

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Member for Environment and Transport
<b>Date:</b>	15 January 2019
<b>Title:</b>	Farnborough Growth Package - Lynchford Road and Invincible Road Improvements
<b>Report From:</b>	Director of Economy, Transport and Environment

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### 1. Recommendations

- 1.1. That the preferred Lynchford Road scheme (as detailed in Appendix 1) ("*the Scheme*") be approved, following the public consultation and that the responses to the consultation be noted.
- 1.2. That a design review of the proposed pedestrian crossing outside Wavell School be carried out before later improvements on the St Albans Roundabout to Queens Roundabout section of Lynchford Road are implemented.
- 1.3. That authority be delegated to the Director of Economy, Transport and Environment to progress all design, development and business case work necessary for the Scheme and enable the completion of detailed design on the section from the A331 roundabout to and including St Alban's roundabout ("*Phase One*") including engagement with Rushmoor Borough Council and make minor amendments to accommodate responses following the engagement exercise if necessary.
- 1.4. That authority be delegated to the Director of Economy, Transport and Environment in consultation with the Head of Legal Services to progress appropriate orders, notices or statutory procedures and secure any consents, permissions, rights or easements necessary to enable the Scheme to be implemented and completed.
- 1.5. That authority is given to enter into a Funding Agreement with the Enterprise M3 Local Enterprise Partnership, in consultation with the Head of Legal Services, to secure the available £6.7 million for the delivery of Phase One of the Lynchford Road scheme and the Invincible Road Scheme (as previously approved by the Executive Member for Environment and Transport) to form part of the Farnborough Growth Package.
- 1.6. That the Executive Member for Environment and Transport recommends that the Executive Member for Policy and Resources provides authority to acquire all third party land interests in any land and any necessary rights required for or to enable the delivery of the Scheme by agreement.

## **2. Executive Summary**

- 2.1. The purpose of this paper is to identify the preferred scheme proposals for Lynchford Road to be taken forward for further development and delivery of a Phase One in the short term, as part of the Farnborough Growth Package. Phase One will be delivered using the funding that has been provisionally secured through the Enterprise M3 Local Enterprise Partnership's (EM3 LEPs) Local Growth Deal, in order to support economic and housing growth in Farnborough.
- 2.2. This follows a resolution at the EMET meeting on 13 March 2018 for the Farnborough Growth Package to prioritise improvements to Lynchford Road and Invincible Road. This report seeks authority to enter a funding agreement for the two schemes. The focus of this report is on the preferred scheme proposal for Lynchford Road in North Camp as this would receive the majority of the LEP funding. Design of the Invincible Road scheme is progressing and approval to deliver the scheme will be sought at the appropriate time.
- 2.3. The proposed improvements to Lynchford Road aim to deliver capacity improvements to address existing congestion and accommodate future growth in travel demand in the area. The proposals also aim to improve conditions for pedestrians and cyclists as well as enhancing the public realm within North Camp Village local centre.
- 2.4. The proposed Invincible Road improvements would provide a new access onto the A327 Elles Road from Invincible Road, in order to address significant congestion problems for traffic exiting from Invincible Road.
- 2.5. The EM3 LEP has provisionally allocated £6.7 million towards the Farnborough Growth Package, matched by £2.0 million of local contributions. This funding is not sufficient to deliver improvements along the whole length of Lynchford Road and a phased approach to delivery will be necessary. Therefore it is recommended the eastern section of Lynchford Road to St Albans roundabout (including public realm proposals in North Camp Village) should be improved first, based on consultation feedback and prioritising where the congestion can be best reduced. This section is referred to as Phase One.
- 2.6. This paper seeks to:
  - summarise the outcomes from the recent public and stakeholder consultation for the improvements proposals for Lynchford Road;
  - approve the preferred scheme layout for Lynchford Road;
  - give the authority to progress further design, development and business case work for the preferred scheme taking account of detailed comments made during the consultation;
  - make recommendations on a phased approach based on available funding;
  - secure the necessary authority to enter into a funding agreement with the EM3 LEP, subject to a favourable outcome from a Business Case submission;
  - secure authority for acquiring third party land interests, including from the Ministry of Defence to enable the road widening of Lynchford Road; and
  - provide an update on proposals for the prioritised scheme in Invincible Road.

### **3. Contextual information**

- 3.1. Farnborough has been identified by the EM3 LEP as one of its four Growth Towns, where economic and housing growth will be focussed. Farnborough's economy has seen a significant increase in high value jobs in recent years, primarily based around the Airport and nearby Business Parks. Whilst Farnborough Airshow is of huge economic importance to the area, it is only a biennial event. However, the Farnborough International Exhibition and Conference Centre which opened in Spring 2018 provides a permanent facility for the Airport and for other exhibitions and conferences throughout the year. It is expected that the number of events held at the Exhibition and Conference Centre will increase over time.
- 3.2. In terms of housing, the latest Strategic Housing Market Assessment work has identified a requirement for 436 homes per annum to be provided in Rushmoor Borough Council's area. The committed Aldershot Urban Extension (3,850 homes) will provide over half of Rushmoor's housing need over the period of the emerging Local Plan to 2032, but other housing will be essential both in and around Farnborough.
- 3.3. The EM3 LEP has provisionally allocated £6.7 million of Local Growth Deal funding towards transport improvements in Farnborough to accommodate the increased travel demands associated with this planned economic and housing growth. This will be matched by £2.0 million of local resources.
- 3.4. In November 2017 approval was secured from the Executive Member for Environment and Transport to undertake a detailed public and stakeholder consultation on the Farnborough Growth Package. The consultation explained the need to invest in transport in Farnborough and presented a range of "in principle" transport interventions across Farnborough. On 13 March 2018 the Executive Member for Environment and Transport resolved to identify Lynchford Road and Invincible Road as priority schemes and in relation to Lynchford Road that further feasibility design work should be undertaken to identify a deliverable scheme, including engagement with the local community and consideration of the potential to mitigate air quality issues on the Blackwater Valley Relief Road.
- 3.5. Through 2018 further initial design work, including junction modelling, has been undertaken to identify a preferred scheme proposal for Lynchford Road, which was presented in the public and stakeholder consultation. This is illustrated in Appendix 1 and the key aspects of the Scheme are as follows.
  - Widening of Lynchford Road between Queens Roundabout and St Alban's Roundabout to two lanes eastbound and one lane westbound. The approach to Queens Roundabout and through the pedestrian crossing widened to two lanes to increase capacity through the pedestrian crossing.
  - Widening of the Lynchford Road and Alexandra Road approaches to St Alban's roundabout and the introduction of a new "jet-lane" for traffic turning from Lynchford Road to Queens Avenue. Introduction of new combined pedestrian and cyclist zebra crossing over Alexandra Road. Closure of the exit from St Alban's Roundabout into Old Lynchford Road to improve safety and increase capacity.
  - New entry access into Old Lynchford Road from Lynchford Road east of St Alban's Roundabout to provide access to the local centre and shops

- Closure of the access to Peabody Road car park from Old Lynchford Road which combined with changes at St Alban's roundabout will enable increased space for public realm and a widened cycle track through the local centre.
- Widening of Lynchford Road to four lanes between St Alban's roundabout and the A331 roundabout including limited widening onto MoD land adjacent to Lille Barracks.
- Creation of a continuous segregated cycle route between North Camp local centre and Old Lynchford/Gravel Road enabling a high quality dedicated cycle route along length of Lynchford Road either using quiet streets or segregated cycle way.

3.6. A number of other design options for Lynchford Road were considered within initial design work. These are summarised below.

Section	Alternative Options	Reason to discount	Preferred Option
Queens Rbt – St Alban's Rbt	2 lanes in each direction	Loss of parking on Old Lynchford Road and vegetation strip	2 lanes eastbound and 1 lane westbound
St Alban's Rbt	Signal controlled junction	Lower highway capacity and higher cost	Maintain roundabout with widened entries
St Alban's Rbt – A331	Various options that didn't encroach on MoD land	Either loss of parking near Morris Road, couldn't introduce cycleway or had to reduce number of lanes	2 lanes in each direction with new bi-directional cycle way. Parking retained

3.7. The consultation also introduced a couple of alternatives to the preferred design. Based on feedback from the public consultation neither of these alternatives will be progressed. These were:

- closing Old Lynchford Road at the junction with Southampton Street (near Holiday Inn) to reduce "rat-running" through residential streets and provide increased space for pedestrians and cyclists at the Wavell School crossing
- fully close the entry of Old Lynchford Road onto St. Albans roundabout to reduce traffic through the village centre/Camp Road and enhance public realm

3.8. The other prioritised Farnborough Growth Package scheme is Invincible Road, where a new access is proposed onto the A327 Elles Road, in order to address congestion issues at Invincible Road. In the 2017/18 Farnborough Growth Package consultation this proposal had considerable support (74% in favour vs 9% against)

3.9. Invincible Road serves an employment and retail close in Farnborough Town Centre. It is a cull-de-sac with access and egress via a roundabout at the end of Solatron Road. This roundabout also serves other important town centre retail car parks and during busy retail periods, significant congestion problems have occurred for traffic exiting from Invincible Road. In order to address these

problems, an additional egress from Invincible Road is proposed onto the A327 Elles Road. The proposals received significant levels of public support in the Farnborough Growth Package consultation.

- 3.10. Design work on this scheme is progressing well and a Project Appraisal will be brought forward for approval by the appropriate decision maker, once the design work is complete and all other relevant consents are secured. This paper seeks approval to enter into a Funding Agreement with the EM3 LEP to secure the funding to deliver this scheme. This is being brought forward alongside Lynchford Road, as both of these schemes are part of the Farnborough Growth Package.

#### **4. Finance**

- 4.1. The total provisional budget available for the Farnborough Growth Package is £8.7 million. The £6.7 million of LEP funding is subject to approval of a Business Case submission by the County Council. It is current programmed that this Business Case will be submitted in December 2018, with a decision in March 2019
- 4.2. This report seeks the necessary authority to enter into a Funding Agreement with the LEP for both Phase One of the Scheme and the Invincible Road Scheme.
- 4.3. At this stage, there is insufficient funding available to deliver all the proposed improvements in Lynchford Road and a phased approach to delivery will be necessary. This is outlined in more detail in Section 6 below. The County Council will endeavour to secure funding to deliver further phases of the scheme including through working with the LEP and Rushmoor Borough Council.

#### **5. Consultation and Equalities**

- 5.1. A detailed public and stakeholder consultation was undertaken on the preferred options for Lynchford Road between 1 October 2018 and 12 November 2018. Two drop-in exhibitions were held at the Holiday Inn on Lynchford Road on the 15 and 17 October, each attended by over 100 people, and the consultation material was also available at Rushmoor Borough Council offices and Farnborough Library. All consultation material was available for people to view online.
- 5.2. Online and paper questionnaires were available for people to comment on the proposals. A total of 334 responses have been received, 244 of these were completed online and 80 were completed on paper. In addition, a total of seven emails were received directly on the proposals.
- 5.3. A Consultation Report, which provides a detailed analysis of the consultation outcomes is available at this link: <http://documents.hants.gov.uk/transport-consultations/lynchford-road-consultation-findings-report.pdf> Key aspects of this are summarised below.
- 5.4. The majority of respondents live (65%) and/or shop (59%) in North Camp and visit 5 days a week or more (71%). The most common age groups of respondents were 45-54 and 35-44.

- 5.5. The main mode of transport in the area was by car with 90% of respondents using car for at least some of their journeys to and along Lynchford Road. A relatively high proportion of the respondents travel by foot (65%) or bicycle (29%) around Lynchford Road.
- 5.6. The response to the preferred option for Lynchford Road was mixed. While the majority of respondents either agreed with 'all aspects' or 'some aspects' (55%) the number of people who 'didn't agree with any aspects' (36%) was more than twice those that agreed with 'all aspects' (16%).
- 5.7. The most common reasons for only agreeing with some aspects or not agreeing at all were:
- substantial concern around widening the crossing outside Wavell School to two lanes in each direction and potential safety implications
  - general concern around road widening and the impact on air quality, vehicle speeds and noise
  - closure of access into Old Lynchford Road from St Alban's roundabout
  - concern around how close the proposed crossing at Alexandra Road is to St Alban's roundabout
  - a number of respondents felt congestion was only an issue for very short periods of peak hours
  - a number of respondents felt there should be two lanes in both directions between St Alban's and Queens roundabouts
- 5.8. Of the options considered in the consultation there was a strong opinion against both closing the access from Lynchford Road to Southampton Street and fully closing the exit from Old Lynchford Road onto St Alban's roundabout.
- 5.9. A large number of respondents did not agree with all aspects of the scheme due to concern over the additional options considered in the consultation, especially the potential closure of access to Southampton Street via Old Lynchford Road. This potential closure is not part of the preferred scheme recommended in this report.
- 5.10. In general respondents were more supportive of widening Lynchford Road in the eastern sections and considerably less supportive of widening adjacent to the school and pedestrian crossing.
- 5.11. In addition to the options under consideration, respondents were most against losing parking spaces between Morris Road and Old Lynchford Road, widening of Lynchford Road adjacent to the school and widening of Alexandra Road at the approach to St Alban's roundabout.
- 5.12. Respondents were most supportive of the two-lane cycle path, introduction of improved crossing facilities at Alexandra Road and the new public realm near Camp Road.
- 5.13. A minority (around 10%) of respondents strongly disagreed with all components of the preferred scheme.
- 5.14. Prior to the public consultation a variety of direct stakeholder engagement was undertaken including with Rushmoor Borough Council, Wavell School, Farnborough International Airport, North Camp Matters (local residents and business group) and North Camp Support Group set up to oppose road widening along Lynchford Road. Rushmoor Fire Brigade were notified of the

consultation and were generally supportive of the proposals but wanted to be notified of any impact on their operations.

- 5.15. North Camp Support Group and Wavell School are both opposed to the preferred scheme and have particular concerns around the road widening through the pedestrian crossing outside the school. As a result, both groups should be engaged with if the later stage of the preferred scheme (St Alban's roundabout to Queens Roundabouts) is developed to detailed design.
- 5.16. Respondents were asked what they would like to see happen in North Camp Village Centre where there is an opportunity to reallocate roadspace for other uses. The most popular suggestion was increased planting or green space (36%). A focal point for the village and increased car parking were both supported by 21% of respondents while civic/community space was the least supported (17%). Due to the variety of views the Council should engage with the local community to develop public realm proposals for Old Lynchford Road east of St Alban's roundabout.

## **6. Other Key Issues**

- 6.1. In order to implement the Scheme, there is a requirement to acquire land and dedicate third party land as highway.
- 6.2. The most important requirement is to obtain a strip of approximately 5 metres of operational Ministry of Defence land from Lille Barracks in Aldershot Garrison on the section of Lynchford Road between the A331 roundabout and Napier Gardens. The principal to acquire MoD land for highway improvements was obtained through an understanding between Hampshire County Council and the Ministry of Defence in April 2012 that the council would adopt Bourley Road, Aldershot. This set out the principal that MoD would offer land required for other highway improvement schemes to partly offset the additional costs to the Council from adopting Bourley Road.
- 6.3. Discussions are ongoing with the MoD and the County Council has commissioned specialist technical work to demonstrate that it is possible to acquire this land, without creating an unacceptable adverse impact on the Garrison. The County Council is optimistic that agreement can be secured with the MoD to acquire this land.
- 6.4. Non operational MoD owned land is also required along this section of the route to enable the proposed improvements to Lynchford Road be delivered.
- 6.5. MoD land would be acquired at nil cost to the Scheme according to the principals set out in the adoption of Bourley Road. Hampshire County Council would acquire the freehold interest in the land and this would be the subject of a separate Executive Member for Policy and Resources decision or delegated decision.
- 6.6. Based on the availability of funding it will be necessary to introduce improvements in a phased approach. It is recommended that the eastern section of the preferred option (St Albans roundabout to the A331 Roundabout) and public realm improvements to North Camp Village centre is implemented first. This section; Phase One, had the most support from the public consultation and is also the most congested so would have the greatest benefit in reducing congestion and supporting growth within Farnborough. It would also

enable improved conditions for cyclists as this section currently has the lowest quality facilities.

6.7. Due to the availability of funding, public consultation and input from key stakeholders detailed design and delivery of the section between St Alban's roundabout and Queens roundabout, including the pedestrian crossing outside Wavell School should be developed as a later phase. As part of the development of the later phase a design review of the proposed pedestrian crossing outside Wavell School should be undertaken. This should consider how to develop a solution that reduces local congestion to support economic and future employment growth in Farnborough, while also ensuring the safety of highway users and particularly pupils using the pedestrian crossing. Engagement should be undertaken with key stakeholders including Wavell School and North Camp Support Group when developing proposals for this section of Lynchford Road.

6.8. The County Council is undertaking preliminary work to identify the potential environmental impacts of the scheme, including consideration of air quality, noise, traffic, ecological and landscape issues.

6.9. Preliminary EIA screening work, in line with the current stage of scheme development, has been undertaken. The key outputs were:

The scheme does not fall under Schedule 1 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, for which an EIA is mandatory

It does fall under Schedule 2, for which EIA screening is necessary to determine whether a full EIA is required

We are recommended to submit a request for a formal screening opinion to the Local Planning Authority (in this case Hampshire County Council as it is a highway scheme) under regulation 6 of the EIA regulations to determine whether the project requires an EIA

6.10. We are in the process of undertaking the EIA screening by identifying any potential significant environmental impacts of the scheme, including consideration of air quality, noise, traffic, ecological and landscape issues. This will determine whether a full Environmental Impact Assessment will be required.

6.11. If the determination is that an EIA is required then permitted development rights are withdrawn and a planning application must be submitted and accompanied by an Environmental Statement. If the determination is 'no EIA required' then some non statutory environmental assessment studies may still be required to evaluate the impacts of the scheme and establish the requirement for appropriate mitigation.

## **7. Future direction**

7.1. This paper seeks the necessary authority to progress design and business case development of the Lynchford Road and North Camp preferred scheme.

7.2. This paper seeks the necessary authority to progress detailed design for Phase One of the Scheme.

**CORPORATE OR LEGAL INFORMATION:****Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	yes/no
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	yes

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Bourley Road, Aldershot – Adoption</u>	<u>3 April 2012</u>
<u>Farnborough Growth Package and Blackwater Valley Gold Grid</u>	<u>13 March 2018</u>

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2 Equalities Impact Assessment:**

The proposed improvements to Lynchford Road aim to deliver capacity improvements to address existing congestion and accommodate future growth in travel demand in the area. The proposals also aim to improve conditions for pedestrians and cyclists as well as enhancing the public realm within North Camp Village centre.

This decision to approve the preferred scheme will have a neutral impact on residents with protected characteristics, and as the scheme progresses to the detailed design stage, a project appraisal will be brought forward which will include an equalities impact assessment of the implementation of the Scheme.

At this stage, it is considered that the Scheme as currently set out would have a positive impact on people with reduced mobility due to age or disability by providing improved pedestrian crossing facilities at a variety of locations.

A design review of the proposed pedestrian crossing outside Wavell School will be carried out before approval is sought to implement later improvements on the St Albans Roundabout to Queens Roundabout section of Lynchford Road, which will also include consideration of equalities impacts.

**2. Impact on Crime and Disorder:**

2.1. No significant impacts identified.

**3. Climate Change:**

(a) How does what is being proposed impact on our carbon footprint / energy consumption?

Traffic growth associated with new development in Farnborough has the potential to increase carbon emissions until the advance of new technology reducing direct carbon emissions from vehicles. The scheme aims to improve accessibility for low carbon modes – public transport, walking and cycling while reducing congestion which will have a beneficial impact on carbon emissions.

(b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The decision to approve the preferred scheme is procedural at this stage. As the scheme progresses to the detailed design stage, a project appraisal will be brought forward which will include elements pertinent to adaptation to climate change, for example in relation to carriageway surface and drainage works.