthermore, Hove Junior School, situated in School Road to the north of Portland Road, has been identified as a priority need for a School Streets improvement scheme.

3.2 Severance

Severance, as defined within the Active Travel England (ATE) guidance on Mini-Holland feasibility studies, are roads that have no cycle infrastructure or safe crossing points, or which are difficult or hazardous to cross by active travel modes due to the speed and/or volume of traffic. **Figure 3.2** below shows the main severance barriers affecting active travel in and around the Wish & Westbourne area

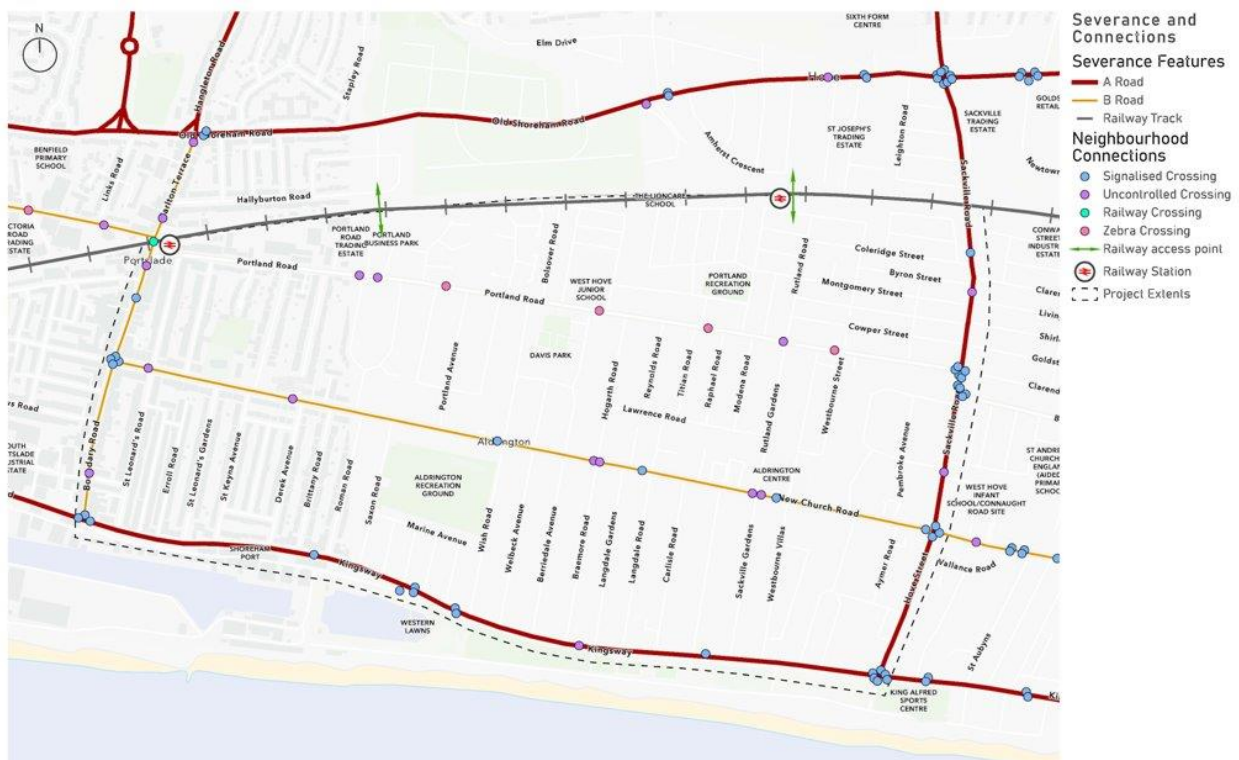


Figure 3-2: Severance - Barriers to Movement

Figure 3-2 shows that there are some key severance features either running through or abutting the proposed Mini-Holland area, all of which serve to limit access to some extent. This plan also identifies the various access points over these severance features, including underpasses, road crossings and bridges. The frequency and quality of these access points directly influences the impact of these features, most notably the railway line which forms the northern boundary of the study area. As can be seen, the crossing points over the railway are limited, with a level crossing at Portslade, a narrow road-bridge at Olive Road and a narrow pedestrian/cycle underpass at Aldington Station.

The plan also indicates the location and type of crossings throughout the area, which has a mix of uncontrolled and controlled crossings throughout. Signal controlled junctions generally have controlled crossings on most arms, but these are frequently staggered and narrowed with guard railing. Crossing provision on Portland Road is generally good, with regular zebra crossings providing a good level of service. Despite this the route has a high incidence of personal injury accidents involving pedestrians and cyclists. Formal crossing provision along New Church Road is relatively sparse and controlled facilities limited. In addition, mid-link crossings on the more major routes of Boundary Road /Station Road, and Sackville Road are frequently uncontrolled.



3.3 Existing Gateways and Porosity

The existing porosity of the area was considered separately for pedestrians and cyclists as the number of access points or ‘gateways’ between the identified cells varies greatly. In undertaking this review the standard Porosity analysis set out in ATE guidance was adapted where, instead of a RAG rating being given based on the number of access points in and out of a neighbourhood, it was instead based on the percentage of the neighbourhood’s boundary that could be accessed by other neighbourhoods. The purpose of this approach was to reflect the need for connections to and from a neighbourhood from all sides, not just from one single access point at either end.



Figure 3-3: Walking Porosity Analysis: Existing Situation

This analysis shows that the large size of the cells and the frequency of existing crossing points scoring ‘green’ means that most are reasonably accessible on foot, as shown by the amber shading given. Only one neighbourhood to the north of Portland Road and bounded by Olive Road, Bolsover Road and the railway line scores red due to its lack of through-routes and connections.

The same process was then followed in examining the existing porosity of the area for cyclists. However, in this case only the crossings catering for cyclists (access points) on the boundary roads were plotted. The cells were then colour-coded as previously. As shown in **Figure 3-4** below, the lack of safe cycle crossing points throughout the Wish & Westbourne area means that cells score poorly for cycling porosity, with none scoring above 25%. As can be seen, there are only two toucan crossings over the A259 Kingsway providing bespoke facilities for cyclists at present, but these have been assessed as amber due to their ‘staggered’ layout, so giving a poorer level of service than a straight-across facility might. The only other facility catering for cyclists is the shared underpass to the railway near Aldrington Station.

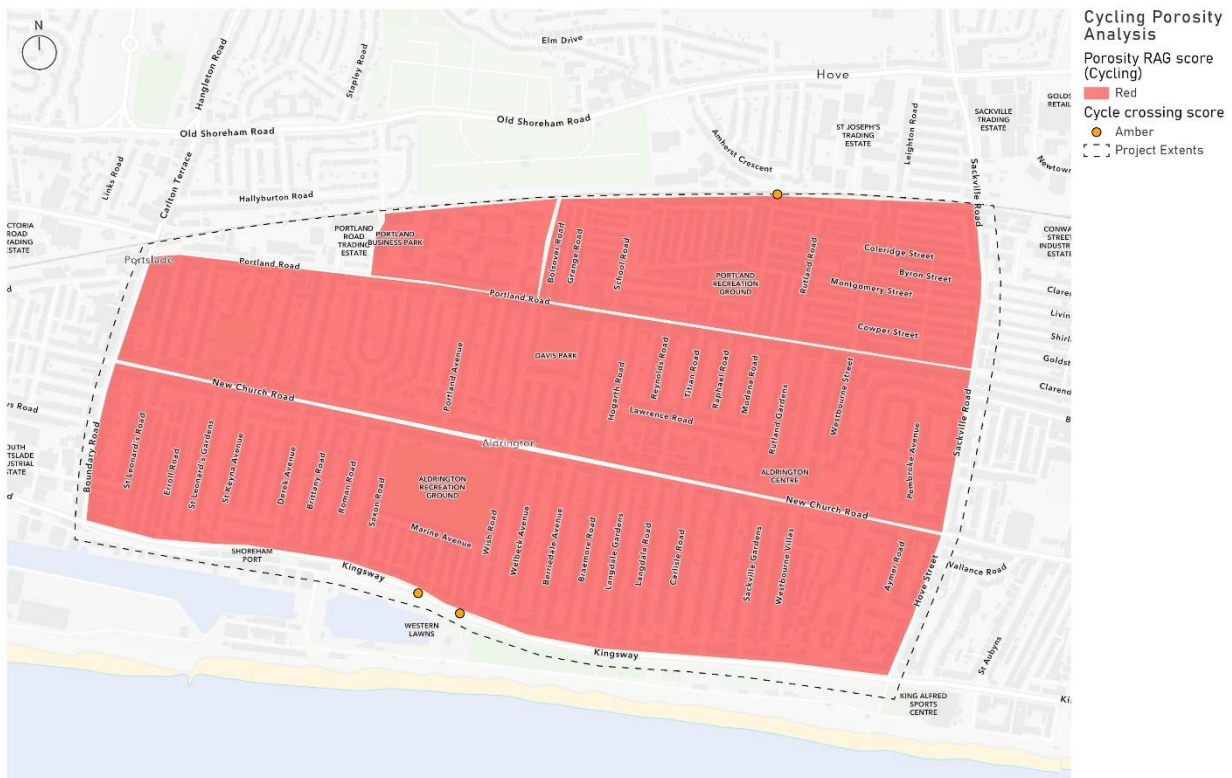


Figure 3-4: Cycling Porosity Analysis: Existing Situation

3.4 Mesh Density

A mesh density analysis was carried out at this stage which examined the existing cycle facilities in the area and those currently proposed (in the LCWIP). This established the coverage that the existing and proposed network would currently have, and so identify any further gaps. This analysis describes whether the grid of cycle routes is tighter (with more route choice) or looser (less extensive) using a simple analysis of the length of cycle route within each 500m² hexagon.

These 500m² hexagons shown for the area in **Figure 3-5** below are shaded based on the length of cycle infrastructure in each polygon and as noted, this does include the proposed LCWIP Primary Network routes for completeness. This shows that, with the LCWIP routes considered and NCN Route 2, there is fair coverage across the area, although the mesh density score is less around Portland Road. In terms of developing the cycle network in the area and the Mini-Holland vision for Wish & Westbourne, this analysis illustrated the importance of measures in supporting and complementing the development of improved cycling infrastructure along the identified LCWIP routes.

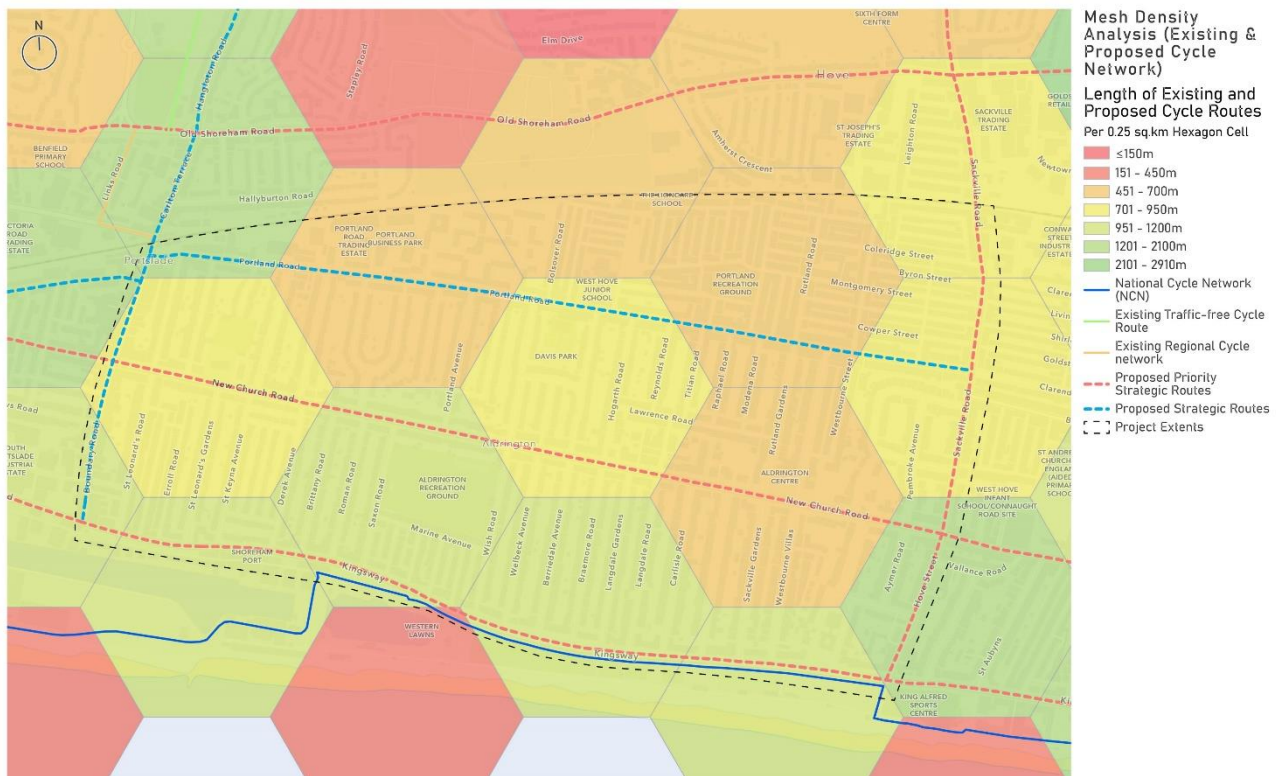


Figure 3-5: Cycle Network - Mesh Density

3.5 Through-Traffic

As part of the scheme development, Flow telematics data (black box vehicle journey data) for the area was additionally procured to understand the routing through the area and critically the proportions of through-traffic on the local roads. This analysis was undertaken for the AM and PM peak periods to understand how the pattern of routing behaviours may differ. In both time periods external congestion hot-spots on the perimeter roads are a main factor determining the rat-running behaviours that occur.

Figure 3-6 shows the Flow telematics output for the weekday AM peak period (4-7pm), indicating the area-wide proportion of vehicular traffic which was identified as through-traffic, so journeys which did not stop at any point when moving through. Not unexpectedly, all the east-west routes are seen to carry a considerable proportion of through-traffic, with the A259 Kingsway carrying the highest proportion. However, within the Wish & Westbourne area, both Portland Road and New Church Roads carry similar levels of through-traffic, with slightly higher levels westbound. Additionally, of particular significance is the through-traffic usage along some of the local north-south routes, with the Olive Road/Jesmond Road/Rothbury Road/Roman Road route carrying very high levels of through traffic. Nearby Portland Avenue, Wish Road and Braemore Road all have similarly high levels of through-traffic in this period on what are local residential streets.



Figure 3-6: Flow Telematics Output showing Through-Traffic (%): 4-7pm



4. Proposals for Mini-Holland in Wish & Westbourne

4.1 Scheme Objectives

With the aspiration to create a neighbourhood with active travel at the forefront, a set of concept proposals has been developed which focuses investment that would provide the greatest benefit yet still delivers a whole area approach. This would help to ensure that active travel becomes the obvious choice for travel within the Wish & Westbourne area or its immediate environs, and to connect to public transport for longer journeys into central Hove and the city centre or beyond.

Key proposed objectives are as follows:

- To promote accessibility within the area
- To increase the proportion of trips in the area for all purposes by active travel and public transport.
- To build on and complement the existing active travel proposals already being promoted for the area, which includes the LCWIP aspirations, the NCN Route 2 upgrade, the E-Cargo Bike accelerator project, cycle hire, the cycle hangars programme and bus priority scheme proposals (BSIP) for the A2023 Sackville Road/Portland Road/Blatchington Road junction.
- To contribute to a reduction in accidents involving pedestrians and cyclists in the area, particularly along Portland Road where there is concentration of accidents involving non-motorised highway users, with quite a number involving serious injury.
- To improve air quality and reduce noise pollution within the area; and
- To reduce the extraneous through-traffic routing using local residential streets as a 'cut-through' between the A270 Old Shoreham Road and the A259 Kingsway.

4.2 Initial Concept Plan

A concept plan showing the feasibility Mini-Holland proposals for the Wish & Westbourne area is shown below in **Figure 4-1**. Whilst some of these elements have been mentioned in Section 1, sub-sections 4.3-4.6 below draw together and describe the types of physical interventions being advocated to both support existing committed schemes as well as address the local active travel issues. Sub-section 4.7 then discusses the complementary Behaviour Change initiatives that would be undertaken in addition, to encourage uptake and use of the new facilities. The initial concepts are indicative only and would be developed further in conjunction with the local community at several stages of the programme.

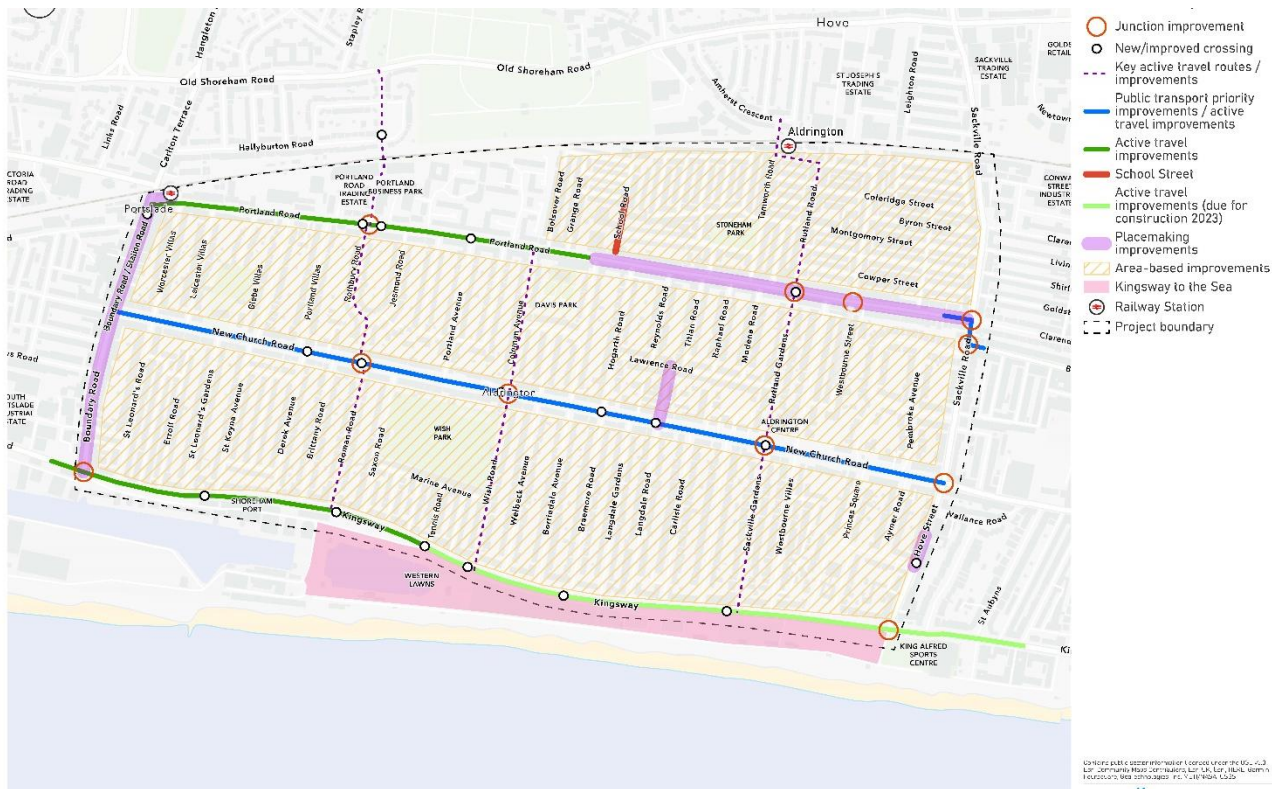


Figure 4-1: Wish & Westbourne Mini-Holland – Initial Concept Plan

4.3 Connectivity Interventions

The concept plan above shows several ‘point’ interventions as follows:

- Junction improvements along Portland Road and New Church Road and, in addition, new or improved crossing points along these east-west routes to reduce severance and improve safety. The junction improvements would seek to reduce the present carriageway space and reduce crossing distances. These are intended to be aligned along three proposed north-south signposted active travel routes through the area (as indicated with the purple broken lines); and
- Junction improvements at ‘key’ gateway junctions to the area to add or enhance the active travel facilities in these locations. One such proposed location is the A2023 Sackville Road/Portland Road/Blatchington Road junction, which already has a BSIP funding allocation for introducing bus priority measures. If Mini-Holland funding is secured, this and the existing BSIP funding would be used to develop a more comprehensive treatment for this location than the BSIP funding alone would currently support.

‘Link’ interventions considered are as follows:

- The introduction of protected cycle lanes along the western end of Portland Road (as indicated with the green line). At the eastern end of Portland Road, wider public realm improvements through the local shopping area would be appropriate to this ‘local centre’ context including placemaking improvements, and improvements to make crossing safer for pedestrians.
- Delivery of part of the ‘missing link’ in the cycling infrastructure along the south side of the A259 Kingsway. As noted, BHCC are already delivering a protected westbound cycle lane on the A259 between Fourth Avenue and Wharf Road (as indicated by the light green line). Concept proposals have been developed for a longer section to the west between Wharf Road and the western BHCC boundary.



The Mini-Holland is intended to support early delivery of a part of this as shown, for the section between Wharf Road and Boundary Road/Station Road.

- As noted above, creation of three nominated north-south active travel routes through the area linking the Portland Road corridor with the seafront to the south and NCN Route 2. These would include junction 'point' treatments discussed above where these routes cross Portland Road and New Church Road; and
- A hybrid treatment of bus priority and active travel improvements along New Church Road. This would support the LCWIP aspirations and seek to maintain/enhance bus service reliability on what is a key bus route through the area.



Figure 4-2: Connectivity Infrastructure Examples

4.4 Placemaking Interventions

Comprehensive placemaking enhancements are being considered in four locations as follows:

- Further placemaking enhancement to the local shopping area at the eastern end of Portland Road. This would build on some limited works already undertaken with the s106 funded 'Portland Road Walking and Cycling Improvement Scheme'. Improvements envisaged here would include treatments to side roads to facilitate greater pedestrian access, greening of the immediate area, and extend to/support the BSIP proposals at the A2023 Sackville Road/Portland Road/Blatchington Road junction to create a more comprehensive treatment improving active travel facilities at this key 'gateway' junction to the area.
- Placemaking enhancements to the Boundary Road/Station Road shopping area on the western perimeter of the area. These improvements would be focused at the



northern end by Portslade Station given its importance as a transport 'hub', but also due to the fact that there has been a concentration in personal injury accidents involving pedestrians/cyclists in this location in the past five years.

- Local placemaking enhancement to the small shopping area along Richardson Road; and
- Local placemaking enhancement in the vicinity of the small retail frontage on the A2023 Hove Street, near its junction with Princes Avenue



Figure 4-3: Placemaking Development Examples

4.5 Area Interventions

As noted in the original Vision (Section 1), area interventions are needed and included in the proposals to address the through-traffic using minor residential streets in the area. This is to improve highway safety for vulnerable road users and the general amenity/ambiance of the area. This would be likely to include:

- An area intervention in Poets' Corner (in the northeast of the study area), as identified in the LCWIP. 'Rat-running' problems through these narrow residential streets north of Portland Road are a result of regular congestion at the A2023 Sackville Road/Portland Road/Blatchington Road traffic signals. As such, proposals for traffic filters or other restrictions to prevent through-traffic routing in Poets' Corner would need to be developed in conjunction with proposals for this key junction.
- More widespread use of traffic filters and restrictions targeting the minor north-south 'ladder' streets between New Church Road and Portland Road, or to the south of New Church Road, to significantly reduce extraneous through-traffic.



Wider use of traffic filters or restrictions outside of the local treatment to the Poets' Corner area would likely have the greatest potential for external traffic impacts. As such, comprehensive engagement and optioneering would be undertaken in developing specific filter measures.

4.6 Complementary Behaviour Change Measures

To support the physical changes proposed to active travel infrastructure above, a series of complementary 'Behaviour Change' initiatives would also be used to encourage active travel and use of the new facilities. Initiatives proposed are set out below. It should be noted that not all of this is new, but an extension in some cases of initiatives which BHCC is already undertaking more widely to promote active travel in the city as a whole:

Active Travel Behaviour Change Schemes

- Cycle Training - Undertake varying levels of cycle training to be delivered within the area.
- Led Cycle Trains - Led Cycle trains for various levels and users.
- Cycle Maintenance Training - Run cycle maintenance courses.
- Lunchtime Walks - Engagement with businesses to set-up a series of lunchtime walks.
- Community Walks - Offer Grants for community groups to create walking groups.
- Art Commissioning - Promote active travel and community cohesion through commissioned local artwork.
- 'Shop Local' campaign - A campaign would be run to encourage use of the local shops, eg Portland Road / Boundary/Station Road and Richardson Road. As part of this, the new active travel facilities to be developed/or available in these local destination locations would be highlighted.

It should be noted that encouraging wider active travel usage would also be supported by complementary physical measures such as:

- Development and installation of more cycle hangars within the area.
- Development and installation of cycle parking stands within the area;
- Development of wayfinding signage; and
- Creating travel 'superhubs' at Portslade Station and other key locations.

School/Community Behaviour Change Schemes

- Modeshift Stars – Encouraging and developing effective travel plans in education, business and community settings.
- Better Points: 'Move for Change' – This sustainable travel rewards scheme was launched by BHCC in 2022 to encourage residents and employees to walk, cycle and use public transport. It is currently funded by BSIP but the intent would be to use Mini-Holland funding to expand this initiative further.
- West Hove Junior School: School Behaviour Change Programme - Continue to develop the existing behaviour change programme which is about to be submitted for a Bronze ModeShift award. This would be aimed at behaviour change for pupils and parents and to engender support for Mini-Holland concept measures in the vicinity of the school, including linking in with the proposed School Street at this location.



- Anti-idling campaign - Working with local schools and areas targeted for placemaking improvements.
- Holland Road (Hove Junior School) - Although located just east of the Mini-Holland area, the school catchment includes Wish & Westbourne and so trips made by foot/cycle via the busy A2023 Sackville Road/Portland Road/Blatchington Road junction. As such, measures would include consideration of 'led' cycle trains to build on improved active travel facilities along this part of the A2023.

Business Behaviour Change Schemes

- E-cargo Training - Fund E-cargo bike training and use the opportunities to get more E-cargo bike(s) sited within the Mini-Holland area for use by local businesses.
- BTN Bikeshare - Examine opportunities for introducing some public E-cargo hire.

4.7 Stakeholder and Community Engagement and Co-Design

4.7.1 Engagement during the Feasibility Study

The engagement undertaken during the Feasibility Study has been previously described in discussing past evidence of engagement in setting out the Case for Change. In undertaking this work, a proportionate approach has been adopted to ensure that stakeholder views have been effectively informing the development of concepts for the Mini-Holland. The concepts themselves have not been subject to stakeholder engagement at this stage. Stakeholders involved to date have included:

- Local ward councillors for Wish & Westbourne and those representing adjoining wards;
- West Hove Forum
- Hove Civic Society
- Brighton & Hove Bus and Coach Company
- Stagecoach
- West Sussex County Council; and
- Design South East (DSE)

It is important to note that at this early feasibility stage, no public engagement has been undertaken, in line with guidance from ATE. However, public engagement & consultation feature as a key element of the programme going forward should funding be secured.

4.7.2 Plan for Stakeholder and Community Engagement and Co-design

A Stakeholder Engagement Plan is being prepared in support of this Mini-Holland feasibility study for Wish & Westbourne. This follows the active travel engagement approach approved at the Special ETS committee in December 2020, which is based on guidance issued by ATE regarding stakeholder and community engagement and consultation. We will continue to work closely with ATE on engagement requirements and processes.

The key role of stakeholders and the public in informing, supporting, and developing proposals for this primarily residential area is recognised by the project team, who intend to place engagement at the heart of developing the Wish & Westbourne Mini-Holland from the outset of the programme starting, should funding be secured.



This would ensure that opportunities for regular engagement are prioritised. Furthermore, to ensure that the ideas, priorities and aspirations of key stakeholders drive the design process, which would critically include the local community/community groups, a Co-Design approach would be adopted.

Co-Design is a collaborative design process which sets out to design with, not for, local communities. As a large proportion of the Wish & Westbourne area is residential in nature, such that measures affect either residential streets or the three local centres, successful project delivery would need to ensure that proposals are designed and delivered with the input and support of residents and key stakeholders. Engagement as part of this design process would thus be essential, but it is only the first step in the process. In short, successful Co-Design would also need to involve these same stakeholders in the subsequent decision- delivery process.

The flow chart shown below (**Figure 4-4**) details an overview of the Co-Design process for stakeholder and public engagement. This would be developed further should funding be secured.

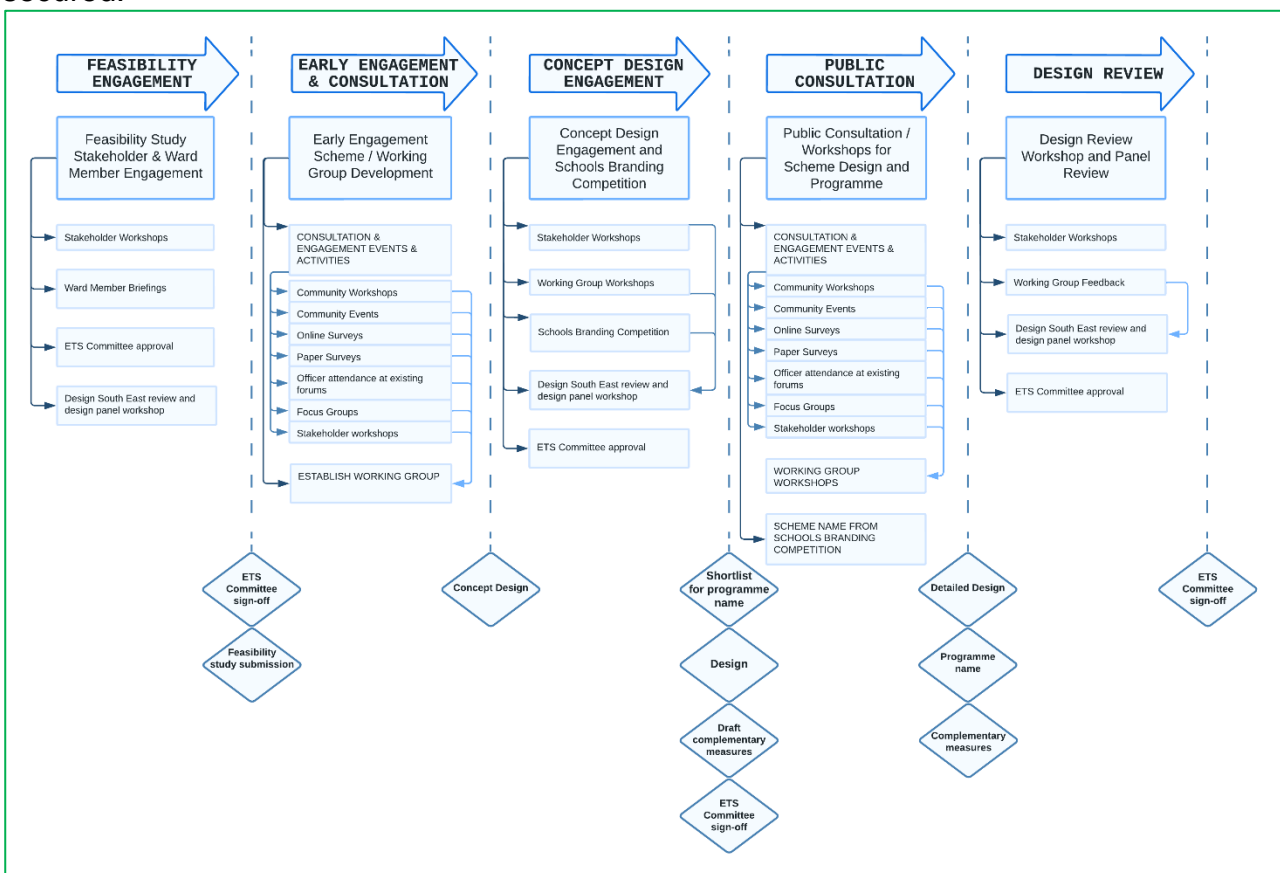


Figure 4-4: Stakeholder and Community Engagement Plan

The community would be at the heart of the design process, ensuring that community needs are put first and fully understood and the aims of engagement are met within the five stages of design, these are:

- Feasibility Engagement
- Early Engagement & Consultation
- Concept Design Engagement
- Public Consultation
- Design Review



The above stages would allow for public and stakeholder feedback to genuinely inform concept development and design development for proposals, within a defined process (described broadly above but subject to further detailed consideration should funding be secured).

The first of these stages covering the Feasibility Engagement have been ongoing during the Mini-Holland Feasibility Study, however, it is incorporated here for completeness, and to demonstrate that engagement with a wide number of interest groups has already taken place, including an independent review by Design South East (DSE).

The aims for the engagement are as follows:

- To encourage community engagement to understand how accessibility can be improved to increase active travel and public transport.
- To seek feedback at key stages of the option design for the Mini-Holland Scheme.
- To raise the profile of sustainable travel choices and understand the best ways to create safer public spaces; and
- To encourage community collaboration and ownership of option design with the Mini-Holland Scheme.

4.8 Monitoring and Evaluation

A Monitoring & Evaluation (M&E) framework would be produced at the outset of the Mini-Holland programme should funding be secured, however at this stage, a draft strategy is being developed.

For the appropriate level of monitoring, DfT recommends data collection across the following levels:

- Inputs (£ spent, personnel employed),
- Outputs (direct products of the activities) and,
- Outcomes (what happened as a result of the outputs delivered, such as the impact on cycling and/or walking activity).

Whilst the adopted M&E approach would need to include a primary component that measures 'modal shift', the proposed M&E framework would be designed to understand the impact of the schemes on all groups, including those with protected characteristics. This would be achieved by continuous targeted engagement with stakeholder groups, especially the groups with protected characteristics to ensure sufficient data is gathered in order to interpret their experience and develop schemes that are well-informed by knowledge and insight into the potential barriers to movement.

While several data sources are readily available at present, some datasets would require additional research and collection by external suppliers.

The monitoring and evaluation undertaken would follow DfT's Active Travel Fund Monitoring Guidance and the HM Treasury's Green Book and Magenta Books, with the M&E objectives for the strategy being as follows:

- Implementation of the project and how this impacts the intended outcome
- Outputs of delivery
- Outcomes measuring the intermediate effects of the project and what they achieve



- Reporting the implementation and outputs of the interventions throughout the lifetime of the project and subsequent years after completion

Project proposals would be built upon robust baseline data collection of traffic counts, collision data, air quality data and assessing the existing street environment using best practice guidance. Count equipment would be proposed at key locations to enable the ongoing monitoring of volumes of people walking and cycling to measure benefit realisation. As area-based interventions form a key part of the concept proposals, careful monitoring of the road network would also be needed to understand the impact of the scheme both within the area and beyond. This is key to understand levels of potential traffic changes.

DfT guidance states there is a need for data collection over a period of one to three years after a scheme is introduced to fully measure the impact once the scheme has bedded in. Common on-going survey types or checks that would be undertaken are as follows:

- Traffic flow counts & speeds
- Injury collisions
- Pedestrian walking environment audits
- Cycling Level of Service (CLOS) and Junction Assessment Tool (JAT) checks
- Pedestrian flow counts
- Cycle flow counts
- Review of ongoing public feedback (residents, schools & businesses)

As the Mini-Holland proposals would involve a rolling programme of active travel and placemaking interventions over time, it is important to align the monitoring with the completion of key stages. The 'baseline' or 'before' data collection would be undertaken in 2023 to build on the vast amount of data already available, the timing of subsequent impact monitoring would be dictated by the planned phasing of works and those elements completed. It is anticipated that 'after' monitoring would be undertaken in 2024/25, 2026/27 and finally in 2028/29 when all works would be expected to be in place.



5. Financial Assurance and the Economic Case

It is important that the proposals for the Wish & Westbourne area provide good value for money and demonstrate a good use of public funds. The value of active travel schemes is well evidenced. The value has been defined within this section, with an overview of the benefits, followed by scheme specific quantitative and qualitative summaries to show the economic value of the Mini-Holland being proposed for the Wish & Westbourne area.

5.1 What is the Net Value of the Mini-Holland?

The Mini-Holland proposal for Wish & Westbourne is a package of infrastructure measures supported by complementary measures to ensure that transformation in the area is delivered and so active travel encouraged as the obvious choice for local journeys. Benefits of this package have been assessed both quantitatively and qualitatively to ensure a holistic approach that considers the value to the area.

5.2 Quantitative Benefits

This sub-section summarises the active mode appraisal undertaken for the Wish & Westbourne Mini-Holland scheme. It presents the assumptions and calculations in estimating both the number of existing and number of new active travel trips that could benefit from Mini-Holland treatment. The daily trip estimates and estimated scheme cost were input into the DfT's Active Mode Appraisal Toolkit (AMAT) to generate an estimated benefit-cost ratio for the proposed package of measures in Wish & Westbourne.

5.2.1 Scheme Cost

The cost of the scheme is estimated at £19,500,000 (Outturn costs), with expenditure phased across a 6-year period from 2023 to 2028. This cost estimate includes design/supervision fees at 15%, as add-on percentages to the construction cost. It also includes a risk allocation of 15% of the base cost. The following assumptions have been made when estimating the total scheme cost:

- There is no expected requirement for third party land or compensation. As such, no allowance has been included within the estimates for land purchase outside of the existing public highway to deliver measures.
- Design and supervision have been included at 10% and 5% respectively of the base construction cost which reflects similar schemes of this size and complexity.
- Inflation has been assumed at 7% per annum, and this has been applied to the base construction cost, design, and supervision. The 'base' costs used for forward projection were 2023 prices.
- A Risk allocation of 15% has been applied to the estimated base capital cost (so design, supervision and construction cost and the inflation allowance) to allow for unforeseen circumstances or outcomes. This 'risk' component covers programme delays caused by unusual weather conditions or labour problems, increases in costs not covered by contractual provisions, items which have been inadvertently left out of the estimate or delays in deliveries of equipment or materials, and so forth.

The total estimated scheme out-turn cost of the Mini-Holland proposals is **£19,500,000**.



5.2.2 Financial Assurance of Cost Estimates

Care has been taken to ensure the cost estimates derived are considered up to date and reflect the rising costs that have occurred in recent months. The costs have been developed from either:

- Knowledge of existing completed BHCC schemes of similar type and the final capital costs of these and/or specific elements; or
- A wider detailed benchmarking exercise using publicly available construction cost information for delivering similar types of highway interventions.

Costs have been challenged and reviewed in the light of recent changing economic circumstances and taking due consideration of inflation and risk.

5.2.3 Benefit-Cost Ratio

The Benefit-to-Cost Ratios (BCRs) for the 'Low-Medium-High' modal shift scenarios are provided in **Table 5-2**. In calculating these BCR values a 23% Optimism Bias was applied to the estimated investment cost of the proposals, as set by Active Travel England for active travel schemes. The scheme cost element excludes risk in the context of appraisal, as outlined in TAG Unit A1.2 where it states that optimism bias uplifts are only required for the economic case.

Table 5-2: Benefit Cost Ratio

	Scenario		
	Low	Medium	High
PVB (£'000s)	15,022.51	23,020.20	31,972.19
PVC (£'000s)	10,713.12	10,710.25	10,707.37
BCR	1.40	2.15	2.99

5.3 Qualitative Benefits

A summary of the anticipated impact of the Wish & Westbourne Mini-Holland on a selected range of socio-economic indicators is described in **Table 5-3** below.

Table 5-3: Qualitative Impacts - Summary

Impacts	Summary of Impact	Qualitative assessment
Business users & transport providers	By encouraging mode shift-from short car trips to active modes within the local area it is expected that there would be some decongestion benefit. Furthermore, extending the protected cycle facilities along the A259 and improving the north-south active travel linkages through the area to NCN Route 2 would encourage a shift to cycling trips for longer distance car journeys. However, displacement of existing through-traffic to the A2023 and Boundary Road / Station Road could exacerbate congestion at existing 'hot-spots'	Neutral
Reliability impact on business users	Ditto above	Neutral
Commuting and other users	See summary of impacts for business users above	Neutral
Reliability impact on commuting and other users	See summary of impacts for business users above	Neutral
Physical activity	Delivering improvements to the active travel network in Wish & Westbourne would encourage additional levels of physical activity amongst residents and visitors.	Large Beneficial



Impacts	Summary of Impact	Qualitative assessment
Journey quality	The provision of segregated infrastructure, new safe crossing points, quieter residential streets and improved streetscape in the local centres can be expected to have a significant impact on journey quality for active modes users.	Large Beneficial
Accidents	It is expected that public realm improvements to the eastern end of Portland Road would reduce the high number and severity of existing collisions involving pedestrians and cyclists in this location. Improved crossing facilities and junction improvements along New Church Road would also assist in reducing conflict and collisions involving active travel users along this key east-west route.	Moderate Beneficial
Security	Wider roll-out of Cycle Hangars in the area would provide safe cycle storage for residents. In addition, the implementation of cycle parking in the local shopping areas and at identified travel 'hub' points would enhance the security of cycles, particularly when positioned in locations which may additionally be covered by CCTV.	Slight Beneficial
Access to services	Access to service and amenities, particularly those located in the local centres, would be enhanced significantly by the Mini-Holland scheme. Reduced through-traffic, improved crossing facilities and protected facilities for cyclists would transform opportunities for access by active travel to local services and destinations. In addition, the improved north-south linkages to NCN Route 2 and improvements along the A259 Kingsway would enhance accessibility and safety of trips by cycle to a much wider range of facilities, including the improved leisure facilities along the seafront which will be delivered under the 'Kingsway to the Sea' project.	Large Beneficial
Severance	Junction improvements and new/improved crossing points along New Church Road, Portland Road and the A259 Kingsway would reduce the existing level of severance for active modes users crossing these routes. Targeted treatments at key 'gateway' junctions such as the A2023 Sackville Road/Portland Road/Blatchington Road junction would also reduce delays/inconvenience in crossing the two north-south 'perimeter' roads, so reducing the existing level of severance and improving the accessibility with the adjoining areas.	Large Beneficial

5.4 Scheme Delivery

The proposed programme would be delivered by a team of officers at BHCC specifically working on the Mini-Holland programme. These posts would cover programme management, engagement & consultation and behaviour change measures.

Design work would be commissioned for competitive tender (Mini-Competition) via the council's Civil Engineering Design & Transport Planning Services Framework, for which there are three suppliers appointed.

In terms of construction delivery, work would be commissioned via the council's new Highways Services Contract (Lot 1 - Civil Works and Improvements) using the defined Schedule of Rates. This would give better surety about the estimated costs, which have been used in part in the Feasibility Study as a means of benchmarking and verifying likely costs. Working with the term maintenance contractor (TMC) in ensuring early sight of the programme and phased content would help to ensure that delivery of the Mini-Holland can be integrated within the wider highway maintenance and minor works programme which the TMC is expected to deliver over the period 2024-2029.

5.5 Match Funding

Match funding has been identified from some sources that would support delivery of the scheme. This includes but is not limited to the Local Transport Plan capital funding, Section 106 planning funds, National Cycle Network funding via Sustrans, and Active Travel Fund 4.



The BSIP scheme for the A2023 Sackville Road/Portland Road/Blatchington Road has an existing capital funding allocation of £900K obtained from the Department of Transport (DfT). However, the works here would be heavily Mini-Holland influenced if funding is secured, so that the final 'scheme' would be much more than just bus priority interventions. As such, with Mini-Holland funding in place, the most pragmatic way of proceeding would be to design/develop a comprehensive scheme from the outset. In view of this the existing £900K allocation is considered a 'match' funding source, as it would support works in the same location proposed for Mini-Holland improvement and help to deliver a more overarching scheme providing both active travel enhancements and bus priority measures, and

As previously noted, there are also several committed schemes close to the proposed Wish & Westbourne Mini-Holland area that would complement and serve to add value to the wider active travel offer. These are:

- The walking, cycling and accessibility improvements to the part of the A259 Kingsway between Fourth Avenue and Wharf Road, which is due for construction in spring 2023. This will tie into the westbound cycle lane which is already in place between West Street to Fourth Avenue, so creating a continuous protected two-way cycle route extending from the city centre to the southern boundary of the Mini-Holland area.
- The 'Kingsway to the Sea' project to be completed in 2023/24, which is funded by the government's Levelling Up Fund (LUF). This will create a new park from Hove Lagoon to the King Alfred Leisure Centre with a range of new leisure facilities and a new accessible route through this space allowing people to travel without the need to use the A259 Kingsway or Esplanade. It will also provide new 60 cycle parking stands within the site area; and
- The BSIP scheme as noted earlier, although it is likely this existing committed scheme would be modified/adapted to provide a more comprehensive treatment should Mini-Holland funding be secured.

