

Public Document Pack



EXECUTIVE DECISION DAY NOTICE

Executive Lead Member for Transport and Environment Strategy
Decision Day, Executive Member for Highways Operations
Decision Day and Executive Member for Climate Change and
Sustainability Decision Day

Date and Time Monday 3rd October, 2022 at 2.00 pm

Place Remote Meeting - Remote

Enquiries to members.services@hants.gov.uk

Carolyn Williamson FCPFA
Chief Executive
The Castle, Winchester SO23 8UJ

FILMING AND BROADCAST NOTIFICATION

This decision day is being held remotely and will be recorded and broadcast live via the County Council's website.

AGENDA

~ Executive Lead Member for Economy, Transport and Environment ~

Deputations

To receive any deputations notified under Standing Order 12.

KEY DECISIONS (NON-EXEMPT/NON-CONFIDENTIAL)

1. HAMPSHIRE HIGHWAYS SERVICE CONTRACT - CONTRACT EXTENSION (Pages 5 - 14)

To consider a report of the Director of Economy, Transport and Environment regarding the proposed enactment of the contractual provision to extend the current Hampshire Highways Service Contract by 5 years up to 30 April 2029.

2. PROJECT APPRAISAL: HAMPSHIRE RECYCLING INFRASTRUCTURE DEVELOPMENT (Pages 15 - 28)

To consider a report of the Director of Economy, Transport and Environment regarding investment in a new Materials Recovery Facility at Chickenhall Lane in Eastleigh and associated works at the Waste Transfer Station network across Hampshire to enable the delivery of a new upgraded system for collecting dry recyclable waste across Hampshire that complies with the requirements for consistency in kerbside recycling services set out in the Environment Act 2021.

NON KEY DECISIONS (NON-EXEMPT/NON-CONFIDENTIAL)

3. TRANSPORT PROPOSALS SUPPORTING ECONOMIC DEVELOPMENT IN ANDOVER (Pages 29 - 40)

To consider a report of the Director of Economy, Transport and Environment seeking approval of a policy position to support the principle of reallocating road space in Andover Town Centre in accordance with the plans set out in the Andover Town Centre Masterplan.

4. TRANSPORT PROPOSALS SUPPORTING ECONOMIC DEVELOPMENT IN FARNBOROUGH (Pages 41 - 50)

To consider a report of the Director of Economy, Transport and Environment regarding the highway interventions proposed as part of the Farnborough Civic Quarter development and their role in supporting economic growth through enabling development.

5. BASINGSTOKE TRANSPORT UPDATE (Pages 51 - 72)

To consider a report of the Director of Economy, Transport and Environment regarding the latest transport issues for Basingstoke and Deane Borough. The report will outline the Highway Authority's interests on each issue and provide a means of clarifying the transport policy and strategy priorities relating to the future direction of transport planning and infrastructure for the Borough.

6. MANYDOWN NORTH TO TOWN CENTRE CYCLE ROUTE BASINGSTOKE (Pages 73 - 120)

To consider a report of the Director of Economy, Transport and Environment regarding progress on the Manydown North to Town Centre Cycle Route major transport scheme in Basingstoke, including the results of the public engagement, and seeking approvals to continue design and development work and to help secure sufficient funding to deliver the scheme in full.

7. TRANSPORT FOR THE SOUTH EAST STRATEGIC INVESTMENT PLAN CONSULTATION (Pages 121 - 130)

To consider a report of the Director of Economy, Transport and Environment seeking approval of a response to the consultation on the draft Transport for the South East (TfSE) Strategic Investment Plan.

8. A326 SOUTH PROJECT UPDATE (Pages 131 - 138)

To consider a report of the Director of Economy, Transport and Environment regarding progress on the A326 South project, sets out revised arrangements for the project delivery, and seeks endorsement for an application for corporate contingency funding to cover the cost of inflation, which cannot be met from the approved budget.

9. APPOINTMENTS TO OUTSIDE BODIES, STATUTORY JOINT COMMITTEES, PANELS AND PARTNERSHIP BOARDS (Pages 139 - 142)

To appoint Members to an Outside Body and several Partnership Boards.

KEY DECISIONS (EXEMPT/CONFIDENTIAL)

Exclusion of the Press and Public

That the public be excluded from the meeting during the following item of business, as it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during this item there would be disclosure to them of exempt information within Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, and further that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons set out in the appendices.

10. HAMPSHIRE HIGHWAYS SERVICE CONTRACT - EXEMPT APPENDIX A (Pages 143 - 158)

11. HAMPSHIRE HIGHWAYS SERVICES CONTRACT - EXEMPT APPENDIX B (Pages 159 - 170)

~ Executive Member for Highways Operations ~

Deputations

To receive any deputations notified under Standing Order 12.

NON KEY DECISIONS (NON-EXEMPT/NON-CONFIDENTIAL)

12. SCHOOL STREETS - TRAFFIC ORDERS (Pages 171 - 176)

To consider a report of the Director of Economy, Transport and Environment regarding Traffic Orders to allow the continuation of School Streets schemes at two schools where trial schemes have been in operation.

ABOUT THIS AGENDA:

On request, this agenda can be provided in alternative versions (such as large print, Braille or audio) and in alternative languages.

ABOUT THIS MEETING:

The press and public are welcome to observe the public sessions of the decision day via the webcast.

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	3 October 2022
Title:	Hampshire Highways Service Contract - Contract Extension
Report From:	Director of Economy, Transport and Environment

Contact name: Peter Rooney

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Purpose of this Report

1. The purpose of this report is to recommend that the Hampshire Highways Service Contract is extended by the maximum period available of five years, and to seek approval to extend the contract to 30 April 2029.

Recommendations

2. That the Executive Lead Member for Transport and Environment Strategy notes the contractual timescales for the Hampshire Highways Service Contract and the significant risks associated with procuring a new contract in the current financial and economic climate.
3. That the Executive Lead Member for Transport and Environment Strategy notes the opportunities proposed by Milestone Infrastructure Limited to improve the highway service for the duration of the extended contract period, and also the comments and advice provided by an external specialist to independently review the proposals, as part of the due diligence process, and provide an overview of current market conditions.
4. That the Executive Lead Member for Transport and Environment Strategy approves the development of revised performance measures to ensure the opportunities proposed by Milestone become contractual obligations and are bound into the contract documents, and that authority to agree the timescale and scope of these is delegated to the Director of Economy, Transport and Environment, in consultation with the Head of Legal Services.
5. That the Executive Lead Member for Transport and Environment Strategy approves the extension of the Hampshire Highways Service Contract for the maximum duration of five years, which will take the contract term to 30 April 2029, and delegates authority to the Director of Economy, Transport and Environment to enter into continued contractual arrangements with Milestone in consultation with the Head of Legal Services.

Executive Summary

6. This paper seeks to outline the reasons why the Hampshire Highways Service Contract (HHSC) should be extended to its maximum 12-year duration to 30 April 2029.
7. The HHSC delivers the County Council's (statutory) highway maintenance activity across Hampshire. The contract started on 1 August 2017 with an initial term running to 2024, i.e., 7 years, with the potential to extend this by up to five additional years to 30 April 2029.
8. The construction industry and highway sector are in a state of unprecedented financial volatility due to the ongoing and residual impacts of Brexit, Covid-19 and the Ukraine crisis. If the current contract is not extended the County Council will need to procure a new contract, from scratch, at a time when the market is heavily congested, fraught with unknown risk, uncertainty, and increasing costs.
9. The success of the current contract is built on a strong collaborative relationship with the current service provider, Milestone Infrastructure Limited (Milestone). The contract remains in a stable position despite the market challenges, and Milestone is enthusiastic to extend the contract to its full duration. Milestone has submitted a document *Safer, Greener Hampshire Highways – Beyond 2024* detailing ten areas where the highways service can be developed and improved for the duration of the extended contract. The proposals offer the County Council an excellent opportunity to progress the highway service and make significant improvements in key areas such as carbon reduction and climate resilience, and they will also yield cashable savings.
10. Milestone's proposals have been independently reviewed by the international law firm Bird & Bird. Bird & Bird is considered to be a specialist in the field of highways term contract procurement and has worked closely with a number of other County Councils. The report from Bird & Bird confirms that there are clear advantages to the County Council in extending its contract and the risks and costs of re-procurement could be very significant in the current market environment, which is not showing any signs of abating at present. Bird & Bird has reviewed the ten areas proposed by Milestone as part of the extension agreement and has recommended that these are bound into the contract, forming a contractual obligation on Milestone to deliver them.

Contextual information

11. The Hampshire Highways Service Contract (HHSC) delivers all of the County Council's highway maintenance activities. The contract scope is broad and also allows discretion for capital improvement projects to be included. The contract was initially awarded to Skanska Construction UK Ltd and started on 1 August 2017, with an initial term to 30 April 2024, extendable up to 2029. The HHSC has already delivered more than £280million of highway services and projects in four and a half years, averaging an annual spend of more than £62million. In May 2021 Skanska Construction UK Ltd, sold its Infrastructure Services business, which contained its portfolio of highway maintenance contracts to M Group Services and the HHSC was subsequently novated to a newly created business, Milestone Infrastructure Limited.

12. The HHSC has developed and grown since it started and its success is largely due to the strong collaborative relationship between the two organisations, and the wider supply chain. The relationship has been a key factor in maintaining the highway maintenance service in a stable position during what has arguably become the most unstable and unpredictable period for the construction industry and highway sectors in recent memory. Three recent reports to the Executive Member; *Hampshire Highways – Service Update*, July 2021, *Hampshire Highways – Highway Network Recovery Strategy*, March 2022 and *The Impact of Inflationary Pressures on the Delivery of the Highway Maintenance Service*, May 2022, have outlined the pressures and challenges facing the highways service, which include an estimated highway maintenance backlog of £377million due to underfunding in highway maintenance from central Government. Covid-19 and Brexit have also provided their own inflationary and operational pressures, and these have been compounded further by the war in Ukraine leading to unprecedented levels of inflation and increased costs.
13. The initial term for the contract is due to end in April 2024 and this can be extended by up to five additional years to 2029, subject to negotiations between the two organisations. It was originally intended to enter into negotiations during the financial year 2021/22. However, the transfer of the contract from Skanska Construction UK Ltd. to Milestone delayed these negotiations and a decision was taken to wait until the contract had been novated and established for a suitable period of time.
14. Not extending the contract will mean that the County Council will need to start the process of procuring a new term highways maintenance contract immediately, and in the current financial climate this presents layers of complexity and significant risk. The construction industry is in an unpredictable state, and it is not expected to stabilise for several years. It is understood that a number of other highway authorities are looking to extend their current contractual arrangements with their respective service providers, hoping to steer through this current period of uncertainty. Milestone has a large portfolio of public sector highway maintenance contracts and three of these have recently been extended to secure a stable position.
15. The procurement of term highway maintenance contracts has been a selective market for bidders for a number of years. The number of strategic suppliers in the market has reduced over time due to mergers/takeovers, insolvency or from a change in strategic business direction. Tendering for contracts can be expensive for suppliers and it is widely known that contractors will meticulously target the individual contracts they choose to tender for, and these decisions are based on various factors including the perception of the client relationship in the current contract, the contract model, and the apportionment of risk. The current market conditions have significantly increased this level of sensitivity and bidders are even more selective.
16. The Future Highways Research Group (FHRG) has estimated that 26 local authorities are looking to procure new term highways contracts over the next four and a half years which means it will be a heavily congested period for both local authorities and suppliers. If the HHSC is not extended the County Council would be looking to procure a new contract at the least favourable time, and it is unlikely that a best-value solution would be secured. Ultimately this could leave

the County Council in a situation where only a very small number of bidders show an interest in bidding, and any perceived risks will be covered by significantly higher costs than are currently being encountered. When the current HHSC contract was procured, only 3 bidders entered the tendering stage in 2016, which was in a period that was far more settled than the current market. The approval of a five-year extension should enable the County Council to re-procure its next contract in a calmer, less competitive and volatile period.

17. Extending the contract by five years would provide the necessary time for the County Council to fully explore the most suitable contract model options for Hampshire for 2029 onwards. It is critical for the sustainability of the future highway service that the next contract builds on the current HHSC and is inviting to the market, and provides flexibility and opportunities for innovative development, particularly around areas such as digital technology, resilience to climate change, carbon reduction and social value.
18. When procuring new term highway contracts there is inevitably an impact on the delivery of the highways service. If the current service provider is excluded from the procurement process for a new contract at any point, it is not uncommon to see a drop in the quality of service delivery as the incumbent focuses its attention on demobilising and withdrawing at the end of the current contract. Similarly, when a new service provider is introduced, it takes time for it to mobilise the necessary people, systems and processes, and this can have a detrimental effect on the delivery of the highways service until normal operations are in place. The detrimental effects are not solely due to the new service provider's situation. Introducing a new contract and supplier will also have an impact on the County Council's staff resources, where staff will need to be taken away from their normal roles to oversee the procurement and develop the new contract. Therefore, whenever the decision is made to start the procurement process for a new contract it is likely there will be an element of disruption to service delivery for both the outgoing and incoming suppliers and County Council staff. Extending the contract will therefore postpone this highly likely disruption to the service to a period of greater stability.
19. Milestone is enthusiastic to continue working in Hampshire and extending the contract for the full five-year duration. Senior representatives from both organisations have held meetings since November 2021 to discuss and negotiate options and opportunities to extend the contract with a combined aim to improve and develop the service provision.
20. The culmination of those discussions is Milestone's formal proposal to the County Council outlined in the document "*Safer, Greener Hampshire Highways - Beyond 2024*" which details Milestone's plans for developing and improving the highways service in Hampshire over the five-year period, 2024-2029. The document is included within Appendix A of this report. Note that this is a restricted document due to its commercial sensitivity.
21. The document outlines the successes of the contract to date, including quantitative data of the services delivered, and highlights high levels of performance, including service delivery during extreme weather situations such as the cold snap between February and March 2018, and Storms Dudley, Eunice and Franklin. Milestone has also continued to deliver across all frontline

services through unprecedented difficult periods such as the Covid pandemic, and more recently the global impacts of the Ukraine crises.

22. The report details the opportunities available to the County Council by extending the contract for the full five-year duration, and these are covered by the following ten areas.
 - a) A continuously improving frontline highway maintenance service, where contract performance efficiencies are driven through the smarter use of data and jointly agreed performance indicators, resulting in a better customer/resident experience.
 - b) Sustained carbon reduction in all areas.
 - c) Supporting community initiatives, such as the parish lengthsman service.
 - d) Continued investment in the development and expansion of the Micheldever Highway Materials Recycling Facility.
 - e) Developing and implementing low carbon technical solutions, e.g., greater use of recycled products, low heat asphalts etc.
 - f) Delivering innovative and cost-effective solutions for gully waste recycling.
 - g) Increasing local drainage cleansing resources with Hampshire-specific machines in order to improve service resilience.
 - h) £5million of cashable savings and efficiencies between 2023/24 and 2029.
 - i) Providing up to £212million of social value over the full life of the contract to 2029.
 - j) Supporting the County Council in the delivery of the Highway Network Recovery Strategy.
23. The ten areas proposed by Milestone provide an excellent opportunity to enhance the highways service throughout the 5-year extension period. These include improvements to service delivery, support for local communities, innovation, and significant measures to reduce carbon emissions and improve resilience against the effects of climate change. To maximise the full benefit of these proposals it will be necessary to commit to the full five-year extension of the contract. However, a shorter duration will not provide sufficient time to deliver all the proposals, or the necessary financial payback period for Milestone.
24. There are no material or substantial changes required to the core contract terms for Milestone to provide these opportunities to Hampshire.
25. The international law firm Bird & Bird, which is a renowned specialist in highway contract procurement, was asked to independently review the proposal submitted by Milestone and to determine whether there are sound commercial and legal justifications for extending the HHSC in the current environment. Bird & Bird was selected for this commission due to its involvement with the procurement of highway maintenance services for other large county councils. Through these commissions Bird & Bird has an excellent understanding of client requirements and contract models and has recently engaged with all the main service providers in the highways sector. Bird and Bird is therefore perceived to have the most relevant and latest market intelligence for the purposes of this exercise.

26. The Bird & Bird report is included within Appendix B of this report. This is restricted for reasons of legal privilege and commercial confidentiality.
27. The report provides an overview of the following areas:
- a) Cost of procurement exercise.
 - b) Price volatility.
 - c) Bidder market.
 - d) Relationship with Milestone.
 - e) Consistency for staff and stakeholders.
 - f) Commercial benefits in the Milestone proposals.
 - g) Review of Milestone proposals.
28. Bird & Bird has recommended that the ten opportunity areas identified are bound into the contract, where this is practicable, to provide an obligation on Milestone to deliver them. This will also include the development of updated performance measures to monitor progress of delivery. It is proposed that the County Council's Highway Contract Management Team works collaboratively with Milestone to develop a series of appropriate and relevant measures for inclusion within the contract and that these are approved by the Director of Economy, Transport and Environment under delegated authority, in consultation with the Head of Legal Services.

Finance

29. The typical annual spend to date through the highways contract has been more than £60million. This is made up of locally sourced capital and revenue funding, Department for Transport (DfT) formula grants, DfT one-off grants and other external funding sources such as Section 106 developer funding. The level of spend varies each year as it is dependent on budget provision, but if the funding levels remain consistent over the 5-year extension period the total spend could potentially exceed £300million.
30. The Cabinet Report (19 July 2022) *Developing a Medium Term Financial Strategy* provides an overview of the inflationary pressures facing the construction industry and highways sector. This report outlines the instability and rising costs that are directly affecting delivery of construction related services and echoes the narrative provided in the Bird & Bird report.
31. Extending the highways contract now is considered to be financially prudent in order to minimise future financial and commercial risk on the authority during a period of significant uncertainty. The strong relationship with Milestone should also ensure there is sufficient flexibility in place should the scope of delivered services need to be reviewed as part the medium term financial strategy.

Performance

32. Since the start of the HHSC in 2017, Skanska/Milestone's performance has been good and has continued to improve over time, as expected for long term contracts of this nature. Since the start of the contract, operational productivity has increased and there has been a reduction in the operational workstack,

remedial works and third-party claims. These improvements have been made despite the external pressures and challenges caused by Brexit, Covid-19 and extreme weather events such as Storm Franklin, which have all had an adverse effect on normal operational delivery lasting many months. The contractor's performance must also be seen in the context of the sale of the Highways Maintenance business by Skanska to Milestone, and the challenges for Hampshire Highways overall, of managing a declining network with significantly constrained budgets.

33. Ongoing contractor performance or contract compliance is primarily managed via the contract's established governance structure. The drive for continuous improvement is already embedded across the Hampshire Highways relationship and both organisations work collaboratively to seek and implement changes to continuously improve service delivery.
34. The proposal from Milestone identifies ten areas for further development and improvement during the extension period. These measures will be formally bound into the contract with a jointly agreed set of new smart performance measures in place to monitor the quality and quantum of service delivery. No material or substantial changes will be required to the core contract terms to deliver these additional commitments.

Consultation and Equalities

35. Due to the nature of the approval sought for this report, limited consultation has been undertaken.
36. The decision sought in this report will not reduce the scope of the service provided or have any negative impact on the individuals working on the service or service users, so has been assessed as having a neutral impact on groups with protected characteristics. Approval is sought for a contract extension that will provide service improvements and it is not anticipated that these proposals will have a direct impact on people with protected characteristics. Rather, they are intended to improve service delivery to all highway users and help maintain and/or improve highway safety.

Climate Change Impact Assessments

37. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

Climate Change Adaption

38. The proposals submitted by Milestone for the contract extension will help to reduce the highway network's vulnerability to climate change impacts by increasing frontline resources and enabling a more responsive service.

Carbon Mitigation

39. The proposals include a commitment by Milestone to reduce its carbon emissions by 60% by 2030. The proposals will also lead to carbon reductions in planned maintenance activity through the use of warm asphalts and also expanding the scope of materials produced at the Micheldever Recycling Facility. Enhanced gully waste facilities will also see a higher proportion of waste material being recycled.
40. Data driven innovations will also create improvements to the scheduling and delivery of reactive repairs, improving efficiency and reducing disruption and diversions for the travelling public.

Conclusions

41. This report has outlined the various complexities surrounding the current market environment and the significant risks the County Council could be potentially exposed to if the contract is not extended and a new procurement exercise started.
42. Given the pressures and challenges facing the construction industry and highways sector, the HHSC contract is in a stable position due to the proactive collaborative relationship between Hampshire County Council and Milestone. Milestone is keen to extend this relationship and contract for the full term and the proposals submitted offer the County Council an excellent opportunity to develop and enhance the highways service particularly in areas such as carbon reduction, resilience to climate change, and supporting local communities, as well as providing £5million in cashable savings and £212million of social value.
43. The proposals submitted have been independently assessed and confirm that there are clear advantages to the County Council in extending the current arrangement. To re-procure a new contract in the current environment would be very risky and likely to cost significantly more.
44. Offering Milestone a shorter contract extension period remains an option. However, this would not deliver to the County Council the full range of opportunities, benefits, and value offered in Milestone's proposal.
45. The full five-year extension is anticipated to provide the County Council with sufficient time to fully investigate and prepare the next term highways contract, ready for a period of more stability and where there will be fewer highway contract retenders coinciding. The benefits will not only remain for the duration of the contract but will also create the foundation for what may follow in 2029.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	Yes
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
The Impact of Inflationary Pressures on the Delivery of the Highways Maintenance Service	12 May 2022
Hampshire Highways – Highway Network Recovery Strategy	10 March 2022
Hampshire Highways – Service Update	29 July 2021

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.)

<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- 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.

2. Equalities Impact Assessment:

The decision sought in this report will not reduce the scope of the service provided or have any negative impact on the individuals working on the service or service users, so has been assessed as having a neutral impact on groups with protected characteristics. Approval is sought for a contract extension that will provide service improvements and it is not anticipated that these proposals will have a direct impact on people with protected characteristics. Rather, they are intended to improve service delivery to all highway users and help maintain and/or improve highway safety.

Executive Summary

5. This report seeks to:
 - set out the background to the project;
 - consider the finance for the project and set out the business case for the investment in the proposed development;
 - highlight the impact the project will have on the performance of the County Council and waste services across Hampshire; and
 - note the wider context of the proposal to the waste system in Hampshire.

Contextual Information

6. Hampshire County Council, as a Waste Disposal Authority (WDA), has a statutory duty for the disposal of municipal waste arisings in Hampshire. In order to fulfil this function, it has, in conjunction with its waste disposal partners, the unitary authorities of Portsmouth City Council and Southampton City Council, entered into a multi-year waste disposal service contract with Veolia UK Ltd.
7. The Waste Disposal Service Contract (WDSC) with Veolia is a Design, Build, and Maintain as well as Service contract, which requires the provision of the necessary infrastructure at the outset. The joint working arrangements put in place through the Project Integra partnership from 1997 onwards enabled the County Council to include recycling infrastructure within the remit of the WDSC, even though recycling activities are, in the main, the responsibility of Waste Collection Authorities (WCAs).
8. The recycling infrastructure delivered was originally designed to deal with a set specification in terms of inputs to sort, namely: plastic bottles, steel and aluminium cans, paper and cardboard. Whilst over time there have been some minor changes to this specification, it is limited in its scope from changing significantly without requiring major refurbishment or replacement to be able to accommodate and sort different material streams.
9. In December 2018, the Government published its Resources and Waste Strategy for England¹, which is the mechanism by which it will deliver on the ambition of the 25 Year Environment Plan to leave the environment in a better condition for future generations.
10. This was followed up with major consultations in February 2019 and April 2021 on the four key areas where legislative change is proposed:
 - consistency of recycling collections;
 - Deposit Return Scheme (DRS) for drinks containers;
 - Extended Producer Responsibility (EPR) for packaging; and
 - a plastics packaging tax.

¹ [Our waste, our resources: a strategy for England \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/754242/our-waste-our-resources-a-strategy-for-england.pdf)

11. The key aim of the consistency of recycling collections work stream is to ensure a consistent range of material is collected in the kerbside recycling stream across England. At present, and based on the information gathered from the consultation documents to date, it is clear that the Government is seeking to maximise quality through material segregation when collecting, as well as identifying the below streams that would need to be collected from 2025:
 - cardboard;
 - paper;
 - aluminium & steel cans;
 - plastic bottles;
 - pots, tubs and trays (PTTs);
 - cartons;
 - glass; and
 - plastic films (from 2026/27).

12. At present the two Material Recycling Facilities (MRFs) located at Alton and Portsmouth are not capable of handling PTTs, plastic films, cartons, or glass, hence they will not be able to meet potential future legislative requirements. It is neither physically viable nor cost effective to upgrade the existing MRFs without significant renovation as set out in the report to the Executive Member for Economy, Transport and Environment on 2 July 2020².

13. The overarching Environment Act became law in November 2021. The Government is now working on the secondary legislation and guidance to support delivery of the consistency of recycling collections element. Due to changes within Government, there have been delays to the publishing of the Government's response to the Consistency in kerbside recycling consultation and progression of both the secondary legislation and announcement of the funding arrangements related to Extended Producer Responsibility and new burdens. This will now not be published in the autumn of this year as previously expected.

Finance

14. <u>Estimates</u>	<u>£'000</u>	<u>% of</u> <u>total</u>	<u>Funds Available</u>	<u>£'000</u>
Design Fee	690	2.3	HCC Prudential Borrowing	23,100
Client Fee	0		Portsmouth City Council Capital Funding	3,450

² [Recycling and Single Materials Recovery Facility Update-2020-07-02-EMETE Decision Day \(hants.gov.uk\)](https://hants.gov.uk/news/2020/07/02/emete-decision-day)

Supervision	0		Southampton City Council Capital Funding	3,450
Construction	12,000	40		
Civils Works Processing Costs	12,300	41		
Contingency	5,010	16.7		
Land	0			
Total	30,000	100	Total	30000

15. Maintenance Implications £'000 % Variation to Committee's budget

Net increase in current expenditure Capital Charge 0 0

16. As stated above, the County Council is working with both Portsmouth and Southampton City Councils on the project under the existing tripartite arrangement that exists for the management of the waste disposal contract. This arrangement sees each authority funding a set percentage of the total project cost of £30 million, with the County Council liable for 77% (£23.1 million) and Portsmouth and Southampton Cities liable for 11.5% (£3.45 million) each.
17. Both Portsmouth and Southampton City Councils have made provision within their capital programmes for the necessary funding to support this project and will be progressing with the necessary formal decisions on the MRF business case during quarter three of this year.
18. The County Council has worked with its contractor, Veolia, to develop a design for the proposed MRF facility, as well as to consider the works required across the waste transfer station network in order to determine the estimated project costs. At this stage of the project these have been broken down into the two key constituent parts, those associated with the civil engineering works to deliver the footprint and the building and then those associated with the processing infrastructure required to sort the materials and associated services.
19. The new infrastructure will be operated and maintained by the current contractor Veolia under the Waste Disposal Service Contract which currently runs until December 2030. It is proposed that a variation is put in place to recognise the provision of the new dry recycling infrastructure and its

replacement of the existing co-mingled infrastructure. As such the operation and maintenance costs of the facility and the associated infrastructure will be included in the WDSC, and there will be no maintenance implications arising from the proposals in this paper.

Programme

20. It should be noted that whilst a planning application has been submitted and determined as valid it has not yet been considered by the Regulatory Committee. Due to the need to progress with the project as quickly as possible the project appraisal is being brought forward now and approval will be subject to the outcome of the planning submission.
21. It is estimated that once planning permission is granted the project will take approximately 12–18 months until the facility is completed and has been fully commissioned.
22. The construction period is estimated to be just under 12 months, with the installation of the processing equipment taking up to four months and allowing two months for commissioning and testing to take place. Where possible, elements of the programme will be progressed in parallel to reduce the overall project timetable.
23. The changes required to the Waste Transfer Station (WTS) infrastructure will be undertaken concurrently with the development of the new MRF, with the completion of works expected at the same time as the MRF to enable the full system to work effectively.

Scheme details

24. The proposed development would comprise a MRF with capacity to process around 135,000 tonnes per annum (tpa) of dry recyclable material. It is anticipated however that the initial input of dry recyclable materials would be in the order of 107,000 tpa with the capacity available to increase this to meet the demand of anticipated housing growth across Hampshire during the life of the facility.
25. The MRF would process the following materials from Hampshire's local collection services, Household Waste Recycling Centres (HWRC) and Veolia's Waste Transfer Stations (WTS):
 - Newspapers and Pamphlets (N&P);
 - Mixed Paper (MP);
 - Old Corrugated Cardboard (OCC);
 - Mixed coloured Glass;
 - Mixed Bottles;
 - Polypropylene (PP);
 - Pots, tubs and trays (PTT);
 - Plastic Film;
 - Ferrous metals (Fe);

- Non-Ferrous metals (N-Fe); and
- Beverage cartons.

26. The MRF would comprise the following key components as illustrated in Drawings 1 and 2 below:

- site entrance using the already constructed entrance and access track;
- a gate house and weighbridges;
- a portal framed MRF building (approximately 131m long by 80m wide by 15.5m high) with roller shutter doors;
- 2 Fire Water Tanks (approximately 10.3m wide in diameter and 12m high);
- Pumphouse (approximately 7m by 8m and 3m high);
- staff and visitor parking;
- offices and Materials Analysis Facility;
- lighting and security fencing; and
- circulation areas.

27. In addition to the development of the new MRF, it is necessary to undertake works across the Waste Transfer Station (WTS) network in Hampshire to enable the amended material streams to be stored and bulked for onward transport. These works will involve changes to the internal layout of the WTS buildings such that the bays in which material streams are tipped are suitable to accommodate not only the new twin stream dry recycling system but also, where feasible, a container for kerbside collected food waste to be tipped in.

Drawing 1 – Proposed Ground Floor Site Plan



Please note that the internal layout is not finalised due to the lack of clarity from Government regarding the detail associated with what materials will be identified as needing to be collected in the Consistency in Recycling Collections.

Drawing 2 – Proposed Roof Site Plan



Scheme Business Case

28. To support the work, a substantial model was developed to map the current waste system and associated cost to allow different scenarios to be run to reflect the introduction of new recycling infrastructure and the impact this would have on material flows through the system. The output shows the difference in cost between the current system and the scenario that has been modelled.
29. There are a number of assumptions related to the modelling that have the potential to change the final financial outcome. However, a significant contingency has been included in the project costs to take account of these. In light of the current economic situation the project timeline and costs are under review, however it should be noted that the level of uncertainty in the supply chain market means that any cost provided by suppliers may only be held for a maximum of two weeks. The key assumptions include:

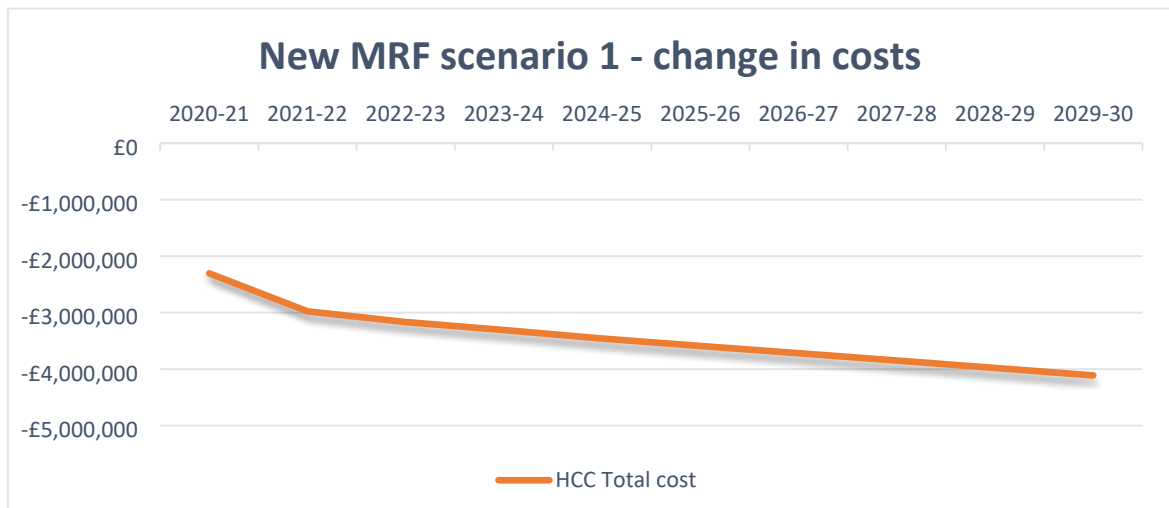
- Material Volumes – waste volume forecasts have been used to inform the model, but the service is demand driven and tonnage can vary depending on resident behaviour;
 - Capital Costs – based on work estimates from contractors, these are subject to change once works are tendered. Borrowing costs associated with the figures in the financial section above are included in the model calculations;
 - Waste System – it is assumed that all local authorities in Hampshire will switch to the twin stream system using set tipping locations for material. This is subject to change to suit operational needs and this could affect the financial outcome as each tipping location has its own cost;
 - Waste composition – 2018 waste composition data was used to inform waste volumes for diverted waste streams. As a snapshot taken at a point in time the composition data can vary from actuals, particularly as COVID-19 has had an impact on behaviour and therefore waste composition; and
 - Material income values – current material values were used to inform the model, but these are subject to fluctuation both up and down in global markets over time.
30. The model was configured to reflect a twin stream system, with those materials not currently collected (e.g., pots, tubs tray, cartons and glass) diverted from either the residual waste stream or other streams as appropriate. Capture rates of material are based on the Waste and Resources Action Programme³ (WRAP) data, with contamination rates for the material streams set at the rates assumed by the contractor in its proposal.
31. The scenario assumes that the two existing MRF facilities (Alton and Portsmouth) will close, along with Netley waste transfer station and all material will be diverted, mostly via other waste transfer stations, to the new facility in Eastleigh with some fibre being delivered to the current Portsmouth MRF for sorting and baling. The existing Portsmouth MRF will be converted to a fibre polishing plant to process a portion of the fibre stream, this will separate the paper and card so it can be bulked and sent to market for recycling.
32. The Alton MRF site will remain a site within the waste disposal service contract, the County Council retains an option to purchase the site under the contract at the end of the contract period in December 2030. Consideration is currently being given to how this site can be utilised for other waste operations, these would be subject to separate decisions and planning processes.
33. The modelling shows that there is an annual reduction in cost to Hampshire County Council of £2.3 million (see Graph 1 below), once the borrowing costs have been deducted, which is the result of a number of factors:

³ [About us | WRAP](#)

- reduced residual waste costs, as material that is currently in that stream will switch to the recycling stream (pots, tubs trays, cartons and flexible plastics). This shift includes existing recyclables that currently remain in the residual waste that are captured as overall performance is increased with a new system and increased communications;
- increased income from both increased tonnages of recyclable material collected and sale of additional residual waste capacity to process commercial and industrial waste; and
- reduction of capital costs associated with the existing infrastructure that will no longer be in use.

This saving set out above contributes towards the delayed package of waste related savings from the Transformation to 2021 and the delivery of the overall waste savings programme remains on track to meet the current savings timetable.

Graph 1: Total change in annual revenue costs



34. The modelling shows that the proposed investment in the new MRF offers annual revenue savings to the County Council as well as proving the basis for a new dry recycling system in Hampshire that will deliver a significant improvement in both the recycling performance and carbon impact of the waste system as a whole.

Consultation and Equalities

35. The development of the strategy for the new recycling system has been the subject of extensive consultation at both officer and Member level with all Project Integra partners and was ratified as part of the new Project Integra Joint Municipal Waste Management Strategy⁴ which was formally approved by the County Council in September 2021.

⁴ [Joint Municipal Waste Management Strategy-2021-09-23-EMETE Decision Day \(hants.gov.uk\)](https://www.hants.gov.uk/decision-day)

36. Prior to the submission of the planning application consultation was undertaken with the MP for Eastleigh, Paul Holmes, the Deputy Leader of Eastleigh Borough Council, Paul Bicknell and those County Councillors whose Wards are close to the development. These are Councillor Parker-Jones, Councillor Irish, Councillor Park and Councillor Broomfield.
37. Those consulted recognise the need for a change to the recycling system in Hampshire and that provision of new infrastructure will provide the opportunity for residents to recycle more.
38. All of those consulted have raised concerns regarding the impact that the proposed scheme will have on the traffic on the local road network, particularly Bishopstoke Road, due to the congestion that is currently experienced in the area.
39. As part of the planning process the application will be subject to a full public consultation as well as providing an opportunity for any other party to review and make a submission to the planning authority.
40. This decision is related to the construction of new recycling infrastructure and the development itself has been assessed as having a neutral impact on residents with protected characteristics. However, this decision will facilitate a significant change to kerbside recycling services and therefore indirectly there will be a positive impact for residents with the protected characteristics of age, disability, pregnancy and maternity, as well as those impacted by poverty and rurality, who will be able to recycle more items at the kerbside and avoid the need to make journeys to other places to recycle certain items like pots, tubs, trays and cartons.

Climate Change Impact Assessments

41. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

Climate Change Adaptation

42. There are two climate variables that pose a vulnerability to this project: heavy rainfall and surface water flooding, and extreme storm and wind events. Whilst the risk is not considered to be high both have the potential to impact on the operation of the facility once constructed. It is anticipated that these risks can be mitigated through the detailed design process and with consideration regarding the construction processes used.

43. The project is important for meeting Hampshire County Council's strategic priorities by providing the infrastructure required to significantly improve the environmental performance across Hampshire in terms of recycling and diversion of residual waste from Energy From Waste (EFW) facilities. This contributes towards the strategic aim to ensure that 'People in Hampshire enjoy a rich and diverse environment.' In addition, the facility will represent a significant investment in new recycling infrastructure that will provide local employment and support economic development aims, therefore contributing to the strategic aim to ensure that 'Hampshire maintains strong and sustainable economic growth and prosperity'.

Carbon Mitigation

44. This project will support the delivery of a change to a twin stream kerbside recycling service across Hampshire with the outcome of increasing the recycling performance across the County. This system has been assessed against the alternatives of maintaining a fully comingled recycling service or opting for a 'kerbside sort' system and determined the best option, with a carbon impact assessment being a key factor in the decision. This assessment showed that the twin stream system would result in a significant reduction in carbon emissions compared with the current co-mingled service and an equal reduction to that achieved through a kerbside sort system.
45. The modelling work has shown that the preferred twin stream system delivers a significant increase in the overall recycling rate for the Project Integra partnership of 13.4%. This significant shift in recycling performance results in a reduction of the equivalent of -13,603 tonnes of CO₂ per annum compared to the current system from a waste disposal perspective. Whilst from a whole system perspective there is small increase in the carbon impact of the collection of material (2,175 tonnes of CO₂ equivalent) there is a significant overall reduction of -11,428 tonnes of CO₂ equivalent.

Statutory Procedures

46. A planning application has been submitted for the proposed development and therefore this project appraisal is subject to the approval of that application.⁵

Land Requirements

47. The County Council owns the land required for the proposed development and therefore there are no land requirements associated with this project appraisal.

⁵ [def | Hampshire County Council \(hants.gov.uk\)](https://www.hants.gov.uk)

Maintenance Implications

48. The new infrastructure will be operated by the current contractor Veolia under the Waste Disposal Service Contract which currently runs until December 2030. It is proposed that a variation is put in place to recognise the provision of the new dry recycling infrastructure and its replacement of the existing co-mingled infrastructure. As such the operation and maintenance costs of the facility and the associated infrastructure will be included in the WDSC. This will mean there are no maintenance implications arising from the proposals in this paper.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

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

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Recycling Infrastructure Planning Application-2021-10-28-EMETE Decision Day (hants.gov.uk)	<u>Date</u> 23.09.2021
Direct links to specific legislation or Government Directives	
<u>Title</u> The Environment Act 2021 - Environment Act 2021 (legislation.gov.uk)	<u>Date</u> 09.11.2021

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.)

<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

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

2. Equalities Impact Assessment:

This decision is related to the construction of new recycling infrastructure and the development itself has been assessed as having a neutral impact on residents with protected characteristics. However, this decision will facilitate a significant change to kerbside recycling services and therefore indirectly there will be a positive impact for residents with the protected characteristics of age, disability, pregnancy and maternity, as well as those impacted by poverty and rurality, who will be able to recycle more items at the kerbside and avoid the need to make journeys to other places to recycle certain items like pots, tubs, trays and cartons.

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	3 October 2022
Title:	Transport Proposals Supporting Economic Development in Andover
Report From:	Director of Economy, Transport and Environment

Contact name: Hayley Thorn

Tel: 0370 7793 526

Email: hayley.thorn@hants.gov.uk

Purpose of this Report

1. This paper outlines the proposal for regeneration of Andover town centre as detailed within the Andover Town Centre Masterplan. Significant changes to the highway are proposed, including the reallocation of road space for alternative placemaking uses to support economic development. The paper therefore proposes a policy position to support the principle of reallocating road space in Andover town centre to support delivery of the masterplan.

Recommendation

2. That the Executive Lead Member for Transport and Environment Strategy approves a policy position to support the principle of reallocating road space in Andover Town Centre in accordance with the plans set out in the Andover Town Centre Masterplan, subject to the conditions of support outlined in this report.

Executive Summary

3. Test Valley Borough Council has been working with the local community and development partners to develop a masterplan for Andover town centre that is intended to revitalise the town centre. A town centre which like many is facing the need to reinvent its offer in light of systemic changes and trends in shopping, commuting, leisure and urban densification and liveability.
4. The proposals within the masterplan include reallocating road space to other uses. Particularly significant changes are proposed to the A3057, including reducing the extent of the Western Avenue Gyratory and reconfiguring the Vigo Park roundabout.
5. A report to Hampshire County Council's Cabinet on 15th March 2022 adopted a new model of engagement for local regeneration and growth partnerships with the districts and boroughs of Hampshire. This marks a change in the way the County Council is seeking to engage with and support the regeneration agenda. One of the first and most active partnerships is with Test Valley Borough

Council. In order to support the regeneration ambitions, it is considered necessary to establish if the County Council as Highway Authority is supportive of reallocating road space, predominantly currently available for vehicle capacity, for other uses.

Context

6. Andover town centre, as is prevalent with a lot of similar towns, loses significant amounts of primary and secondary spend from its local catchment to larger centres such as Basingstoke and to historic centres such as Winchester and Salisbury. Clearly there is the national trend for Andover of also losing significant amount of expenditure to the online purchasing with home delivery market.
7. Andover town centre, however, loses significantly more expenditure than most centres to retail parks. There is a clear requirement for Andover to 'compete' with these other centres if the masterplan aspiration for long term economic sustainability is to become effective. The town centre has interesting independent shops and attractive streets but has been over reliant on large national occupiers with bigger premises. With their decline and the demand from national retailers unlikely to return quickly the masterplan is proposing that Andover needs to focus on supporting and growing its local, independent businesses and providing a more mixed-use development approach in the longer term.
8. Andover has a relatively limited evening economy and needs to feel more welcoming for this part of the economy to flourish. The masterplan has an aim to promote more people living and working in the town centre to address this economic downturn. Individual proposals for the Chantry Centre are welcomed to bring life to the town after shops close, as currently its scale and form can make it a barrier to movement across the town centre, particularly in the evening. The Lights and Leisure Centre are excellent facilities but can feel isolated from the other complementary town centre offers of the cafés and restaurants.
9. The connectivity between the various proposals and interventions will be key to ensure that the town centre as a whole feels like one place and not a series of projects. The implementation of the masterplan in coordination with the transport infrastructure changes, aims to give the town centre a greater opportunity to survive and then thrive.
10. The proposal in the masterplan for Andover Town Centre is that the ring road surrounding the town centre needs to change to support the regeneration and economic development ambitions. This means reducing vehicle capacity on some stretches and reallocating road space currently allocated to vehicles for other uses including enhanced public realm and for active travel or other infrastructure. In essence the Borough Council is asking the Highway Authority to change the balance struck between the movement function of the ring road in terms of vehicle capacity in favour of objectives related to placemaking.
11. Test Valley Borough Council considers that a different balance will support its regeneration and economic development objectives and has begun work with the County Council to test alternative highway redesign options for parts of the inner ring road. In supporting, or not, the Borough Council regeneration plans the County Council as Highway Authority has a statutory role to determine if it

agrees that the balance needs to change and if the indicative new highway designs being proposed can be made to work in highway terms. In undertaking its statutory role as Local Highway Authority, the County Council is obliged to look at the technical and policy case for supporting such a request.

12. The County Council will continue to work closely with Test Valley Borough Council to ensure the best outcomes for Andover. The formal establishment of a Regeneration and Growth Partnership for the borough builds on previous successful collaborative working between the two authorities, and is considered to be an effective forum for driving joint working.

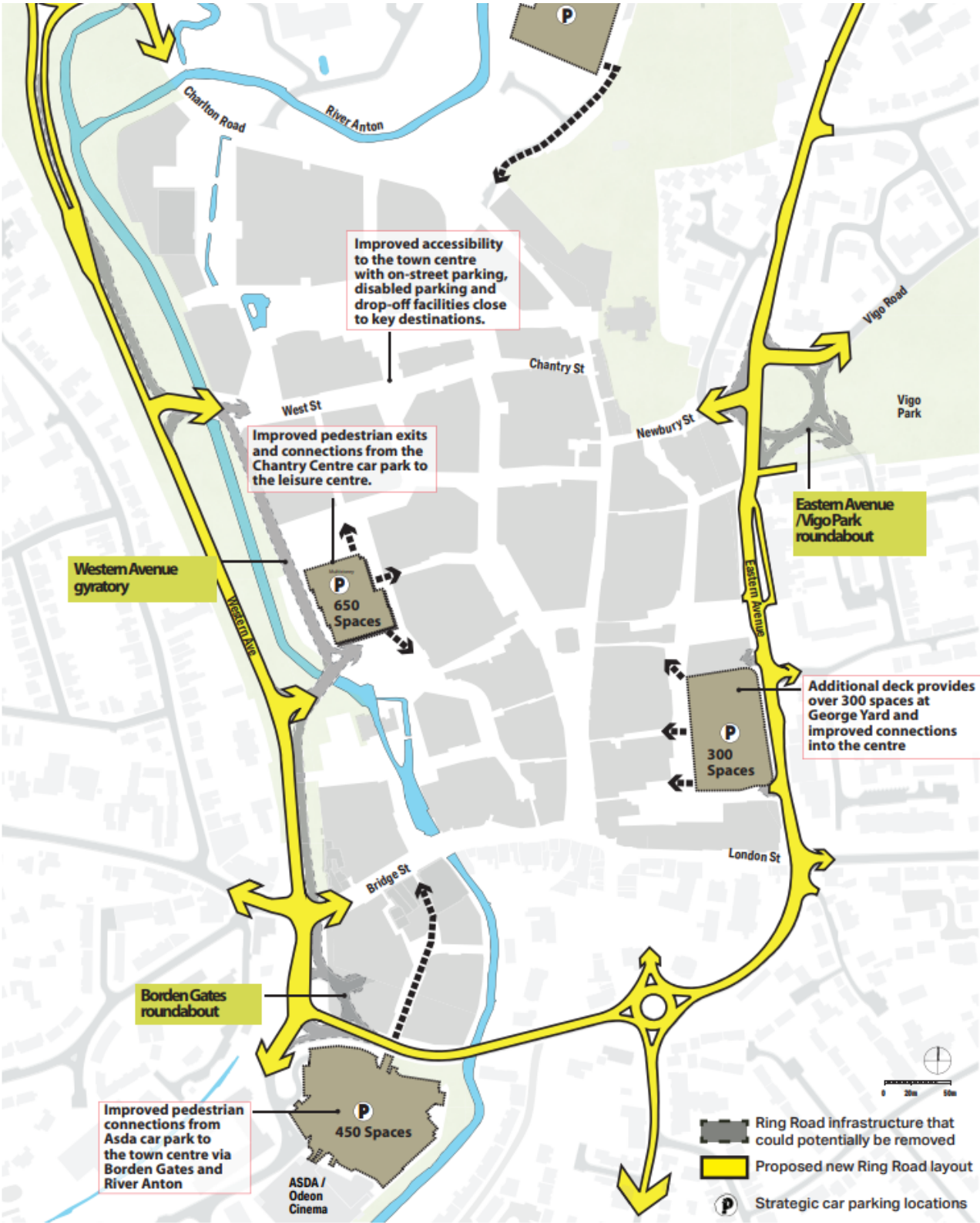
Highway Proposals in the Andover Town Centre Regeneration

13. Andover has a relatively compact town centre with historic and more recent buildings and a mixture of uses including retail, education and employment but little housing. The number of vacant units in Andover town centre has remained high in recent years, worsened by the impact of internet shopping, high street decline and the Covid-19 pandemic. It is in competition with Basingstoke, Winchester and Salisbury retail centres.
14. Test Valley Borough Council identified the need for change in Andover and began working with consultants Hemingway Design and New Masterplanning to prepare a vision and masterplan for the future of Andover town centre. This masterplan has been developed following extensive engagement with local residents and businesses, led by Test Valley Borough Council. The consultation helped to develop a vision for the future of Andover town centre, in which it will be:
 - social and inclusive;
 - green and ethical;
 - creative and enterprising; and
 - unique and independent.
15. It should be noted that none of the highway proposals in the masterplan are currently funded at this time. All work is conceptual for the aid of developing a plan against which to secure funding in due course. In this context no assessment is given in this report to the affordability of the highway proposal or the viability of the masterplan. Such issues will be a matter for Test Valley Borough Council to lead upon.
16. The community engagement identified that the town centre felt disconnected from the River Anton, and that there was poor legibility for pedestrians and cyclists through the town centre and to the nearby railway station. The current layout of the town with The Chantry Centre (shopping centre), Andover College and Andover Leisure Centre located to the north of the town centre, and railway station to the west with the A3057 and associated underpass in between make it difficult for people to access the river and to easily move through the town.

17. As such the masterplan proposal includes the following:

- redevelopment of the Chantry Centre to include shops, services, workplaces and apartments;
- new public spaces complemented by theatre and cultural uses;
- improved pedestrian and cycling links from the railway station to the town centre;
- removal of the A3057 Western Avenue gyratory to open up access to the River Anton, creation of a linear park and provision of a cycle route as per figure 1;
- reconfiguring the Eastern Avenue/ Vigo Park roundabout to provide more space in Vigo Park and provide pedestrian and cycle links as per figure 1; and
- a new 'wellbeing quarter' which will see redevelopment of the Andover College Campus, Simply Health headquarters and former Magistrate's Court to create improved college facilities and leisure centre with links into the linear park.

Figure 1: Plan showing the proposed layout of Andover town centre and the changes that could be made to the A3057 regeneration as identified in the masterplan (TVBC, 2020).



Transport Policy Context

18. The current policy base is the Local Transport Plan 3 (LTP3). It is somewhat supportive of the request for road space reallocation but is not necessarily explicit enough in the context of this proposed change and its implications, to the extent that it is felt necessary to seek approval for a policy position from the Executive Lead Member for Transport and Environment Strategy.
19. The inner ring road in Andover has historically been planned to facilitate high volumes of vehicle traffic. The road system was developed prior to LTP3 and under a different policy framework. The policy and practice then was, where possible, to build in extra capacity to accommodate future traffic growth with a view to future expansion of the town. On the face of it this would appear a prudent and sensible policy but in practice this “predict and provide” approach to vehicle capacity results in car dependency and becomes a self-fulfilling prophecy. This is especially so where the overprovision of capacity results in infrastructure which some road users perceive as inhospitable or uncomfortable to use as pedestrians or cyclists. Not feeling comfortable they feel it necessary to drive or go elsewhere. The Western Avenue Gyratory, in particular, is typified by this historic approach and as a result presents a barrier to some forms of transport. It also takes up a large spatial footprint.
20. In transport outcomes regeneration has good potential to enhanced self-containment as it embodies a living local focus. This is desirable as it reduces pressures on the transport system by avoiding the need to travel, keeping journey distances shorter and widening the choice of options available to travellers.
21. The emerging LTP4 is currently in draft format and therefore does not yet provide a formal policy basis against which to consider the Borough Council proposed changes. However, one of its core design principles is around supporting proposals which are designed around the needs of “people and place” with a balance of consideration given to vehicle capacity under a “decide and provide” approach to infrastructure as opposed to the historic tendency towards “predict and provide”. Should the emerging LTP4 be adopted then there is a good case for supporting the principles behind the request. However, it is not current policy hence the need for the recommendation in this report.

Technical Assessment of the impacts of the proposals on the highway

22. Hampshire County Council commissioned consultants Atkins to undertake transport modelling to consider the strategic impact of the proposed Andover town centre masterplan on the highway network. Atkins used the North Hampshire Transport Model (NHTM19), which is the strategic-level transport model used to assess transport impacts across the network in north Hampshire, as well as microsimulation modelling to consider individual junctions. This transport modelling tested four scenarios to consider different approaches to changing to the highway layout in Andover town centre to facilitate delivery of the masterplan proposals.
23. These highway proposals and the scenarios tested all lead to a reduction in capacity on the carriageway as space is reallocated for other placemaking uses. This modelling demonstrates that removal of highway capacity for motorised vehicles is not likely to lead to significant issues with congestion as junctions will

still be operating within capacity but there is potential for some localised queuing and redistribution of traffic.

24. The modelling also demonstrates that there are some overall negative impacts for buses due to the signalisation at Western Avenue for buses entering and exiting the bus station, in particular for those buses serving the south and east of Andover. Of the scenarios tested by Atkins, the 'do something 3' scenario demonstrated that some of the disbenefits to bus journey times could be mitigated against by leaving part of the gyratory open to buses. The 'do something 3' scenario also demonstrated the least queuing and delay for general traffic, and therefore is currently considered to be the 'preferred option'. The 'do something 3' scenario (shown in figure 1) includes:

Western Avenue (north)

- Western Avenue gyratory to be closed creating a north-south link to the west;
- bus lanes to be added along Western Avenue between Folly Roundabout and West Street junction, with a single lane remaining for general traffic;
- creation of a signalised junction with bus gate;
- two-way traffic along West Street and Chanty Street; and
- buses continue to use West Street but continue north on the remaining section of the gyratory to the signalised junction.

Western Avenue (south)

- new T-junction which will be priority controlled to maintain access to the car park.

Vigo Road

- a new priority controlled double mini roundabout to be added;
- access provided to Adelaide Road via a priority junction to the south; and
- informal pedestrian and cycle crossing.

Bridge Street Junction

- re-alignment of pedestrian crossings over the southern approach; and
- re-alignment of geometry to allow for the east-bound to south-bound right turn movement.

25. In this scenario some disbenefit is shown for bus journey times, therefore the proposals will need to be redesigned to address these issues with the aim of enhancing bus services.
26. In summary the technical assessment suggests that, whilst there are some technical issues of a minor nature, they are not severe. In practice it is likely that such issues can be addressed through detailed design and slight amendment of the proposals.

Conditions of Support

27. The following is a set of high-level conditions for support that sit alongside the decision to adopt a policy to support the principle of road space reallocation. The in principal approval is subject to:
- a. Further discussion and study of the land issues that may need to be resolved if land currently in highway use is subject to a formal declassification from highway status. In due course this may require a formal process that will need to be built into the regeneration programme.
 - b. That the status of in principle approval is not interpreted as approval to implement and is understood to be a high-level acceptance that there is transport merit in the concepts being proposed that give confidence they can be taken to the next level of development. Significantly more detailed technical appraisal and design work is required to achieve formal approval of this, and it may not be forthcoming if at detailed design the proposals cannot be made to work or if they have a severe highways impact.
 - c. Further work will be required to progress the designs to seek to avoid negative highway impacts.
 - d. Further work will be required to ensure that bus services and associated infrastructure are enhanced through the detailed design process.
 - e. That the approval is subject to the Borough Council implementing complementary land use, parking management and other factors within its control. For example, using its local plan making role to facilitate high-density, mixed-use town centre development and operating parking management practices which rationalise the location of parking provision and support sustainable transport and mode shift outcomes, particularly for short local journeys.
 - f. That the project is managed through effective joint Governance mechanisms such as the Local Growth and Regeneration Partnership.

Consultation and Equalities

28. This decision seeks approval for a policy position to support the principles set out in the Andover Town Centre Masterplan and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.

Other Key Issues

29. This report has focused on the principle of highway changes only and has not ventured to consider viability issues, affordability or wider matters such as public sector land ownership or services that the County Council may operate in the locality.

Climate Change Impact Assessments

30. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by

2050. This process ensures that climate change considerations are built into everything the Authority does.

31. As a policy statement with limited planning status, it is not considered necessary to complete the climate change tool and carbon assessment at this stage. A carbon assessment may be required in due course as the Andover Town Centre Masterplan is developed and formal comments are provided by Hampshire County Council as Highways Authority, through the planning process.
32. A carbon neutrality consideration is included in the approach to work on the local road network. It reflects the fact that recent audit work undertaken by the Carbon Trust for the County Council has identified that transport contributes 37% to carbon emissions from all sectors. Transport is also the sector which appears hardest to reduce when compared to other sectors like energy. It therefore places a high level of ambition on developers and the Local Planning Authority not only to look at a traditional approach to transport mitigation but also how that mitigation can support adopted carbon neutrality targets from the transport consequences of development. It also suggests developers look beyond their immediate boundary to offset their carbon impact by retrofitting transport measures in existing urban areas of Andover that reduces existing carbon impacts from transport.

Conclusions

33. The proposals contained within the Andover Town Centre Masterplan would result in regeneration and economic development for the town. As part of these proposals the reallocation of road space towards active modes and public transport would allow the A3057 to continue to provide its strategic function while providing additional space to enable development that is sustainable and inclusive, as set out in the vision for the town.
34. As such it is recommended that, ahead of the adoption of the LTP4, a policy position is taken that supports the re-allocation of road space in Andover to support regeneration, in particular the delivery of the Andover Town Centre Masterplan.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Local Regeneration and Growth Partnerships with District Local Authorities Place-based Collaboration with District Local Authorities-2022-03-15-Cabinet (hants.gov.uk)	<u>Date</u> 15/03/2022
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>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.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

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- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- 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.

2. Equalities Impact Assessment:

This decision seeks approval for a policy position to support the principles set out in the Andover Town Centre Masterplan and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	3 October 2022
Title:	Transport Proposals Supporting Economic Development in Farnborough
Report From:	Director of Economy, Transport and Environment

Contact name: Hayley Thorn

Tel: 03707 793526

Email: hayley.thorn@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to outline the highway interventions proposed as part of the Farnborough Civic Quarter development and their role in supporting the regeneration objectives of Rushmoor Borough Council. Approval is being sought to establish a local policy position in relation to this masterplan to guide the County Council's highway response to the proposals as they progress through the planning approval process.

Recommendation

2. That the Executive Lead Member for Transport and Environment Strategy agrees a policy which supports the principle of reallocating road space in order to enable development of the Farnborough Civic Quarter Masterplan, subject to the conditions of support outlined in this report.

Executive Summary

3. The Farnborough Civic Quarter (FCQ) Masterplan is being proposed by Rushmoor Borough Council and is subject to a live planning application process. The masterplan proposes transformational change including up to 1,006 new homes, and up to 45,072sqm of community, leisure, retail and civic uses, all in the heart of the Town Centre.
4. In transport planning principles the intensification of town centre uses and greater mixture of land uses (particularly residential) has the potential to enhance transport sustainability by encouraging more local and shorter trips which can be made by a wide choice of modes. It is the sort of development that results in the integration of both land use and transport planning objectives and outcomes and is highly sustainable in terms of transport. It aligns well with the decarbonisation agenda which supports regeneration in town centres and economic recovery.
5. It is also a plan that has important implications for the highway authority in determining what changes to the local highways, including the A325 to the east

and the A327 to the south of the Town Centre, are acceptable and desirable, noting that whatever is agreed has long term implications for the form and function of both A roads as well as wider access and traffic management issues. The transport proposal in the Masterplan enables the development to take place and without the Highway Authority's support, large elements of the plan would be undeliverable.

Context

6. Farnborough like many other Town Centres is needing to reinvent itself in light of the challenges caused by systemic changes in shopping trends, high street decline and the Covid-19 pandemic. Farnborough has a higher-than-average proportion of residents who are of working age and employed in professional jobs and has good transport links by rail and road. However, the town is located within a short distance of a number of large, strong competing retail and employment centres, including Guildford, Woking and London.
7. The town centre benefits from two shopping malls, Kingsmead and Princess Mead, and significant town centre development has occurred in recent years. Surrounding the mostly pedestrianised town centre are a number of retail parks and bulky retail units, all served by free parking. There is limited office space within Farnborough town centre, with office uses instead focused on edge-of-town locations such as Farnborough Business Park.
8. Farnborough is a popular location for residential development. Within the town centre this is focused around the railway station. Many of the community and leisure facilities available to Farnborough residents are located in the Civic Quarter, a site that is currently underused and in need of updated facilities. Farnborough Civic Quarter (FCQ) Masterplan therefore seeks to address some of these issues and is part of the Borough Council's ambitious plans to regenerate the Town Centre.
9. The Masterplan transport proposals are the subject of a live planning application process meaning that some elements of the Masterplan including the redesign of junctions on the A325 and A327, new crossing facilities and a new interchange arrangement for buses are being considered by Rushmoor Borough Council for outline planning approval. This is an important stage in the planning process, as outline approval for the main accesses and key transport infrastructure elements sets the framework under which the detail of the next stages are then built. Of particular note in this report are the junction changes proposed on both A roads. These effectively reallocate road space currently used by vehicles to create new public realm, better development plots or to support other modes of transport.
10. The historic approach to both A roads, which form part of the strategic road network, has been to operate and manage the roads with the dominant functional imperative being about facilitating the movement of vehicles. As a result, these roads are not attractive or comfortable to cross on foot or by cycle except at some of the higher quality subway crossing points. The Masterplan proposals are aiming to better connect the town centre with its immediate residential catchment area and to improve the attractiveness of sustainable access options.

11. To be supportive of these proposals it is necessary for the County Council as Highway Authority to confirm that it is acceptable to change the balance of consideration for operation of the roads towards being more supportive of placemaking, regeneration and other modes over the movement of motorised vehicles. This would set a precedent that would then need to be applied consistently to other junctions and links on the A325 and A327 that are not currently in scope of the masterplan e.g. the Clockhouse Roundabout.
12. Hampshire County Council's Local Transport Plan 3 creates a policy base which is somewhat supportive of the proposals but is not necessarily explicit enough in the local context of the transformational change proposed in the Masterplan. The County Council's emerging draft Local Transport Plan 4 proposes a new approach and framework for considering how to better balance the movement and place needs of specific roads and streets. It is not currently adopted policy, but if it were, it would be generally supportive of the objectives of the FCQ masterplan.
13. A report to Hampshire County Council's Cabinet on 15 March 2022 adopted a new model of engagement for local regeneration and growth partnerships with the districts and boroughs of Hampshire. This marks a change in the way the County Council is seeking to engage with and support the regeneration agenda. Discussions are ongoing with the Borough Council but at the time of writing there is no formalised partnership. Developing such a partnership would enable the two local authorities to work collaboratively on issues that benefit Rushmoor's residents and ensure that both authorities can share expertise and commit appropriate resource to the shared priorities.

Proposals in Farnborough

14. The FCQ masterplan includes proposals for up to 1,006 homes; a new leisure centre; a civic hub including new office floorspace, a new library and community floorspace; retail/commercial floorspace; a hotel; a replacement skate park; a new high quality central park and play space.
15. Figure 1 shows the red line boundary of the area under consideration in the Masterplan.



Figure 1: Location of the Farnborough Civic Quarter Site (Farnborough Development Partnership,

16. Following the relocation of the police station that was previously located in Farnborough's civic quarter (see Figure 1) and the requirement to replace the existing leisure centre, library and community centre, Rushmoor Borough Council has included the Civic Quarter site as a strategic site allocation in its Local Plan under Policy SP2.3. This site allocation is supported by the Civic Quarter Supplementary Planning Document (SPD) that sets the framework for developing modern and accessible community facilities for residents to enjoy. The SPD considered the spatial framework and opportunities for the site and included the suggestion for the Pinehurst Roundabout to be replaced with a T-junction. The SPD noted the potential of such intervention to unlock significant new development capacity and create an improved and expanded Civic Quarter.
17. Since the adoption of the SPD, Rushmoor Borough Council, working with its development partners, Hill Investment Partnership Ltd, has established the Rushmoor Development Partnership to deliver a number of major regeneration schemes across the borough, including the Farnborough Civic Quarter.
18. Following public consultations in 2019 and 2021 the Rushmoor Development Partnership submitted an outline planning application for the Civic Quarter Masterplan in March 2022 (application reference: 22/00193/OUTPP).
19. The vision of the masterplan development on the town centre is outlined and embedded as being to:
 - create a community heart for the town;
 - improve health and wellbeing;

- promote sustainability;
 - encourage community;
 - connect the town;
 - develop arts and culture;
 - increase footfall and spend; and
 - increase participation.
20. These aspirations are designed to have a positive impact upon the long-term economic sustainability of the town centre, as the development will be created in order that everything needed to live, work and enjoy leisure time is in reach within a fifteen-minute walk or bike ride. This concept is envisaged to help create a thriving community and sustainable local economy and is perceived to be “21st Century” thinking for the future of Farnborough.
21. The County Council has responded initially to the application for the Civic Quarter Masterplan. From a highways perspective the County Council is now actively engaged in detailed dialogue to ensure the outline application for the transport elements can be made to be acceptable.
22. The key transport proposals currently subject to outline planning processes are:
- replacing Pinehurst roundabout with a signal operated T-junction with at grade pedestrian crossing points rather than subway crossings;
 - changes to the Town Centre bus interchange arrangements;
 - multiple new access arrangements onto the two A roads from the development; and
 - new formal and informal crossing schemes.
23. To support these development plans it is proposed that the County Council adopt the following policy principle which is subject to the detailed qualification in this report:
- Policy Principle: The County Council supports the principle of reallocating road space in order to enable development of the Farnborough Civic Quarter Masterplan, subject to the conditions of support outlined in the main body of this report.
24. The Pinehurst roundabout is a large junction with segregated facilities for pedestrians and cyclists to cross. The masterplan proposals seek to replace the roundabout with a T-junction that takes up less space and which replaces the underpasses with at-grade crossings. The freeing up of highway land also creates a greater developable area.
25. In replacing the Pinehurst roundabout with a T-junction, the intention is to improve facilities for pedestrians and cyclists whilst at the same time maintaining sufficient vehicle capacity. This is expected to be achieved through the replacement of existing underpasses (considered to be low quality and inhospitable) with at-grade pedestrian crossings along both the A327 Meudon Avenue and A325 Farnborough Road. This will include signalised crossings at the new T-junction to facilitate both north-south and east-west movements; a new signalised crossing on the A325, along the east-west desire line connecting

to the central part of the site with Farnborough Road; a signalised crossing on the A327 east of Meudon House; and an uncontrolled crossing on the A327 between the signalled crossing the new T-junction.

26. A key policy consideration for this junction is to determine if it is acceptable in highway terms to change the balance of consideration between movement of vehicles towards a more place and people focused design on the two A roads impacted. Both A roads form a part of the strategic road network and this means there is a disposition towards placing the balance of consideration in favour of movement of vehicles because of their strategic status. However, this needs to be considered within the local context of a town centre location where the A325 and A327 create a boundary to the town centre that is imposing for those seeking to walk or cycle.
27. The other matter of context for consideration is the function of the A roads in the local context of other parts of the local strategic network. Historically the construction of the Blackwater Valley relief road which runs parallel to the A325 was intended as a road to take the strategic through traffic away from the A325 with a long-term intention that this would then allow a future rebalancing on the A325 in favour of local traffic and transport needs. Since the construction of the relief road traffic growth on the A325 has been fairly static suggesting the relief road is performing the strategic through traffic role it was intended to. This context gives a justification to accept the principle to reallocate road space.
28. The wider policy implication of this is that it establishes a precedent to make similar changes to other parts of the town centre network. Clearly this could only be done as other opportunities arise. It also means that other changes and decisions made by the Highway Authority or Local Planning Authority need to complement each other and be consistent. In this case it means that the land use planning and off-street parking operations and practices need to adopt a similar rebalancing principle. These are both District/Borough Council responsibilities. The approach to off street parking management, supply and pricing is probably the most critical of these. Particularly so as the traffic modelling used to support the applications is based on there being modal shift which reduces the demand for parking. At present there is a high supply of off-street parking in the town centre, available to users at a relatively low cost. Failure to adopt complementary approaches would undermine the modelling work and result in congestion.
29. A technical consideration of the proposals is underway and ongoing as part of the development control process. Detailed work is progressing with the applicant to determine the transport capacity and vehicle flow issues. Initial assessments are that it can be made to work in traffic flow terms. Modelling undertaken by consultants Transport Planning Associates on behalf of the Farnborough Regeneration Partnership suggests that due to the improved walking and cycling infrastructure modal shift away from private car use is a key factor in the traffic assessment. This places a great deal of emphasis on ensuring that the active travel infrastructure is of high quality.
30. Further work is being requested to be done on pedestrian modelling. Whilst subways are considered inhospitable and are considered to present security concerns for some, they are also segregated from traffic and provide a route for frictionless movement for pedestrians and cyclists. To date, no pedestrian

modelling has been done, so it is not possible to assess if the at-grade crossings proposed offer an enhancement to journey time and experience over the subways or if they can manage the volumes of pedestrians likely to cross. Alternative options including setting back the crossing at points away from the T Junction but at grade or well designed subways applied to the T junction proposal should not be ruled out of consideration at this time.

31. A further consideration is how land no longer required for highways is used. The majority of land within the Masterplan area which is currently public highway is also in the freehold ownership of Hampshire County Council. The Masterplan seeks to make use of some of this to enable some of the development plots. This raises a number of issues around removing highway rights, and then subsequent land ownership. The County Council could transfer its land interest to Rushmoor Borough Council or could potentially retain an interest in the development. These issues, together with the future of Farnborough Library, which is also within the Masterplan area, are yet to be agreed between Rushmoor Borough Council and Hampshire County Council.

32. Therefore, the policy principle is made on the basis that:

- the Borough Council, in regard to its functions is encouraged to make a formal commitment to complement the principle to reallocate road space within its parking operations and land use planning role going forward. This should include an assessment and review of parking standards, operations and policy including the supply and pricing of off-street parking in Farnborough Town Centre;
- the T junction approach offers an acceptable level of service to vehicle traffic, accompanied by high quality and high capacity alternatives that provide a preferable mode of choice to using a private vehicle for local residents, visitors and workers;
- detailed pedestrian modelling is undertaken to ensure the best design solution for pedestrians and cyclists is achieved noting that this should consider other options as well as the current proposal;
- Rushmoor Borough Council enters into land ownership discussion and reaches agreement with the County Council to determine how such issues will be resolved (as outlined in paragraph 31 above); and
- Rushmoor Borough Council and Hampshire County Council enter into a formal collaborative working relationship through the formation of a Regeneration and Growth Board.

33. The Masterplan includes a number of other transport proposals. These can all be determined under existing local and national policies and do not require the agreement of any further policy principles. These include:

- a change to the interchange arrangement for bus services in the town centre. The current arrangement means all local bus services interchange at the end of the pedestrianised high street. This works well and provides a high level of service albeit that the services need to divert from the A325 which add to journey times. It will be necessary to maintain or enhance the levels of service for bus interchange in light of the Masterplan; and

- two town centre mobility hubs that will act as interchange points for multi-modal journeys, including electric vehicle charging, car share hubs, micro mobility solution such as cycle hire and micro consolidation services. It also includes a pedestrian crossing of the A325 to the north of the Pinehurst junction.

Consultation and Equalities

34. This decision seeks approval for a policy position to support the principles set out in the Farnborough Civic Quarter Masterplan and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.

Other Key Issues

35. This report has focused on the principle of highway changes only and has not ventured to consider viability issues, affordability or wider matters such as education, library or other services that County Council may operate in the locality.

Climate Change Impact Assessments

36. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
37. As a statement of policy principle with limited planning status and one which has been developed to respond to another local authority's proposals, it is not considered appropriate or necessary to complete the climate change tool and carbon assessment at this time.
38. A carbon neutrality consideration is included in the approach to work on the local road network. It reflects the fact that recent audit work undertaken by the Carbon Trust for the County Council has identified that transport contributes 37% to carbon emissions from all sectors. Transport is also the sector which appears hardest to reduce when compared to other sectors like energy. It therefore places a high level of ambition on developers and the Local Planning Authority not only to look at a traditional approach to transport mitigation but also how that mitigation can support adopted carbon neutrality targets from the transport consequences of development.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> Local Regeneration and Growth Partnerships with District Local Authorities	<u>Date</u> 15/03/22
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>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.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- 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.

2. Equalities Impact Assessment:

This decision seeks approval for a policy position to support the principles set out in the Farnborough Civic Quarter Masterplan and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	3 October 2022
Title:	Basingstoke Transport Update
Report From:	Director of Economy, Transport and Environment

Contact name: Hayley Thorn

Tel: 03707 793526

Email: hayley.thorn@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to update the Executive Lead Member for Transport and Environment Strategy on the latest transport issues for Basingstoke and Deane. The report also seeks approval of a number of policy statements which build on the interim position statements previously agreed in March 2021. Doing so shows strong local leadership by the County Council, and by providing clarity on the County Council position on a number of issues it will assist in effective and sustainable planning for the future of the borough. The recommendations in this report will feed into the County Council's response to Basingstoke and Deane Borough Council's Local Plan Update.

Recommendations

2. That the Executive Lead Member for Transport and Environment Strategy approves the policy statements included in this report.
3. That the Executive Lead Member for Transport and Environment Strategy confirms support in principle for the access strategy related to the emerging Town Centre Masterplan developed by Basingstoke and Deane Borough Council, subject to the traffic redistribution impacts on the ringway and its junctions being acceptable or mitigated, as outlined in this report.
4. That the Executive Member for Transport and Environment Strategy delegates authority to the Director of Economy, Transport and Environment to:
 - commence a public engagement exercise on the Mass Rapid Transport (MRT) strategy later in 2022/23;
 - undertake design and optioneering work for the Mass Rapid Transport (MRT) and, without prejudice, conduct engagement with landowners that may be impacted by the options under development; and
 - make representations to Basingstoke and Deane Borough Council for Hampshire County Council's desire to progress this scheme and safeguard land where possible.

Executive Summary

5. This paper seeks to provide a comprehensive update on the transport issues facing Basingstoke and Deane for the next Local Plan period (2039) for both the strategic and local transport networks. It will also build upon the report to the Executive Member for Economy, Transport and Environment from March 2021, relating to an Interim Position Statement for Western Basingstoke specifically, where there are a number of potential land use changes emerging. The policy statements contained within this report therefore follow on from those in the March 2021 report and expand on them and will feed into the County Council's response to Basingstoke and Deane Borough Council's Local Plan Update.

Contextual information

6. Basingstoke was historically a market town that has seen significant development throughout the years, in particular in the post-war period when it was earmarked as an over-spill town and welcomed an influx of residents. The town continues to be a popular place to live and has a strong local economy and relatively low levels of deprivation when considering the borough as a whole. However, within the more urban parts of the borough there are pockets of deprivation which do not perform as strongly in terms of employment, education, crime and income deprivation.
7. Despite the pockets of deprivation Basingstoke has a vibrant and diverse local economy, thanks in part to its location which offers strategic road and rail links to London, the south coast and the Midlands. The borough offers employment in a range of sectors including financial services, biomedical and engineering. The town centre also provides a strong retail offer and across the borough there are various popular cultural facilities.
8. These aspects make Basingstoke a popular place to live and in recent years the borough has seen further growth in population and associated delivery of new homes. To keep pace with this level of growth, significant investment has been made into transport and other infrastructure in Basingstoke.
9. Despite the extensive recent investment there are still a significant number of projects underway, led by either Basingstoke and Deane Borough Council, the Hampshire Hospitals Foundation Trust, or local developers (of which Hampshire County Council and Basingstoke and Deane Borough Council are included as landowners), which could bring about transformational change and extension to the urban areas of the town.
10. It is considered timely to update the Executive Lead Member for Transport and Environment Strategy on the key issues for the Highway Authority and how the County Council can best influence and support, to align with the emerging Local Transport Plan 4 and Climate Change Strategy. This will ensure the transport elements of the projects are co-ordinated and result in the best possible future outcomes.
11. Basingstoke and Deane Borough Council and Hampshire County Council have a history of successful collaborative working which is evidenced through the delivery of a significant number of transport and highways projects across the district. At a meeting of Hampshire County Council's Cabinet on 15 March 2022 it was agreed that to continue the success of such previous joint working, a formal Regeneration and Growth Board should be established. At the point of

publishing this report the form of the Basingstoke Regeneration and Growth Board is to be confirmed, however it should be noted that such a board will provide a forum for supporting further transport and highways collaborative working in Basingstoke.

12. As part of the “Interim Transport Position Statement – Western Basingstoke” report to the Executive Member for Economy, Transport and Environment in March 2021, several issues were explored relating to the growth of the south-western part of the town.
13. The report considered a number of developments including:
 - a significant regional distribution centre, the application for which is currently the subject of a planning appeal;
 - potential relocation of an expanded 850 bed North Hampshire and Basingstoke Hospital with intensive care unit and research facility to a site near Junction 7 of the M3; and
 - proposals for significant housing and employment growth being advocated by developers and landowners as part of a Manydown South development. This proposal includes approximately 9,500 homes (266.76 ha), employment (67ha), primary schools, district centre and Park and Ride facility. Conceptual plans have now been submitted by the developers as part of the Local Plan Update (LPU) ‘call for sites’ in the Borough Council’s recent Issues and Options consultation.
14. Since then, other significant projects have also begun which require extensive input by the County Council as Highway Authority. These include regeneration proposals being developed for the town centre and the leisure park.

Background

15. This report provides an overview of the significant amount of study work that has been undertaken in Basingstoke and Deane since the March 2021 report and proposes some additional policy statements which build on the previous policy statements, which were:

Policy Statement 1: Based on current anticipated development levels, it is not anticipated that a new strategic western relief road/bypass (providing a sub-regional transport function for through traffic) will be required to connect the A30/M3 J7-A339. This position may need to be revisited in subsequent Local Plan Transport Assessment work, once development plans are finalised or if there is a significant change in the type and scale of growth within the Borough or within other regional growth plans, particularly at Winchester and/or West Berkshire.

Policy Statement 2: The Local Planning Authority and landowners/developers should plan to deliver a development link road to distribute development traffic to the A30/M3 J7 and to the A339 from the development. The Local Planning Authority and developers should plan for land for a route to be safeguarded, if required, through the current LPU (2038) and within masterplans, so that the ability to provide such a route is not prejudiced by development taking place to a shorter timescale.

Policy Statement 3: To assist with this process the Local Planning Authority and developers should explore, within the master planning process, the form and function of a development-led new local Distributor road (ultimately linking to the A30 and A339) with the use of the NHTM19 transport model, to establish when a road of this nature will be required and its likely capacity to inform the safeguarding requirements.

Policy Statement 4: Upon developing land to the South of the railway the Local Planning Authority developers should plan to deliver active modes routes, including a new or enhanced active modes link across the railway, facilitating direct and convenient access between developments both north and south of the rail line.

Policy Statement 5: The LPU and developers should build MRT into their movement strategies and masterplans and, where desirable, provide the necessary infrastructure. They will need to take account of the County Council's emerging study work on a network wide blueprint for MRT and specific work on the A30 corridor. They will also need to develop the network within their own site plans and to serve future residents. Developers should adopt the MRT network and its sustainable transport principles into their master planning, as per the MRT Vision.

Policy Statement 6: The LPU and developers should be clear that the LHA will require them to demonstrate as part of their masterplans and access strategies that MRT or other public transport services will have long term commercial viability, not requiring ongoing subsidy.

Policy Statement 7: A high quality active modes crossing of the railway will be required at an early stage to support growth to the south of the railway line. It would need to be of high quality, of at least 4metre width and designed for segregated use compliant with the requirements of LTN 1/20.

Policy Statement 8: It is expected that when the need for a development link road is fully triggered it will require a road bridge crossing of the rail line. It is likely that the bridge will initially be required to facilitate future MRT provision. Its potential use for other vehicles would need to be kept under review and appropriate consideration should be given to how appropriate priority is given to public transport and other modes if and when that time comes.

Policy Statement 9: That the Local Planning Authority should, in conjunction with the landowner, review and refine the existing land safeguarding for the railway crossing (and accesses to the crossing points) within North Manydown. Furthermore, it should ensure that appropriate safeguards are in place to the south of the railway, including land safeguardings if required, in association with Statement 4 on Highway Infrastructure.

Policy Statement 10: Achieving transport carbon neutrality and transport sustainability from future development should be a key goal. In doing so ambitious but realistic targets for self-containment and mode share should be

applied. Developers may also need to offset their impact by looking beyond their development boundaries.

Policy Statement 11: The local planning authority may need to include a number of land safeguardings in its LPU. Consideration should, in particular, be given to the need for safeguardings at the Fiveways junction, the Camrose Link and for a segregated cycle facility on the A30.

Policy Statement 12: New accesses onto “A” roads should be kept to a minimum and should not unduly affect the safe and efficient operation of key routes. They should be designed to be efficient in transport capacity terms and only be proposed where there are no other reasonable alternatives. Joint arrangements serving multiple development sites may be considered where this improves efficiency and meets other objectives.

Policy Statement 13: Hampshire County Council does not see the provision of a new rail station to the west of Basingstoke as a prerequisite for planned residential or other development to the west of the town. However, it does recognise that such provision could provide additional journey options for residents across the wider area. Pending the development of any business case for a new (or reopened) rail station, the County Council retains an open mind as to the potential benefit.

Policy Statement 14: A strategic study is needed to understand the impact of growth on M3 junction 7, which is the responsibility of Highways England and the immediate local road network including the A30 Southwood Corner signalised junction, which is the responsibility of the County Council.

Policy Statement 15: Until a study is complete, it cannot be determined whether the impacts on Junction 7 and the A30 are capable of mitigation. The work is, therefore, required in order for the highway authorities to determine what infrastructure interventions are required and to take a view on the acceptable impact of future development.

Transport Impact Study – Objectives

16. The Interim Transport Position Statement report for Western Basingstoke in March 2021 outlined results of initial high level transport modelling that suggested Junction 7 of the M3 and the A30 Southwood Corner (SWC) would come under strain in the future as the result of increased traffic generation.
17. To better understand these impacts a more detailed study has been undertaken to identify what solutions may be needed and consider how they might then be delivered and funded. It has looked at the M3 between Junctions 7 and 8 and also the A30 corridor. Study partners include Hampshire County Council as Highway Authority, Basingstoke and Deane Borough Council as Local Planning Authority (LPA), Southern Manydown (SMD) and Society of Merchant Ventures (SMV) as land promoter and Hampshire Hospitals NHS Foundation Trust in respect of the National Improving Hospitals Programme. National Highways was a key stakeholder on the project group as part of the process.

18. The study looked at a number of planning assumptions (quantum of development) and planning horizons, including the end of the emerging LPU period 2039 and also beyond 2040. The agreed objectives of the study were to:
- identify and quantify existing capacity, operational and safety issues on M3 Junctions 7 and 8 and the adjacent A30 Southwood Corner;
 - determine the proportional impact of a Southern Manydown Development (SMD), new hospital site and employment land on this section of the network;
 - determine the point at which a mitigation scheme will be required (trigger point); and
 - develop an outline design of a proposed mitigation scheme or a series of interventions (including multi modal approaches) that could be implemented in a phased approach.
19. The work produced from the study includes scheme ideas that are outlined in the following paragraphs 18 to 26. If any of these scheme ideas were to be progressed, this would be led by National Highways. This report provides an update on the study work which the County Council has been working with partners to develop. Should a scheme be progressed, National Highways will undertake consultation with the County Council at which point there would be opportunity for local members to comment.

Findings of growth options to South Western Basingstoke on the local highways network

20. The County Council's North Hampshire Transport Model 2019 has been used to calculate the impact and possible mitigation measures required. The transport modelling work has made assumptions about what development might happen by when and has included a good quality Mass Rapid Transport (MRT) service on the A30 and park and ride site on land owned by SMD for all scenarios tested. A scheme has been developed which seeks to mitigate the growth in traffic from all the development proposals combined. This scheme is indicative of the type of intervention that could be delivered by National Highways. The key elements, shown on the plan in Appendix 1 of this are:
- Southwood Corner capacity improvement;
 - Oakdown Farm Junction – changes to accommodate higher flows; and
 - A30 link capacity improvements including dualling between junction 7 and 8.
21. The transport modelling work has shown that development of the scale proposed will over time (in this case multiple local plan periods) trigger the need for a major improvement of the A30 south of the development to accommodate traffic generated. In practice, the timing of trigger points is sensitive to exactly what development builds out and how fast. The work undertaken has concluded that some elements of the improvement will be triggered sooner than others as the developments build out over time. The first element to be triggered is the Southwood Corner Junction and associated enhancements. Based on the assumptions tested it is considered that this would most likely be in the next local plan period i.e. before 2039. Other elements may be needed towards the end of the next local plan period or into ones beyond it.

22. Assuming development of 11,964 dwellings and employment sites creating 7,000 jobs occurs. The first element of the scheme to be triggered is the provision of an improvement to the Southwood Corner junction which includes a continuous lane south-bound from the A30 to Junction 7 of the M3, (avoiding the need to stop at the junction itself), and additional lanes to improve right turn and left turn capacity. There is also a requirement for any future bus service to have priority through the junction which will be accommodated through a bus lane/gate and traffic signal technology to detect buses arriving at the stop line and provide priority to the bus through the junction over other traffic.
23. Assuming a total of 18,909 dwellings are developed and employment sites creating 11,644 jobs occurs. As development builds out further changes are needed to the proposed junction with Oakdown Farm (logistics application site) and heading south-west along the A30 corridor, sections of dual carriageway (or partial dual carriageway in one direction only) will be required. The timing of the implementation for dualled sections will depend on the rate of delivery of the new developments and their accesses. New accesses will also be required for the hospital site from and to the SMD/SMV development via Tower Hill, Trenchards Lane and the proposed Oakdown Farm roundabout. Certain movements/turns across the A30 would need to be stopped up to facilitate this once the sections become dual carriageways.
24. The current local plan making system has short time horizons of around 10 years. For small development proposals that is normally fine but for larger scale land use changes such as those considered for the south-west of Basingstoke it can be challenging as a longer-term view to delivering infrastructure is needed. In this context, the specific challenge is that the A30 scheme will probably require development in multiple future local plan periods to trigger and fund the full scheme and that all planning permissions granted in the earlier local plans need to have regard to the end state transport scheme. Failure to do so would risk short or even medium-term planning decisions preventing future phases from progressing or missing funding opportunities that then means the end state is unviable or undeliverable. To minimise (but not totally rule out) this risk the Local Highway Authority and Local Planning Authority can take steps to safeguard the future solution described above. This is done by essentially reserving the land footprint needed for the scheme through the next local plan update and then by using the scheme safeguarding to secure future transport contributions towards it. The infrastructure will need to be funded by developers through appropriate Section 106 mechanisms or other external funding if it is available. Developer contributions will need to be apportioned appropriately through assessment of impacts agreed through the development planning process.

Policy Statement 16 (following on from the interim position statement numbering from March 2021): The County Council will work with the Local Planning Authority to secure a safeguarding for improvement to the A30 as per the plan included in Appendix 1.

Findings of growth options to South Western Basingstoke on the Strategic Road Network (SRN) - M3 Junction 7 and 8/A303

25. The transport modelling assessments have revealed that background traffic growth already results in the M3 motorway mainline being at capacity by the end of the LPU period to 2039. This is before taking account of any additional traffic growth generated through the prospective local plan update. Essentially this means that there is already a case for improving the SRN.
26. The study group assessed a number of options and collectively identified the plan as per Appendix 2 as one that had the potential to solve the known transport problems. This scheme is indicative of the type of intervention that could be delivered by National Highways. It is an option which involves the removal of the south facing slip roads (Northbound off slip and Southbound on slip) at junction 7 of the M3 and creating two new slip roads south of Junction 8. The existing Northbound on slip at Junction 7 would require a new merge with lane gain (a slip road onto the motorway where traffic continues into a new lane) and ghost island nearside merge (an area of the carriageway marked to separate lanes of traffic travelling in the same direction, in this case, joining from the on slip at Junction 7). An additional running lane is likely to be required for 2km towards Junction 6 or the provision of a fourth lane between Junctions 7 and 8. On the local road network it would require three new roundabouts:
- Stockbridge Road to facilitate traffic from A30/A33 and Stockbridge Road;
 - Popham Lane to facilitate traffic from A33 to new southbound junction 8 proposed on slip; and
 - A33 to facilitate traffic from northbound off slip to A33 south of the A30 north and facilitating traffic from A30/A33 to new southbound Junction 8 proposed on-slip and Popham Lane.
27. The interventions on the M3 and the local road network would maintain access to the M3 for Basingstoke residents. Improvement would also help to resolve the current substandard weaving length (the space between junctions where traffic is manoeuvring to exit/ join the carriageway) between the two junctions which creates safety issues on the mainline.
28. National Highways is responsible for operating, maintaining and improving the strategic road network (SRN). The conclusion that background traffic growth brings about a case for improving the SRN indicates this issue falls into its remit to consider and plan for as part of its planning process. This is done in 5-year periods under a process called the Roads Investment Strategy (RIS). We are approaching the RIS3 planning cycle and are currently in RIS2.

Policy Statement 17: The County Council will request that Government, National Highways and Transport for the South East prioritise improvements to the M3 between junctions 7 and 8 and include them in the national Road Investment Strategy 3 (RIS3) period as a priority.

Mass Rapid Transport Plan

29. As outlined in the Basingstoke Transport Strategy (<https://www.hants.gov.uk/transport/strategies/transportstrategies/basingstoke-transport-strategy>) a step change in the provision of public transport is essential

to allow the borough to grow sustainably and to also respond to the climate emergencies by both authorities.

30. The original Mass Rapid Transport (MRT) vision (2019) outlined a network made up of priority corridors (on the existing network and within new development) and a new rail/bus transport interchange in the town. The services should be high frequency, fast (not held up with general traffic), reliable and comfortable and penetrate the strategic development areas, key employment and leisure destinations.
31. Since 2019, more detailed work has taken place on the MRT plan, assessing existing and possible future development to best understand which corridors and what infrastructure will be needed to allow future development to have a high mode share by public transport. High level plans for three priority corridors are under development. They focus on those areas with the potential for the highest demand and include:
 - B3400, North Manydown, Leisure Park, Town Centre;
 - A30 south-west corridor, including Ringway West and Churchill Way West; and
 - A33 Ringway to Chineham, Taylors Farm and east of Basingstoke.
32. Alongside identification of these priority corridors, work has been undertaken to consider locations that are likely to require intervention in order to deliver a coherent MRT network. A list of these locations where schemes are being investigated is included in Appendix 3.
33. The work conducted to date acknowledges that in some locations the extent of the highway is limited and may not be sufficient to facilitate provision of bus priority measures such as bus lanes and bus gates, as well as interchanges and high-quality cycling infrastructure that is compliant with the latest design guidance (Local Transport Note 1/20). It would therefore be prudent to enter into preliminary discussions with affected landowners at an early stage of the design process to understand any land ownership issues and potential solutions to identify the deliverability of some of the forthcoming MRT proposals.
34. Significant projects such as the Basingstoke MRT require a long-term planning approach that may span multiple local plan periods because of the scale of the infrastructure proposed and the long time line over which development may take place. In order to do so, following discussions with landowners, Hampshire County Council, in collaboration with the Local Planning Authority, will seek to formalise safeguardings for critical pieces of MRT infrastructure. It is likely that these will be needed even if they are on highway land. This is in part to provide a strong statement of intent and clear guidance to developers in drafting site masterplans but also to prevent such land or highway capacity from being used up by development.

Policy Statement 18: The County Council will engage with landowners to consider land safeguarding that may be required for the delivery of the Basingstoke MRT.

Policy Statement 19: The County Council acknowledges that delivery of the Basingstoke MRT is likely to occur over more than one Local Plan period. The County Council will therefore work with the Local Planning Authority to secure

planning safeguarding for the Mass Rapid Transport proposals as they are developed in further detail.

Leisure Park

35. Basingstoke and Deane Borough Council, as owner of the Leisure Park, has embarked on a new masterplan for the site. The previous proposals have been abandoned. The intention of the revised proposal is to retain the leisure facility offering, either in an improved current form, or through demolition and re-build. Given the relative proximity of the town centre, which is also subject to an emerging transformation new masterplan, the future use is a key factor in determining transport sustainability. In transport terms there is much to be commended about elements of the proposals that would see an increase in town centre living, as this limits the demands on the transport system by keeping journeys short which then widens the choice of modes available to residents. The concern about historic proposals was that they had a regional draw and appeal to private car based trips and being next to the Town Centre this would attract a high volume of vehicle traffic through much of Basingstoke from the Strategic Road Network. A more appropriate location for land uses with a regional draw would be in out of town locations near to motorway junctions.
36. Hampshire County Council has supported Basingstoke and Deane Borough Council in early discussions regarding what a re-developed site means in transport terms. The development should create and provide access to the B3400 corridor proposed MRT route. This should include an enhanced MRT stop at the entrance to the development and act as a focal mini-interchange for visitors to the Leisure Park. It is important that the bus priority infrastructure, required to make the bus route and journey times successful and competitive, is provided by the development. This should be planned in a co-ordinated manner so that it joins up with development and transport infrastructure to the west, such as North Manydown, and the town centre/rail station/Basing View to the east.
37. The proposed North Manydown to town centre cycle route will also provide active mode access to the site from the northern side of the railway line and requires further funding. There are many opportunities to significantly increase accessibility through the Thornycroft roundabout for people walking and cycling through the provision of new at grade crossings, prioritising pedestrians and cyclists over car traffic waiting at the traffic signals.

Policy Statement 20. The County Council recognises the potential for highly sustainable development on the leisure site and will support land uses that provide a local leisure offer, rather than regional, and enhance the transport sustainability of the site and which complement the planned investment in transport infrastructure.

Town Centre Regeneration/Masterplan

38. In the past Basingstoke was a market town with clearly defined streets connecting the canal basin to the Market Place in the centre of the town. Throughout the years additional road and rail infrastructure was developed in the town, but some of the historic buildings and streets can still be found as recognised through the four Conservation Areas. Further changes to Basingstoke town centre were seen during the post-war period when the town

was developed as a location for overspill housing. With this increase in the scale of the town came an increase in car use resulting in the car dominated environment that can be seen today.

39. Basingstoke and Deane Borough Council has embarked on an ambitious and transformational masterplan for the town centre aimed at regenerating the town to create a more sustainable, accessible and thriving place fit for the future. Details can be found at [Shaping the future of Basingstoke town centre](#). The Borough regeneration plans require the transport proposals within them to be agreeable to the Highway Authority. To date the County Council has worked with the Borough Council to understand the transport elements of the masterplan and to support them by looking at the technical and policy case for the transport changes the Borough Council is promoting.
40. The vision for the town centre masterplan is for Basingstoke to be a town centre that works for people in terms of 6Ps – people, place, purpose, prosperity, progressive and participatory. The masterplan has a number of key principles for the long-term economic viability of the town centre:
 - it will be a place that is diverse; distinctive; multifunctional; cultural; designed for its residents, workforce and visitors' wellbeing; recognised as the focal point of the town and have a distinct identity;
 - it will be a prosperous place that is entrepreneurial; economically vibrant; committed to building skills and lifelong learning; supportive of start-ups, scale ups and a green economy;
 - Basingstoke will be progressive as a place where you can test your ideas; where sustainable ideas can flourish; where public led experimentation is welcomed and celebrated. A place that is stridently evolving;
 - a purposeful place that always puts sustainability, ethics, responsible businesses, social inclusion, health, wellbeing and people first; and
 - a participatory place where its citizens have a real say and are always listened to. A town centre that has a wealth of activities and opportunities for all.
41. Delivering the aspirations into market led long term viable redeveloped areas of the town is critical. To ensure the town centre is a vibrant hub during the day and night, the area needs to create opportunities for a range of different uses. Reimagining the current town centre to include more traditional streets and other areas will mean that Basingstoke is not so reliant on the success of retail and can open up space for community and cultural uses, workspace, education and new homes. The integration of these development proposals; their connectivity and impact upon the town centre will need to be implemented effectively with the revised transport proposals.
42. The transport proposals in the masterplan are a radical step change in how transport works now and so would be a significant change. The Masterplan argues that, in light of the challenges facing town centres, a continuation of the status quo will result in decline. That it needs to reinvent itself as a vibrant, walkable, attractive, clean place to shop, work, live or visit. The transport proposals are key to this by seeking to reduce traffic levels in the Town Centre (the Town inside the inner ring road) and reallocate road space currently used

for vehicle capacity to other land uses or modes. It does this by preventing the movement of through-traffic in the town centre and by creating a new model of mobility. This is based on developing a number of movement cells that prevent the movement of private vehicles from one to the other but allow priority access between them for active modes, public transport and other priority vehicles. These are called modal filters. By applying this approach of modal filters it promotes bus priority and walking and cycling through the town core but reduces vehicle traffic levels significantly. Private vehicles would not be prevented from driving to the Town Centre but they would be required to access and leave the Town Centre from the same Ringway entrance and exit point.

43. Hampshire County Council's Local Transport Plan 3 creates a policy base which is somewhat supportive of the request for the masterplan proposals and road space reallocation but is not necessarily explicit enough in the context of this proposed change and its implications. This report discusses the case for road space reallocation from a highways perspective and in respecting the regeneration objectives of the Masterplan and District Council proposes a policy position that is supportive in principle of the regeneration plans, subject to more detailed technical work being undertaken.
44. A high-level technical appraisal has been undertaken. Initial transport modelling results undertaken by Hampshire County Council using the NHTM19 model (using 2040 as a test year) have shown that the removal of through-traffic within the town centre results in an increase in traffic flow on the Ring Road and a reduction in traffic on Churchill Way West within the town centre. There are not predicted to be significant changes in traffic flow outside the Ring Road. The increase in traffic flow on the Ring Road will result in specific increase on Ringway North and Ringway East which are close to or at the capacity of the road. The majority of junctions on the Ring Road will have at least one turn which is close to capacity in the AM and PM peak hour by 2040.
45. In 2040 in the AM peak hour, the Winchester Road roundabout and the Hackwood Road roundabouts are predicted to be at capacity. In the PM peak hour, the Winchester Road roundabout, Hackwood Road roundabout and Black Dam roundabout will all be at capacity. There is predicted to be significant queuing at the Hackwood Road roundabout in both peak hours and the Black Dam roundabout in the PM peak hour. In the longer term it is anticipated that more car traffic is reduced through mode shift and the attractiveness of the MRT and active mode measures due to behavioural and societal changes and congestion on the ringway.
46. A high-level assessment of the air quality impacts of the masterplan has been carried out to determine what effect it may have¹. There are obvious improvements where a reduction in car traffic is brought about in the town core and an obvious downside in terms of greater traffic on the ring road. These need to be looked at in more depth as they are also impacted by national factors related to a change in the vehicle fleet over time towards electric vehicles. The impacts of this are not yet fully understood.

¹ Calculated using DEFRA's Emissions Factors Toolkit

47. There is predicted to be a mode shift from cars to walking and cycling due to the removal of through traffic within the town centre, as well as improvements in walking and cycling facilities.
48. Given the increases in traffic flow on the ringway and the potential negative impacts on air quality as a result of the transport elements of the masterplan, it is imperative that work is undertaken to better understand how this can be appropriately mitigated. It is not expected that mitigation would take the form of further highway capacity improvements since the ringway junctions have already undergone a series of major improvements and most junctions are built with future traffic growth in mind (i.e. already maximising their footprint). To align with the emerging LTP policy, mitigation should take the form of a series of improvements that seek to reduce the severance caused by traffic on the ringway for those walking or cycling or using public transport to reach the town centre. Measures identified in the draft Local Cycling and Walking Improvement Plan (LCWIP) for Basingstoke are key to ensuring such access can be provided to encourage longer term modal shift.
49. The LCWIP has not specifically identified walking and cycling improvements for the town core given the infancy of the masterplan. Further work is required as part of the progression of the masterplan to identify how connected walking routes and cycling facilities can be provided in the context of a new built form. Low traffic neighbourhoods beyond the ringway could be a useful technique to help prioritise walking and cycling to the inner areas of the ringway and help to complement the aims of the masterplan.
50. A report to Hampshire County Council's Cabinet on 15 March 2022 adopted a new model of engagement for local regeneration and growth partnerships with the districts and boroughs of Hampshire. This marks a change in the way the County Council is seeking to engage and support the regeneration agenda. Discussions are ongoing with Basingstoke and Deane Borough Council to form a new partnership. This would appear to be a good opportunity to ensure there is the right level of oversight of the proposal as it evolves.

Policy Statement 21: The County Council, as Highways Authority, is supportive of the principal Town Centre Masterplan transport plans. However further work is required to understand how impacts to traffic, air quality, noise on the Ringway and nearby roundabouts can be mitigated and how modal shift can be achieved.

Finance

51. The work to develop designs for the Basingstoke MRT will be funded through Hampshire County Council's existing budgets and through developer contributions. As schemes are developed funding for delivery will be sought from developer contributions, government funding and third-party organisations.

Equalities and consultation

52. This decision seeks approval for a policy position to support the ongoing transport work in Basingstoke and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.

53. The policies proposed as part of this decision have been informed through engagement with County Councillors and members of the public as part of the consultation activity that has taken place to develop the Basingstoke Transport Strategy, LCWIP and Basingstoke and Deane Borough Council's Town Centre Masterplan. County Councillors have also had the opportunity to discuss the policy proposals and technical content within this report with officers, including a briefing session on 8 September, prior to the report being finalised.
54. As noted within the report, further engagement and consultation will be required to develop the MRT routes. Should any options for improvements to the M3 and A30 be considered for further development, the County Council will work with partners to undertake appropriate consultation and engagement.

Climate Change Impact Assessments

55. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.
56. As a statement of policy principles with limited planning status and one which has been developed to respond to another local authorities' proposals it is not considered appropriate or necessary to complete the climate change tool or carbon assessment at this time. As schemes are developed, the climate change impacts of specific interventions will be assessed when the details are known.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Interim Transport Position Statement – Western Basingstoke-2021-03-11-EMETE Decision Day (hants.gov.uk)	11/03/2021
Local Regeneration and Growth Partnerships with District Local Authorities	15/03/2022
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>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.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

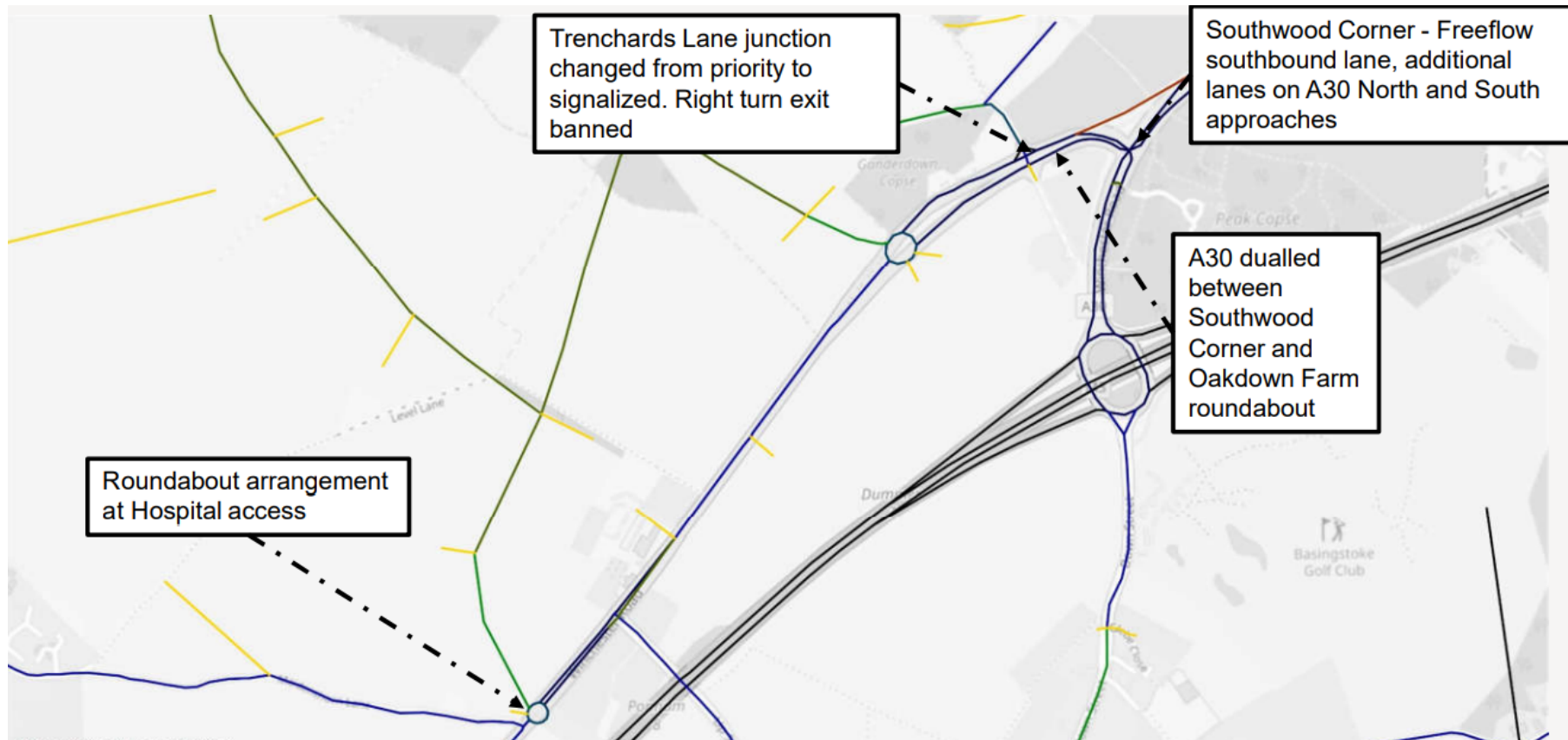
- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing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

2. Equalities Impact Assessment:

This decision seeks approval for a policy position to support the ongoing transport work in Basingstoke and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.

Transport Studies Programme
Local Highway Network Mitigation Measures for South Western Basingstoke

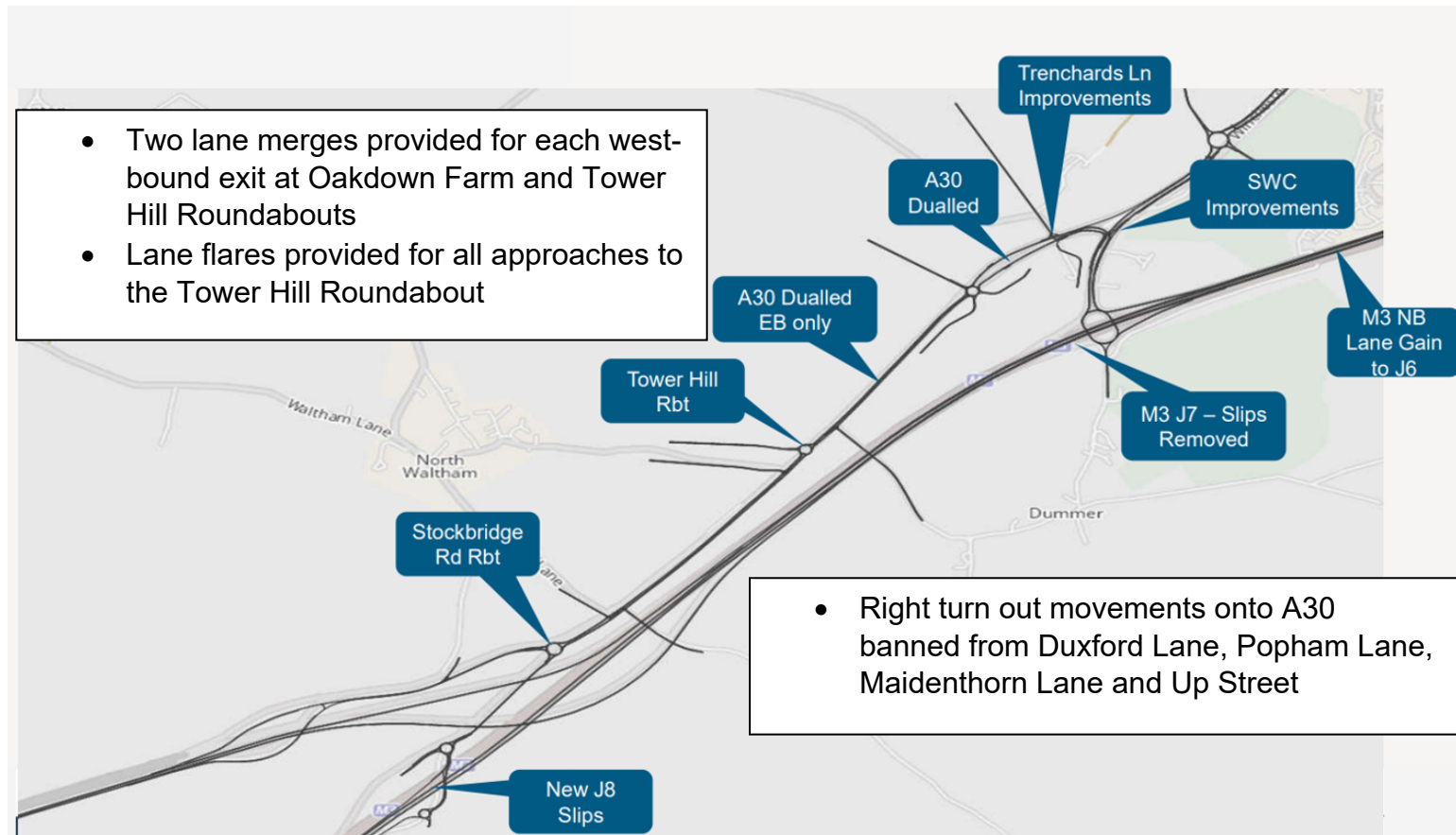
The plan below provides an outline of a scheme that has been developed which seeks to mitigate the growth in traffic from all the development proposals in south western Basingstoke combined.



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Transport Studies Programme
Strategic Road Network Mitigation Measures for South Western Basingstoke

The plan below provides an outline of a scheme that has been developed which seeks to mitigate the known transport issues on the M3 between junctions 7 and 8.



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Basingstoke Mass Rapid Transport (MRT) Locations Likely to Require Intervention

Following initial work to identify priority corridors for the Basingstoke MRT the tables below provide a list of the potential locations where MRT priority bus facilities may be needed. All proposals within these tables are subject to further design, engagement with land owners and public consultation.

B3400 Corridor

Location
Victory Roundabout to Worting Road Roundabout
Worting Road Roundabout to Worting Road Roundabout
West of Roman Road
Buckskin Lane
Fiveways

A30 South-west Corridor

Location
Ringway West – Thornycroft Roundabout to Winchester Road Roundabout
Winchester Road Roundabout to Brighton Hill Roundabout
Brighton Hill Roundabout to Southwood Corner
Hatch Warren Roundabout

A33 Ringway to Chineham Corridor

Location
A33 Ringway to Binfields Roundabout
Chineham District Centre
Pyotts Hill
East of Basingstoke / Redlands

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	3 October 2022
Title:	Manydown North to Town Centre Cycle Route Basingstoke
Report From:	Director of Economy, Transport and Environment

Contact name: Phil Marshall

Tel: 03707 795832

Email: philip.marshall@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to update progress on the Manydown North to Town Centre Cycle Route major transport scheme in Basingstoke, including the results of the public engagement, to secure the necessary approvals to continue design and development work and to help secure sufficient funding to deliver the scheme in full.

Recommendations

2. That the Executive Lead Member for Transport and Environment Strategy approves the preferred scheme as detailed in Appendix 1, noting the preferred option to cross the Ringway by bridge, and that options for crossing the Ringway either by a bridge or at grade will both be taken forward for further design work.
3. That the Executive Lead Member for Transport and Environment Strategy delegates authority to the Director of Economy, Transport and Environment to progress all design and development work necessary to enable the completion of detailed design, make minor amendments, and accommodate responses made in the public engagement and take opportunities to secure sufficient funding to comprehensively deliver the scheme.

Executive Summary

4. This paper outlines the preferred option for the Manydown North to Town Centre cycle route and the outcome of the public and stakeholder engagement undertaken in February and March 2022, which provided significant overall support for the scheme. A key part of the route is the Ringway Crossing and the report outlines the options available here, including the preferred option to provide a new wider bridge deck.
5. The report outlines the overall funding situation, including the requirement to secure sufficient funding to supplement local contributions to the scheme and the current opportunities available for that. It also notes the need to continue

progressing design and development work on the scheme to meet the delivery requirements for external funding sources.

Contextual information

6. Outline planning approval for the 3,520 dwellings in Manydown North has been granted by Basingstoke and Deane Borough Council. The North Manydown transport assessment identified that a cycle route proposal was required as part of its mitigation strategy. Via the development control process a Section 106 funding commitment has been secured towards the cycle route scheme, although this is still subject to the signing of confirmatory deeds.
7. The County Council has developed the route option (illustrated in Figure 1) and undertaken early-stage design work and engagement. It should be noted that following this work the scheme has developed into an enhanced proposal from that originally considered in the transport assessment. This proposal is:
 - more direct;
 - involves fewer gradients, so is more attractive to people cycling;
 - complies better with the latest Government guidance for the design of cycle infrastructure; and
 - provides better access to the existing community in Winklebury and between existing communities and Basingstoke town centre.
8. The scheme aims to maximise the opportunity for existing Basingstoke residents and new residents at the Manydown North development to cycle to and from the town centre and other destinations along the route. The scheme will link into a comprehensive high quality cycle network within the Manydown North development (which will be the responsibility of the developer to deliver) and is consistent with the current and emerging transport policy framework, including the current Local Transport Plan (LTP), the Basingstoke Transport Strategy and the draft LTP4.
9. Following development of a feasibility design for the scheme, the proposals were subject to public engagement in February and March 2022. The responses received were generally positive. Some minor design amendments will be required to take account of comments from the engagement and issues arising from further design work. It is proposed that the scheme layout is approved and progresses to a detailed design stage. The report recommendations request that authority is delegated to the Director of Economy, Transport and Environment to make the minor changes to the design as appropriate. Appendix 1 illustrates the proposed scheme and notes where potential design changes will need to be considered.
10. The main issue arising from the consultation and technical work to date is related to how the cycle route crosses the Basingstoke Ringway. This is a fundamental element of the scheme with potential for it to have a transformational impact on the route's attractiveness to users. As such it is essential that a high-quality facility is provided to ensure the coherence of the whole route.
11. The current bridge crossing the Ringway is 1.8m wide which is too narrow for a shared cycle and walking facility. In order to meet desirable minimum design

guidance, the bridge would need to be 4.0m wide for a shared unsegregated space for people walking and cycling. A 5.5m width would be needed to provide segregated space for people walking and cycling. The public engagement has shown clear support for a widened bridge.

12. Original feasibility work undertaken to examine options for an improved bridge recommended a new steel structure. However, this would be very expensive with cost estimates of over £5million for the 4.0m wide option and an additional £2million for the 5.5m wide option. Following the engagement, further design work was commissioned to examine whether a more cost-effective design solution is available for the bridge. A feasibility proposal has been developed to provide a new 3.5m wide bridge deck on the existing piers and foundations, which has a cost estimate of just under £3million. From the user perspective, this would deliver the desired improvements at a significantly lower cost than a completely new structure.
13. It is proposed to take a number of alternative options forward to a greater level of design so that the costs and benefits of each can inform a future decision regarding delivery:
 - Option 1: A new bridge replacement with a wide unsegregated or segregated cycle facility;
 - Option 2: A lower cost enhancement with a new bridge deck that increases the width from 1.8m to 3.5m or wider if technically possible; and
 - Option 3: Potential for an alternative at-grade (not a bridge) crossing north of Thornycroft Roundabout.
14. Option 1 has already been developed to a reasonable level of preliminary design and initial assessment is that it will be challenging for this option to demonstrate sufficient value for money in a business case, although further work will be undertaken in relation to this. Option 2 offers most of the benefits of Option 1 at significantly reduced cost and is the current preferred option, as noted in Appendix 1. However, further design and development work needs to be progressed to provide certainty on costs and delivery. Option 3 is a contingency option, if there are any adverse cost or deliverability issues with Option 2 and Option 1 is unaffordable.

Finance

15. The recommendations will result in costs being incurred in undertaking design activity. Those costs are covered in existing budgets.
16. Based on the currently preferred option, the total cost of delivering the scheme is expected to be in the region of £11million. The funding of scheme delivery will be subject to future project appraisals and capital programme reports. The funding is expected to come from a mix of sources. Part is proposed to come from the North Manydown Section 106 contributions, but external funding is likely to be essential to fully deliver the scheme.
17. Basingstoke and Deane Borough Council has submitted a bid for the scheme to the Government's second round of Levelling up Fund, which is based on the currently preferred option. If successful this will require the County Council to provide match funding for the scheme, assume a delivery partner role and then deliver the scheme by 2025. Other opportunities to bid for the scheme are also

available from the Department for Transport's Active Travel fund. The deadline for this is currently expected to be in December 2022.

18. In order to meet the delivery timescales for the submitted Levelling Up Fund bid and future Active Travel Fund bid, it is important that design and development continues on the scheme in advance of any decisions on external funding. If unsuccessful in these bidding rounds, the scheme is likely to be subject to further funding bids as appropriate in the future.

Consultation and Equalities

19. A full engagement has been undertaken on the design proposals. The results of this are included in Appendix 2. This was preceded by an online event for key stakeholders, where the scheme was presented with an opportunity for people to ask questions.
20. The results from the engagement were positive, with 132 responses to the feedback form. Of the 125 that answered the relevant question, over 80% expressed their agreement with the scheme proposal. Consideration is being given to amending the design in line with some of the detailed comments received. The most significant issue raised was concern over the proposal for the cycle route to use Ludlow Close for a short section, instead of staying alongside Winklebury Way.
21. An Equality Impact Assessment has been undertaken. This has showed that the scheme is not predicted to have any disbenefits and would have minor benefits for several protected category groups as follows:
 - improve accessibility to education facilities for younger people;
 - the route can be used by mobility impaired people using mobility scooters or electric wheelchairs; and
 - the scheme will provide improved accessibility to education and employment opportunities for people without access to a car.

Climate Change Impact Assessments

22. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

Climate Change Adaptation

23. The decision to undertake design work is not a carbon intensive activity and does not require an adaptation or mitigation assessment. However, to inform the decision an initial scoping of the cycle route scheme has been undertaken and assessed in relation to climate change adaptation. This has concluded that there are no significant issues arising and the scheme is generally resistant to climate change issues. There may be short term disruption associated with standing water or storms causing material to block the route temporarily. The

materials used to construct the cycle route may have some susceptibility to very high temperatures, but this is not expected to be a significant issue, as the route is not subject to the much higher loadings of vehicular traffic.

Carbon Mitigation

24. Similarly, the cycle route scheme has been assessed in terms of carbon mitigation. A number of assumptions have been made in the calculations to reflect the nature of the proposed works and the likely impact on travel behaviour. These include:
- saving in petrol vehicle-km due to modal shift of people cycling instead of driving adjusted to reflect take up in electric vehicles over period to 2050;
 - carbon emissions due to new construction adjusted to reflect width of construction on this scheme compared to a typical new road used as the baseline; and
 - carbon emissions due to the replacement bridge deck adjusted to reflect width of structure compared to highway bridge assumed in calculations and the fact that only around half the structure is being replaced.
25. The carbon impact of construction will depend on materials used and the approach taken to the Ringway crossing, particularly if involving bridge alteration or replacement. However, modal shift to cycling will have immediate recurring carbon benefits.
26. There are currently limitations on reducing CO2 emissions in construction projects, although the industry will be addressing these over time to meet national targets.

Corporate Strategic Priorities

27. The scheme is important for meeting Hampshire County Council's Strategic Priorities, as it will:
- improve connectivity and accessibility to employment, retail and education facilities, which contributes to *Hampshire maintaining strong and resilient economic growth and prosperity*;
 - provide improved accessibility for people without a car and provide significant health outcomes through additional physical activity, which contributes to *People in Hampshire living safe, healthy and independent lives*; and
 - enable healthier lifestyles through increased physical activity and providing access to/from proposed Country Park in North Manydown, which contributes to *People in Hampshire enjoying a rich and diverse environment*.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

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

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.)

Document

Location

None

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

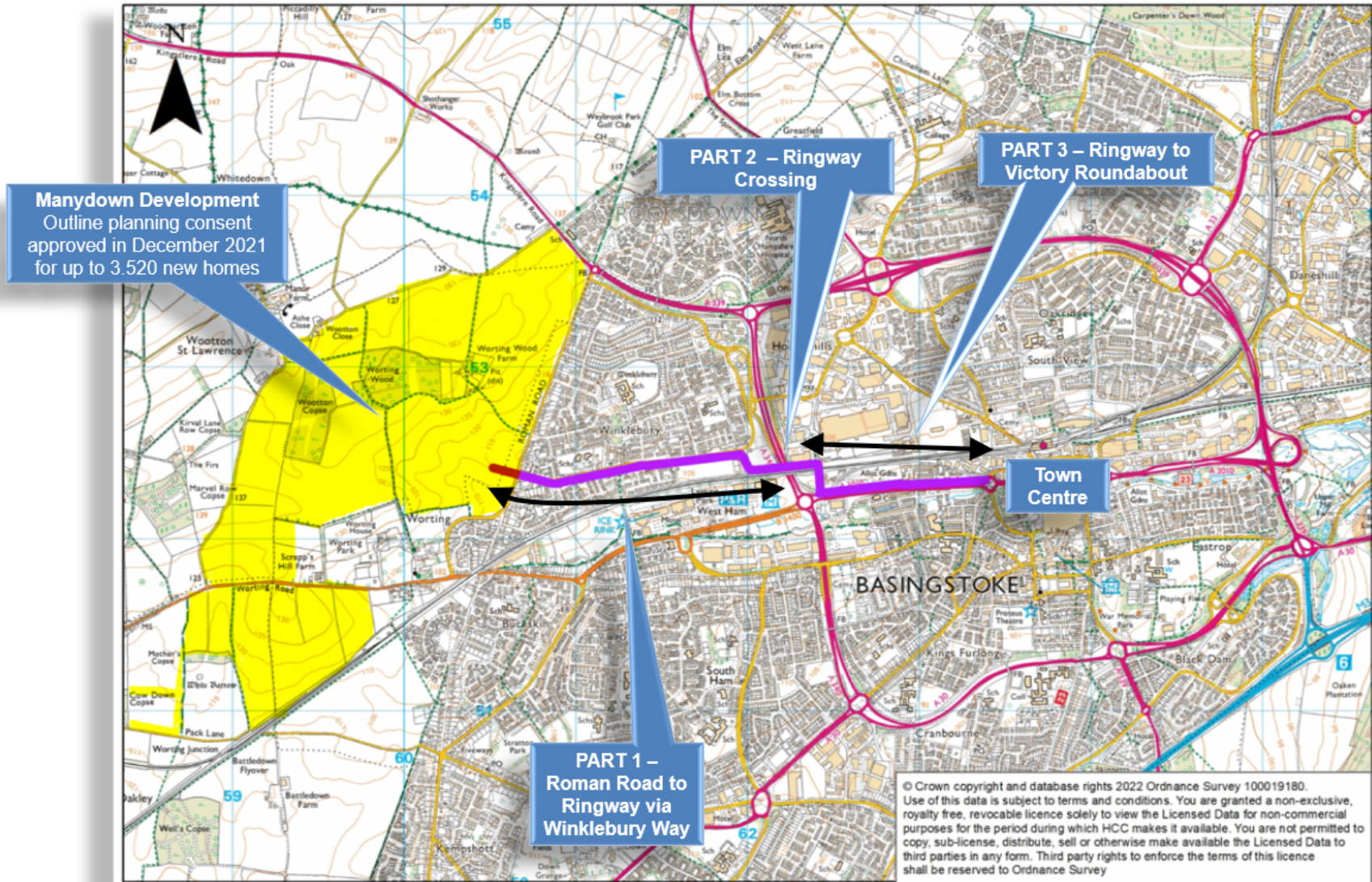
- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing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

2. Equalities Impact Assessment:

An Equality Impact Assessment has been undertaken. This has showed that the scheme is not predicted to have any disbenefits and would have minor benefits for several protected category groups as follows:

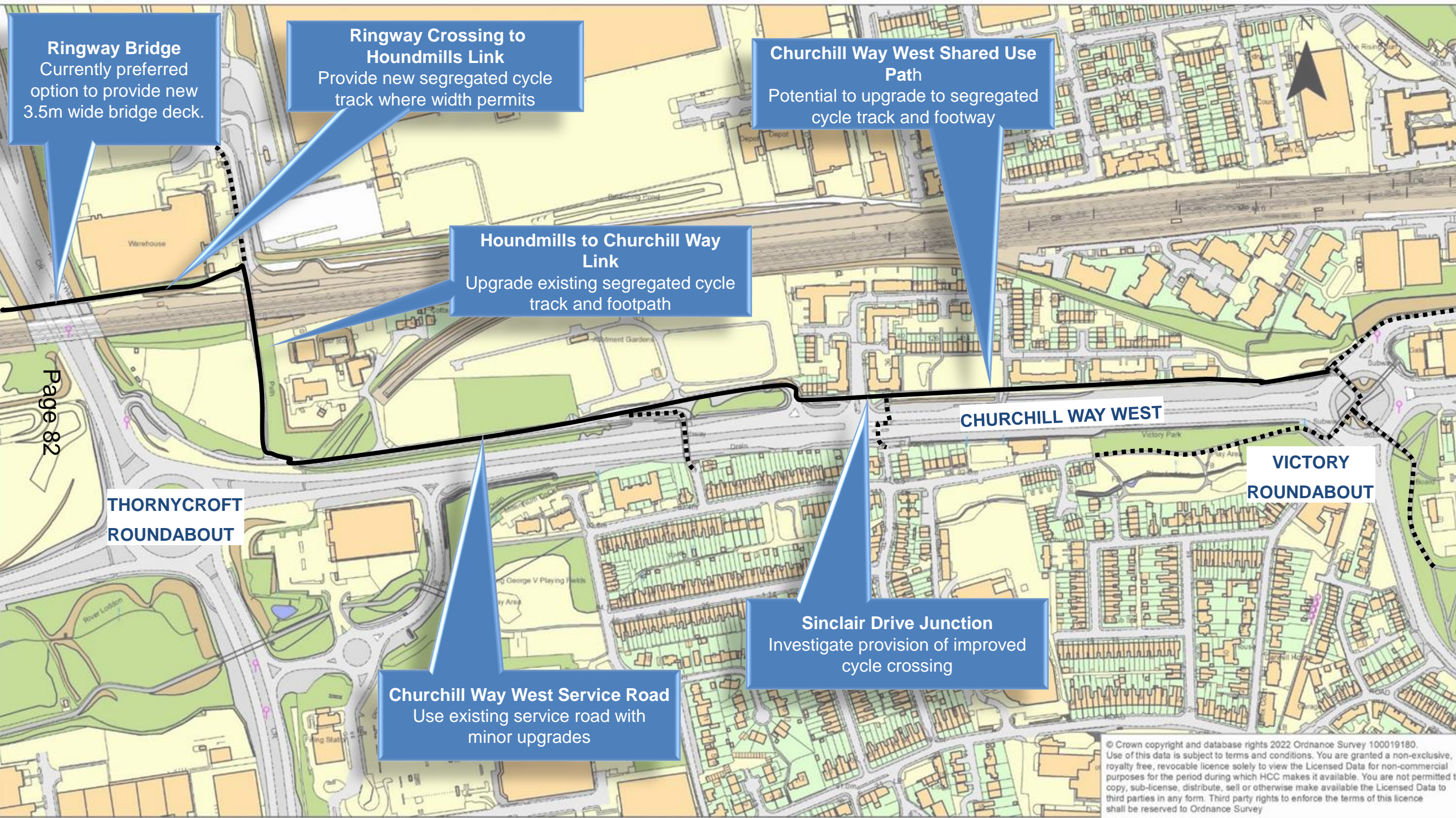
- improve accessibility to education facilities for younger people;
- the route can be used by mobility impaired people using mobility scooters or electric wheelchairs; and
- the scheme will provide improved accessibility to education and employment opportunities for people without access to a car.

● **FIGURE 1 – MANYDOWN NORTH TO BASINGSTOKE TOWN CENTRE CYCLE ROUTE OVERVIEW PLAN**



Manydown to Basingstoke Town Centre Cycle Route

Ringway Crossing to Victory Roundabout



Manydown to Basingstoke Town Centre Cycle Route

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Image capture April 2021 © Google 2022

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Key findings

Key findings



There was strong support for the scheme across all subgroups, with the highest support coming from regular cyclists.



Most respondents felt that the proposed changes would encourage them to travel more by walking and cycling. Just over half of respondents felt they would use their car less if the proposals were implemented.



There were high levels of agreement with the proposed changes to the route from Roman Road to the Ringway via Winklebury Way, with levels of agreement highest amongst cyclists. There was slightly less support for a cycle route through Ludlow Close compared to the other proposals.

- + The most common reason for agreement with the scheme was that the proposed cycle path would be safer than at present.
- The most common reason for disagreement with the scheme was opposition to the cycle path routing through Ludlow Close.



The vast majority of respondents agreed that it is essential to provide a new, wider bridge over the Ringway to deliver a high-quality cycle route. This was consistent across all subgroups, with the most support from regular cyclists.

- + The most prominent reason for agreement was that the current bridge was not wide enough.
- The most common reasons for disagreement were that it was unnecessary due to the current bridge being sufficient for users and that it would be a waste of money.



There was overwhelming support for the proposals for Ringway crossing to Victory Roundabout, with the strongest support given to upgrading the existing route from Ringway Crossing to Churchill Way West Service Road.

- + The most common reason for agreement with the proposals was support for a segregated cycle route.
- The most common reason for disagreement with the proposed changes was that the current path is sufficient.



Respondents felt that the highest priority measure was the development of a cycle track from Roman Road to Ringway Crossing. This was closely followed by a new wider bridge over the Ringway.

Potential implications



Implications for communications

- One of the most prevalent concerns raised was that the current cycle/ pedestrian travel provision is adequate and does not require further development. Further communication may wish to re-emphasise the rationale of the scheme to ensure the public fully understand the motivation behind it.
- A further concern was that the scheme will not impact modal use and encourage people to walk/ cycle more. The findings of this report could be used to reassure the public that many are receptive to the idea of switching to sustainable methods of transport and that an improved cycle route/ footpath would facilitate this.
- Many felt that improving certain parts of the route such as Ringway crossing were essential to providing a high quality cycle route. If funding restraints mean the proposals are prioritised and implemented accordingly, the project team should communicate the justification for this to the public where appropriate.
- Given respondent interest in expanding the cycle route to other areas of Basingstoke, the project team may wish to work with other relevant teams and communities to ensure active travel continues to be prioritised in the area and that this is well communicated to the public.



Implications for implementation

- Concerns were raised about the lack of secure bike storage in Basingstoke, particularly in the town centre and at the train station. Consideration should be given to improving the current facilities to ensure the public feel confident that cycling is a safe and viable method of travel.
- There were concerns raised about the route being a mix of on- and off-road paths. Consideration should be given to segregating the on-road sections if possible to make the route safer and more pleasant for cyclists.
- Some felt that the current cycle routes were poorly maintained. In particular, issues were raised about bad drainage along Churchill Way North Service Road and the need for re-pavement of the path from Ringway crossing. The project team may wish to incorporate this feedback into the proposed design to ensure the route is of the highest quality for users.
- Although a need for better street lighting was highlighted in some parts of the proposal, many felt this should be a priority for the majority of the path to ensure safety. It is worth considering whether additional safety measures such as consistent lighting and signage can be implemented throughout the route to maximise its potential usage.
- Residents of Winklebury Way/ Anna Gardens with restricted views from their driveways have raised concerns that a priority cycle lane would be unsafe. The project team should ensure measures are considered to mitigate danger to drivers, cyclists and pedestrians and reassure residents where appropriate.

Introduction

Manydown to Basingstoke Town Centre Cycle Route - background



Background

The Manydown development recently secured outline planning consent for up to 3,520 new homes. The development is within easy cycling distance of Basingstoke town centre and other key destinations, including the Leisure Park and Basingstoke College of Technology.

Working with Basingstoke & Deane Borough Council and the Manydown Development team, Hampshire County Council has developed high quality cycle route proposals between the Manydown development and Basingstoke town centre. The proposals will also benefit existing communities and businesses along the route, including Winklebury and the Houndmills employment area.

The Manydown to Basingstoke Town Centre Cycle Route scheme is consistent with the Basingstoke Transport Strategy, which has recognised the need to increase levels of walking and cycling through the provision of continuous, direct and safe infrastructure. This will reduce reliance on the private car for local journeys, reducing carbon emissions from transport and improving air quality. Increased levels of cycling and walking also have wider benefits for health and wellbeing.



The scheme

This report summarises the key feedback on a scheme which proposes a cycle route linking the new Manydown residential development with Basingstoke Town Centre via Winklebury.

This aims to provide a high quality cycle route that maximises the opportunity for new residents in the proposed Manydown development to cycle to/ from the town centre and other key destinations close to the route including the Leisure Park, schools and the Basingstoke College of Technology. The route will also provide a new cycling facility for existing residents and businesses along the route.

The proposals are a mix of new cycle infrastructure, particularly the section through Winklebury, and upgrades to existing facilities, including Ringway Crossing and the route from there to the town centre.

Manydown to Basingstoke Town Centre Cycle Route – aims and method



Aims

Hampshire County Council is committed to listening to the views of local residents and stakeholders. The purpose of this engagement exercise was to inform the development plans for Manydown to Basingstoke Town Centre Cycle Route Scheme. Specifically, this engagement exercise sought to understand:

- current travel habits in the area;
- potential future travel habits;
- residents' and stakeholders' views on the different elements of the proposed scheme.



Method

Hampshire County Council carried out an engagement exercise through use of a feedback form (online and available in other formats). An information pack was produced, which outlined the scheme proposals in order to enable an informed response.

A live event took place on the 9th February 2022, offering members of the public and stakeholders an opportunity to find out more about the scheme. Questions and comments raised during this event can be seen on slide 32.

The feedback form was available from 13th February to 20th March 2022.

The views expressed in this report came from responses to an open feedback form, which was available to anyone to complete. There were no quotas or sampling targets, in keeping with the spirit of open engagement. All questions in the survey were optional, and the base therefore changes throughout the report. This is noted on each chart.

Throughout the report, the term 'frequent' user of transport refers to those who travel by this method more than once per week. 'Regular' user of transport refers to those who travel by this method more than once a month.

Note: Where percentages do not total to 100%, this is due to rounding.

Summary of survey responses

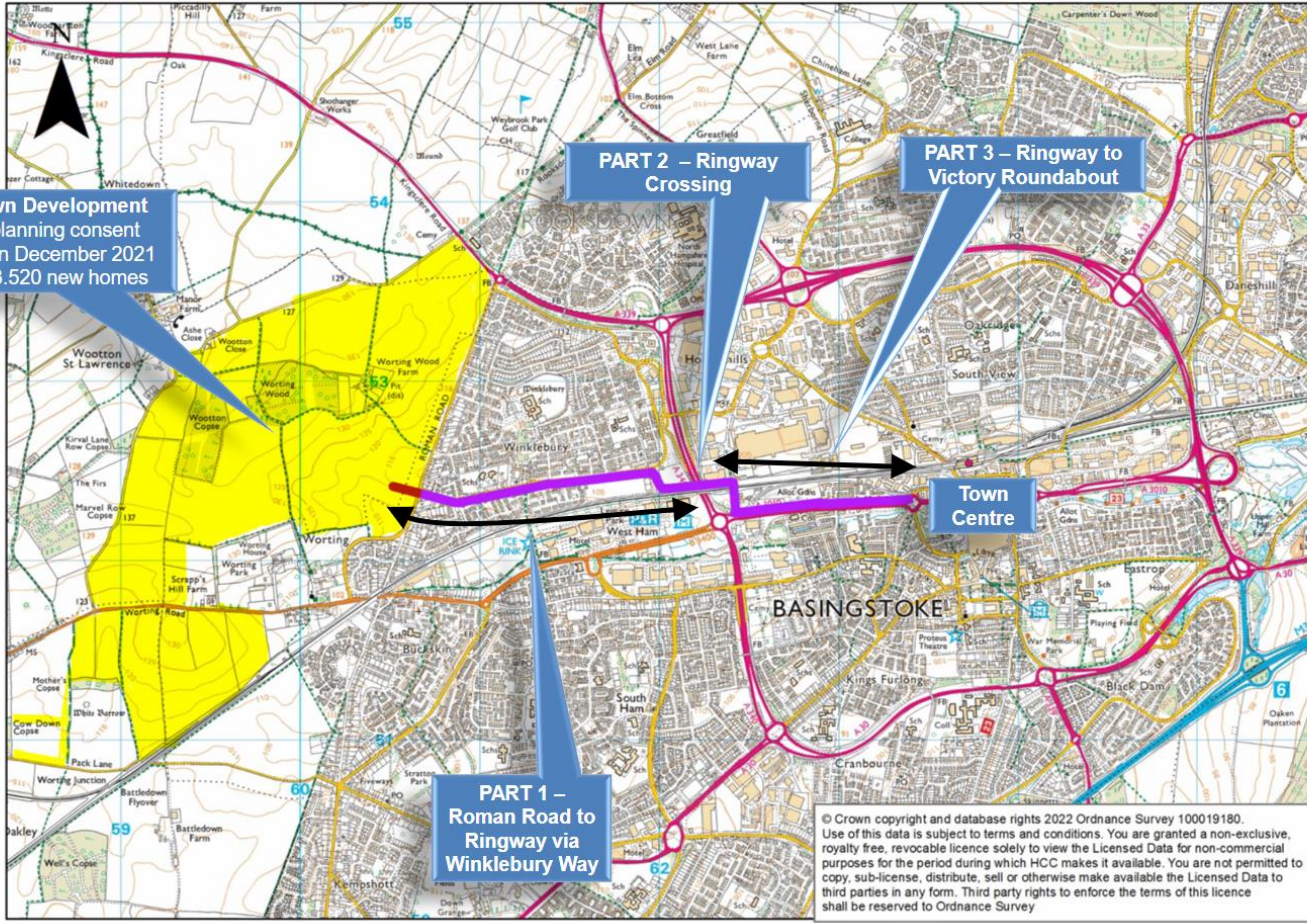


In total, 132 responses were submitted via the feedback form, either online or on paper. Of those who specified, 129 responses were from individuals and 1 was from a democratically elected representative.

In addition, 4 unstructured responses were received by email or letter and 41 social media comments were received through Facebook.

- Commentary on these submissions can be found in the relevant section of the report.

Manydown Development
Outline planning consent
approved in December 2021
for up to 3,520 new homes

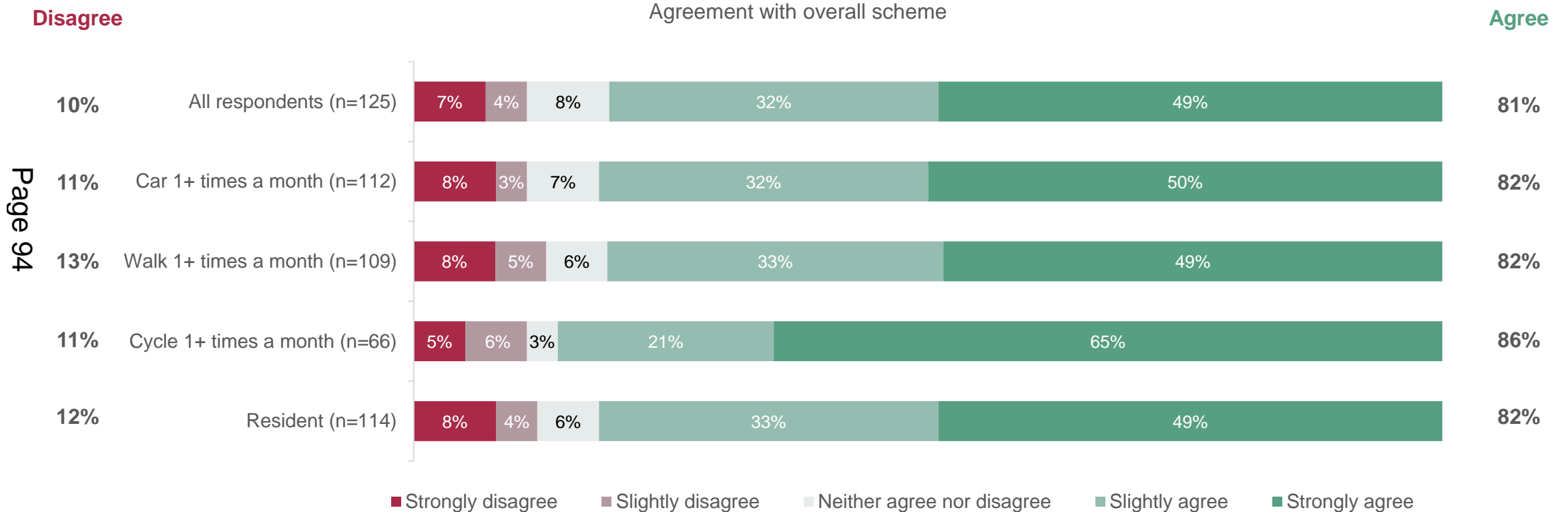


Scheme design

Detailed findings

Agreement with overall scheme

There was strong support for the scheme across all sub groups, with the highest support coming from regular cyclists.

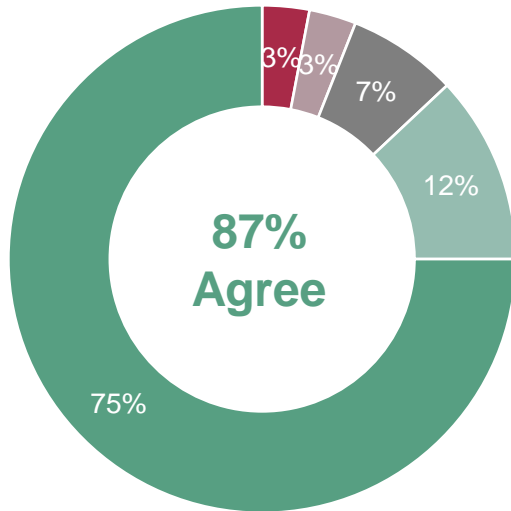


Having reviewed the overall design, to what extent do you agree or disagree that the scheme in its entirety provides a high quality cycle route between the Manydown Development and Basingstoke town centre?

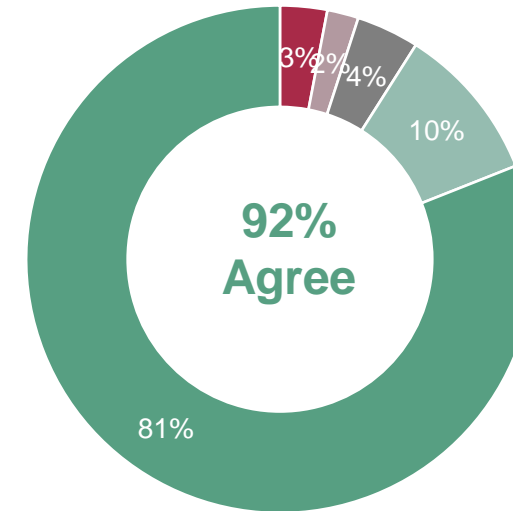
Agreement with active travel statements

The vast majority of respondents agreed with the active travel statements: 87% agreed that people need to travel more actively to promote health and improve the environment and 92% would welcome improved transport to support active travel. Agreement was similarly high across all respondent groups, with cyclists having the highest agreement with both statements.

To promote health and improve the environment, people will need to drive less and use public transport, walking and cycling more (n=132)



I would welcome improved transport options to enable increased use of public transport, walking and cycling (n=132)

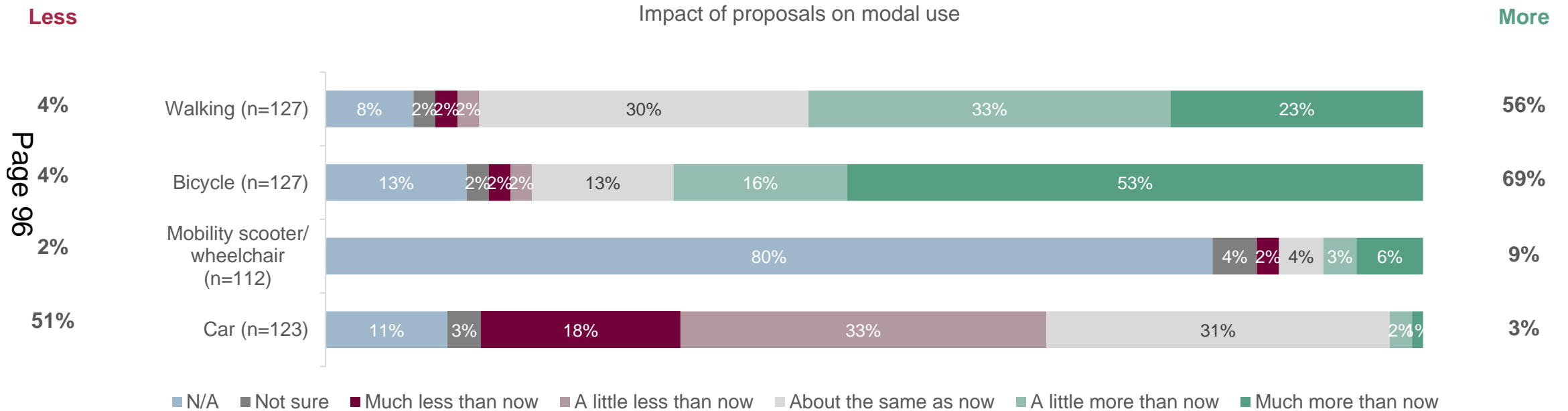


- Not sure
- Strongly disagree
- Slightly disagree
- Neither agree nor disagree
- Slightly agree
- Strongly agree

To what extent do you agree or disagree with the following statements about health and the environment?: To promote health and improve the environment, people will need to drive less and use public transport, walking and cycling more; I would welcome improved transport options to enable increased use of public transport, walking and cycling.

Impact on modal use

The majority of respondents felt that the proposed changes would encourage them to travel more by walking (56%) and cycling (69%). Just over half (51%) of respondents felt they would use their car less if the proposals were implemented.

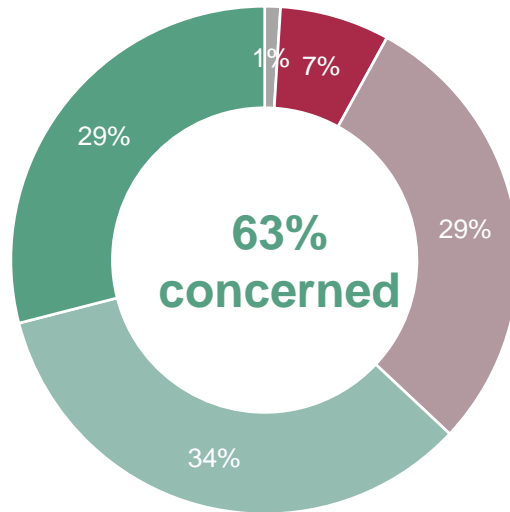


Do you think that the proposed changes would encourage you to travel more or less often using the following forms of transport?

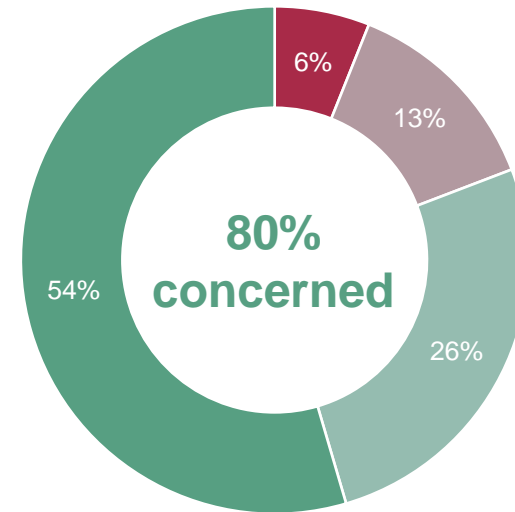
Concern about air pollution and traffic congestion

Respondents expressed high levels of concern with both air pollution (63%) and traffic congestion (80%) in their local area. Whilst this was evident across all subgroups, cyclists had the highest level of concern about both issues.

Concern about air pollution (n=130)



Concern about traffic congestion (n=127)

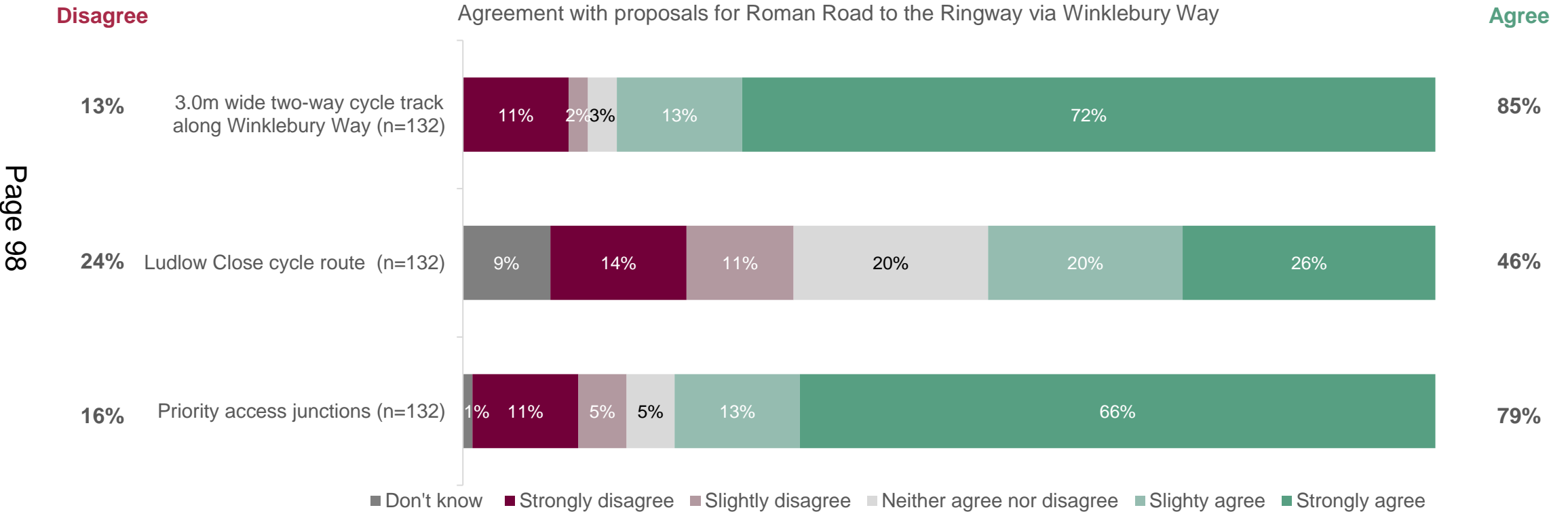


- Not sure
- Not at all concerned
- Slightly concerned
- Fairly concerned
- Very concerned

How concerned are you about the following issues?: Air pollution in your local area; Traffic congestion in your local area.

Agreement with proposals for Roman Road to the Ringway via Winklebury Way

There were high levels of agreement with the proposed changes for the route between Roman Road and the Ringway via Winklebury Way, with levels of agreement highest amongst cyclists. There was slightly less support for a cycle route through Ludlow Close compared to the other proposals, although more respondents agreed than disagreed.

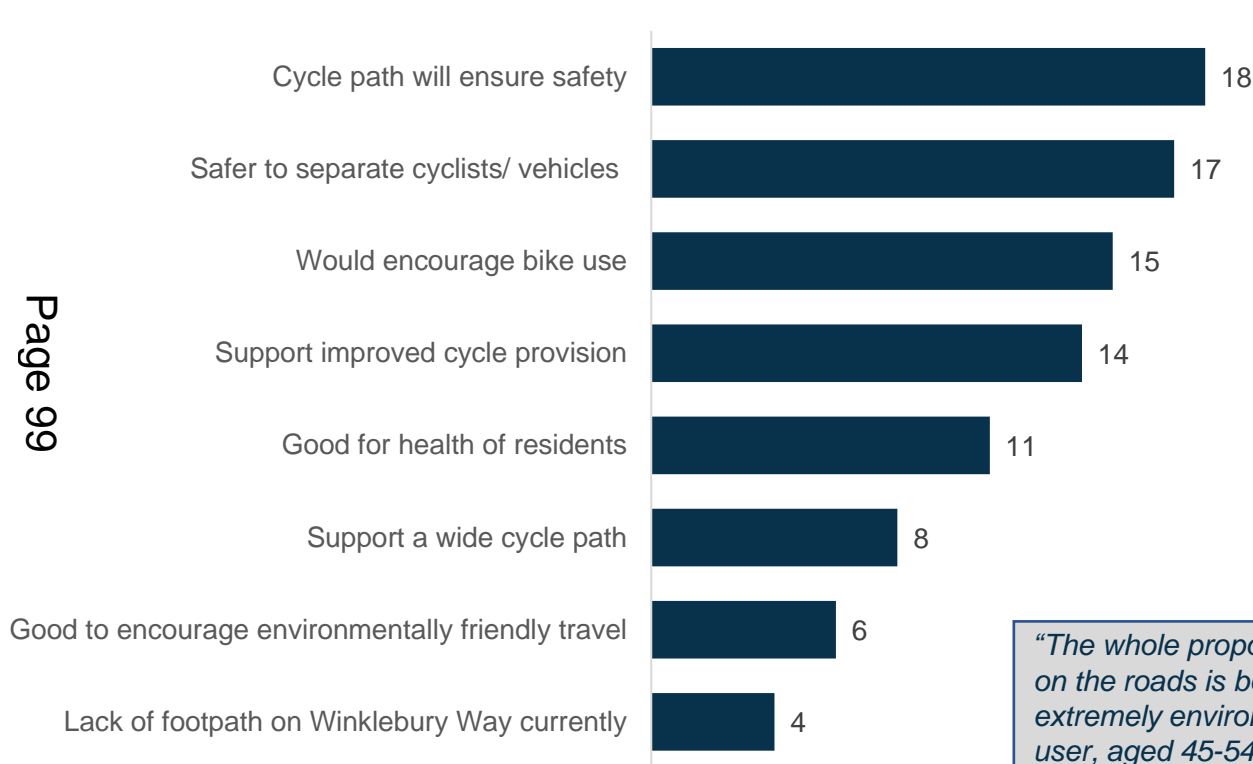


To what extent do you agree or disagree that the following proposed elements of the scheme would deliver a high quality cycle route?

Ringway via Winklebury Way: reasons for agreement

The most common reasons for agreement with this part of the scheme were that the proposed cycle path would be safer than at present, that it is safer to separate cyclists and vehicles and that the scheme would encourage bicycle use.

Reasons for agreement with scheme (n=80)



“Cycling should be encouraged as it benefits the individual, the community and the environment. This can only be achieved by providing safe, easily accessible and useful cycle routes which can be used instead of using cars or even buses.” (Frequent cyclist, aged 55-64)

“This is a great idea...when I go cycling, I feel very vulnerable, and it is so dangerous. If there was a proper cycle route, it would make cyclists [feel] safer” (Frequent driver, cyclist and walker, aged 35-44)

“Providing safe cycling areas separated from motorised vehicles will help increase the number of people using bikes rather than cars.” (Frequent driver, cyclist and walker, aged 45-54)

“The whole proposal/ project is a brilliant idea. We need more cycle routes around the town as riding on the roads is becoming more unsafe as car designs get larger. Cycling provides exercise and is an extremely environmentally friendly transport. Please do this project.” (Regular driver, walker and bus user, aged 45-54)

For those aspects that you agree with please explain your reason in the box below. (Quantified verbatim comments)

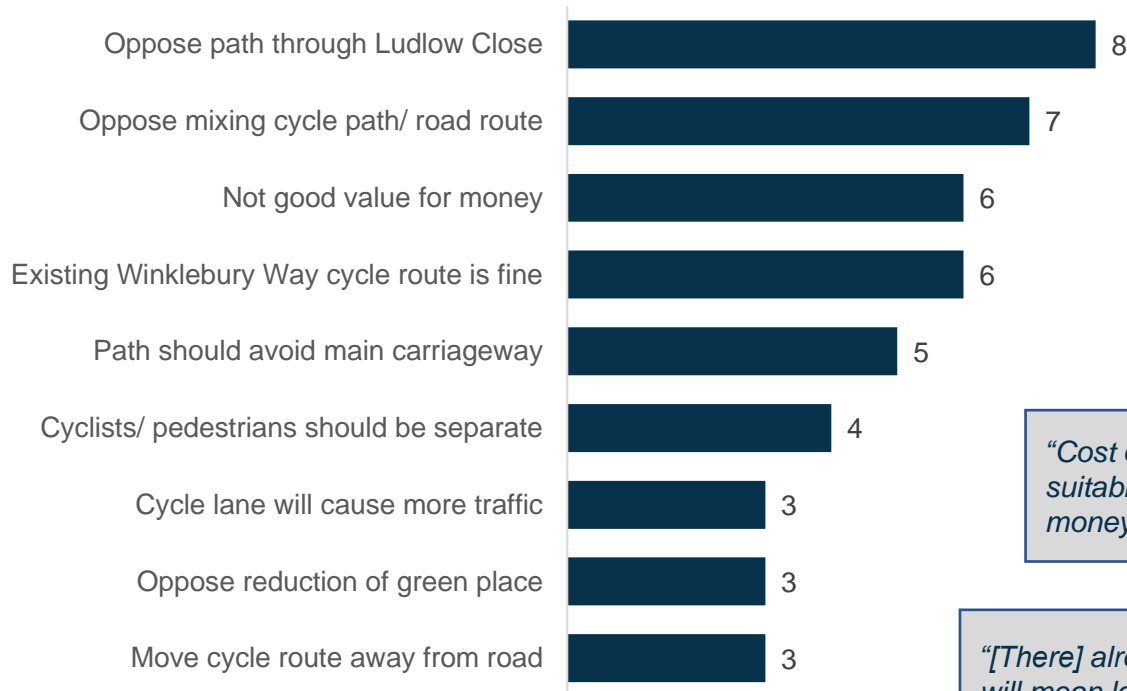
Mentions above 3 shown

The Ringway via Winklebury Way: reasons for disagreement

The most common reasons for disagreement with the scheme were opposition to the cycle path routing through Ludlow Close, opposition to a mixed cycle path and road route and belief that the scheme was not good value for money.

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Reasons for disagreement with scheme (n=50)



"I think the Ludlow Close detour is not the best solution. It will discourage users as it would mean a break in the cycle route and even though it is a relatively quiet road it would mean a detour for cyclists, discouraging use. I would strongly recommend looking at options to continue the cycle route along side of the road." (Frequent driver and walker, regular bus user, aged 35-44)

"The majority of drivers are too stubborn to change their ways and no amount of highway code changes and signage will change that fact. The cycle route needs to be separated completely from the road at all places" (Frequent driver and walker, regular aged 25-34)

"Cost of the scheme does not provide good value for money. The proposed route is already suitable for cycling and does not require this exorbitant expenditure. It will be a waste of money." (Frequent driver, walker and cyclist, regular bus user)

"[There] already is a cycle path along Winklebury Way both sides of the road which is sufficient. Path will mean loss of green space and trees." (Frequent driver and walker)

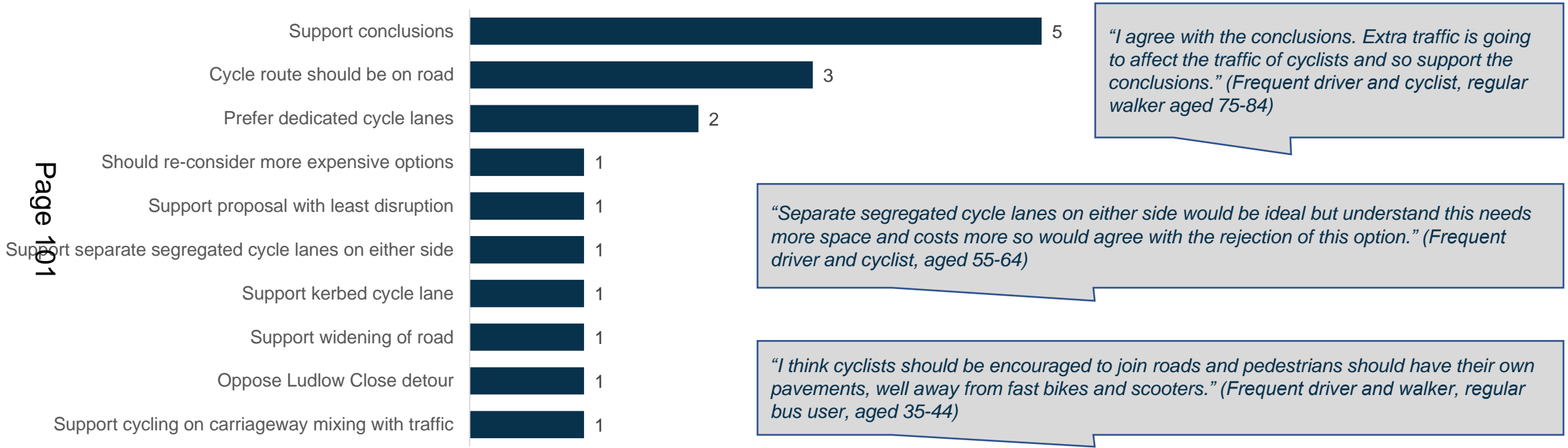
For those aspects that you disagree with please explain your reason in the box below. (Quantified verbatim comments)

Mentions above 2 shown

Alternative options for Roman Road to the Ringway via Winklebury Way

Of those who commented on the alternatives for this section of the route, the most common response was that they supported the conclusions listed in the proposal.

Comments on alternative options (n=59)



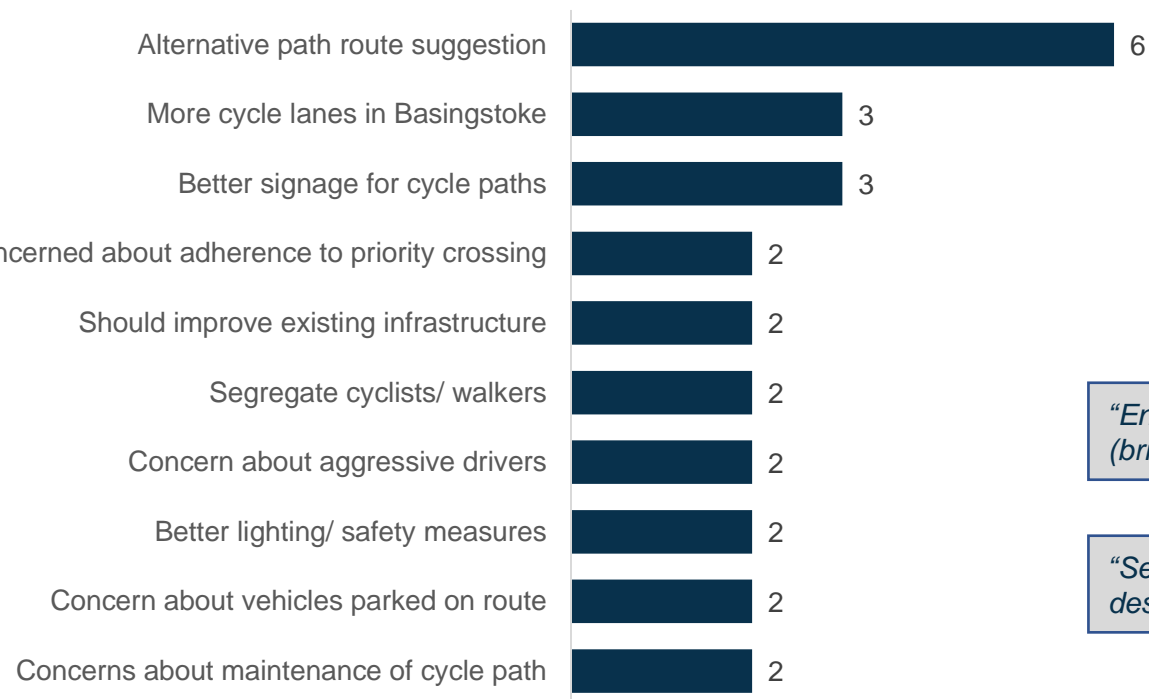
Do you have any comments to make on the alternative options for cycle infrastructure considered and rejected? Please explain your views in the box below. (Quantified verbatim comments)

Other considerations for Roman Road to the Ringway via Winklebury Way

Of the additional considerations that were mentioned by respondents, the most common was suggestions for alternative cycle path routes. Other frequently mentioned themes were to build more cycle paths in Basingstoke and improve signage.

Other considerations for cycle route (n=51)

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“Have you considered directing the proposed cycle path from Manydown towards to railway path, and then remodelling the railway path as a dedicated cycle/pedestrian route? It might be cost effective.” (brief description of respondent)

“You need to make more cycle routes and join existing ones up so that you have an integrated network.” (brief description of respondent)

“Ensure that the cycle route is well sign posted and safe to use for cyclists of all ages.” (brief description of respondent)

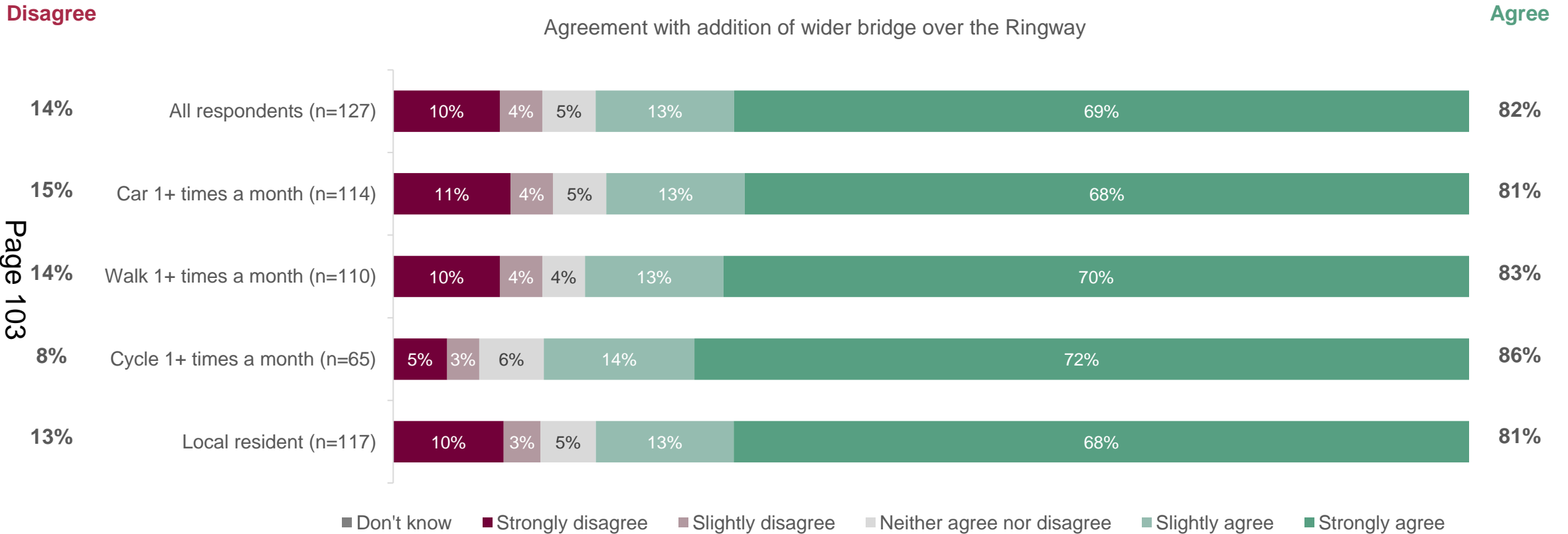
“Segregated cycle ways should be prioritised, cycling on 60mph roads isn't safe.” (brief description of respondent)

Themes with 2 mentions and above shown

If you have any other issues relating to this section of the cycle route that you would like us to consider, please explain these in the box below. (Quantified verbatim comments)

Agreement with Ringway Crossing proposal

The vast majority of respondents agreed that it is essential to provide a new wider bridge over the Ringway to deliver a high quality cycle route. This was consistent across all subgroups, with the highest support from regular cyclists.



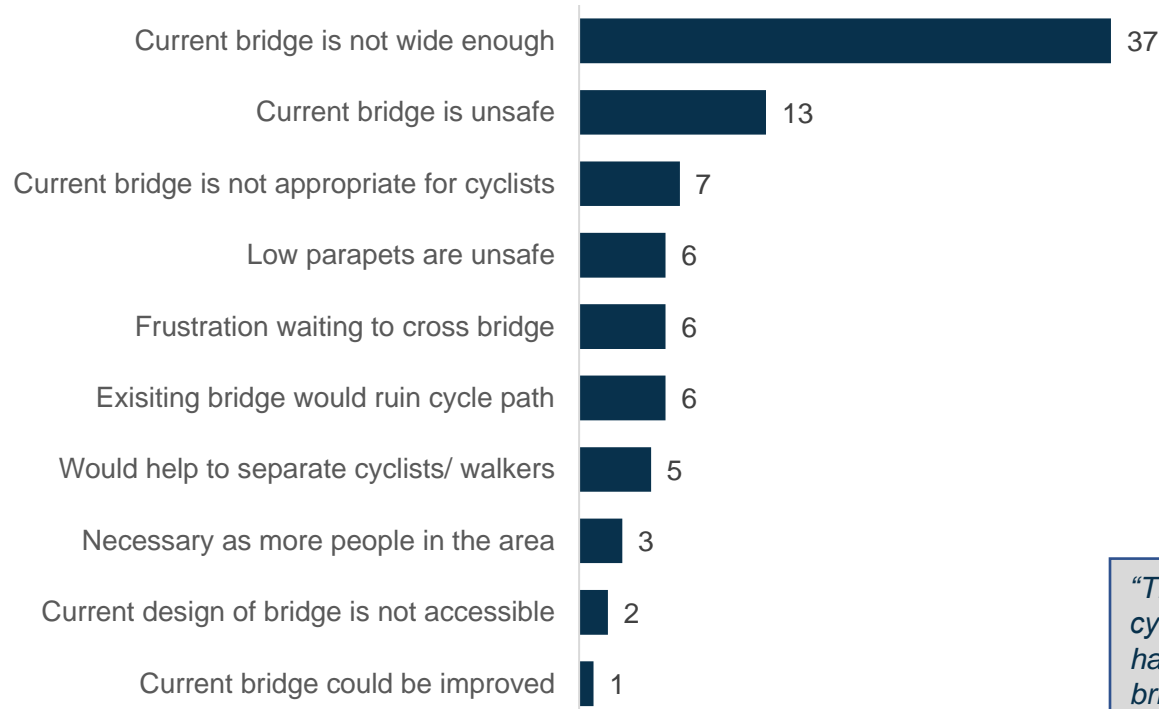
To what extent do you agree or disagree it is essential that a new wider bridge is provided over the Ringway to deliver a high quality cycle route?

Ringway Crossing: reasons for agreement

The most prominent reason for agreement was that the current bridge was not wide enough. Respondents also felt that the current bridge is unsafe and not suitable for cyclists.

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Reasons for agreement with a new Ringway crossing (n=69)



"The existing bridge is too narrow for multi use so if you're going to spend all this money planning a route you might as well do it properly." (Frequent driver and walker, regular bus user, aged 35-44)

"The bridge at present is dangerous cycling across. It's too low and not wide enough." (Frequent driver, walker and cyclist, regular bus user, aged 25-34)

"Having run and cycled over this bridge it is definitely too narrow to pass without stopping which would just discourage usage when the rest of the route is being upgraded." (Frequent driver and walker, aged 55-64)

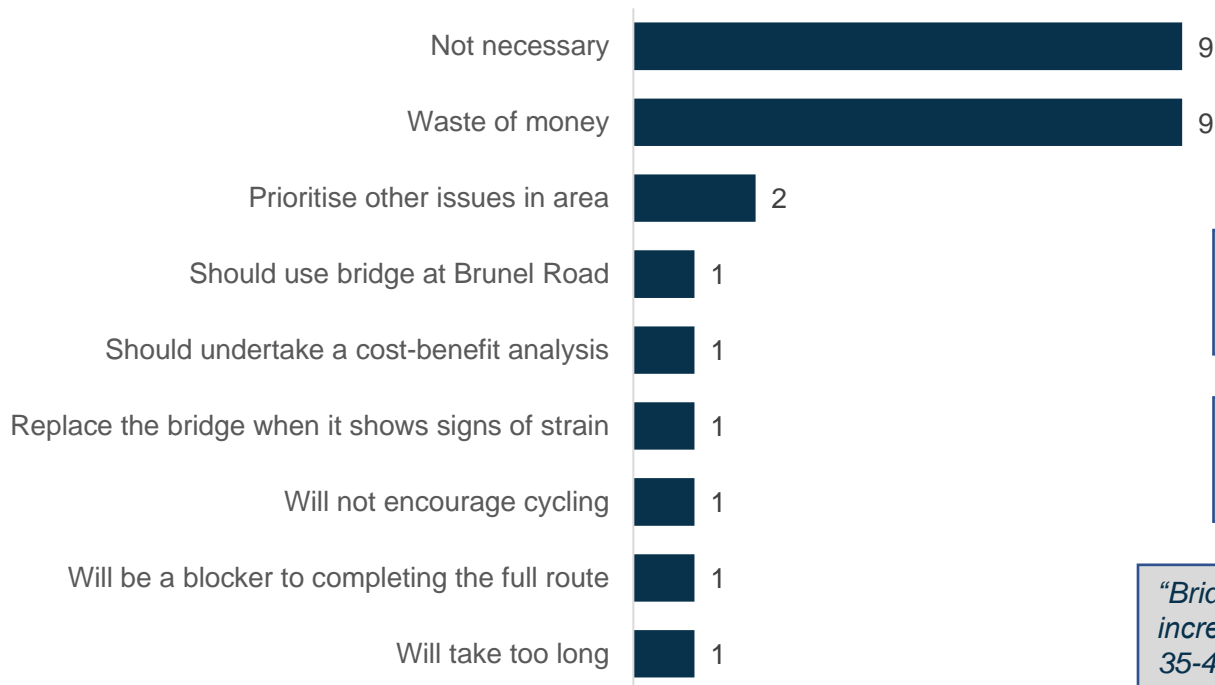
"The current bridge is inadequate. It is used a lot by walkers, runners and cyclists...However, it's hardly wide enough for two people to walk done by side. I often have to wait at one end for a cyclist to make their way across before I can use the bridge." (Frequent driver and walker, aged 35-44)

For those aspects that you agree with please explain your reason in the box below. (Quantified verbatim comments)

Ringway Crossing: reasons for disagreement

The most common reasons for disagreement with a new, wider bridge over the Ringway were that it was unnecessary due to the current bridge being suitable for users and it being a waste of money.

Reasons for disagreement with a new Ringway crossing (n=20)



“Wider bridge? How many lanes of simultaneous cycle traffic are you anticipating? I've yet to encounter a single incidence of 'cycle-traffic-jams' at any time, on any day of the week. We don't need a wider bridge.” (Regular bus user, aged 55-64)

“The bridge is already wide enough if you're careful. Don't waste our money.” (Frequent driver, walker and cyclist, aged 45-54)

“I believe the bridge over the railway does not necessitate to be replaced as courteous behaviour over the crossing is all that's needed.” (Frequent walker, regular driver, aged 35-44)

“Bridge is fine as is and I hardly ever cross anyone else on it. Would need a 50X increase in users to justify the extra cost.” (Frequent driver, walker and bus user, aged 35-44)

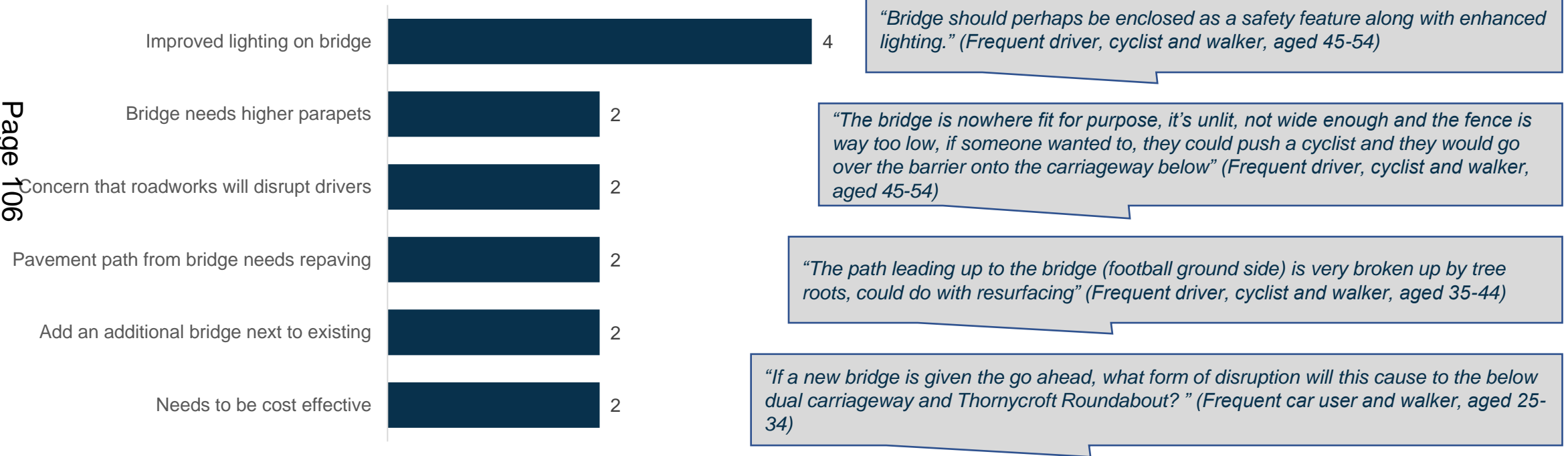
For those aspects that you disagree with please explain your reason in the box below. (Quantified verbatim comments)

Other considerations for Ringway Crossing

When asked if there were any further considerations for this section of the route, the most common sentiment expressed by respondents was a need for improved lighting on the bridge for safety purposes.

Other considerations for Ringway crossing (n=37)

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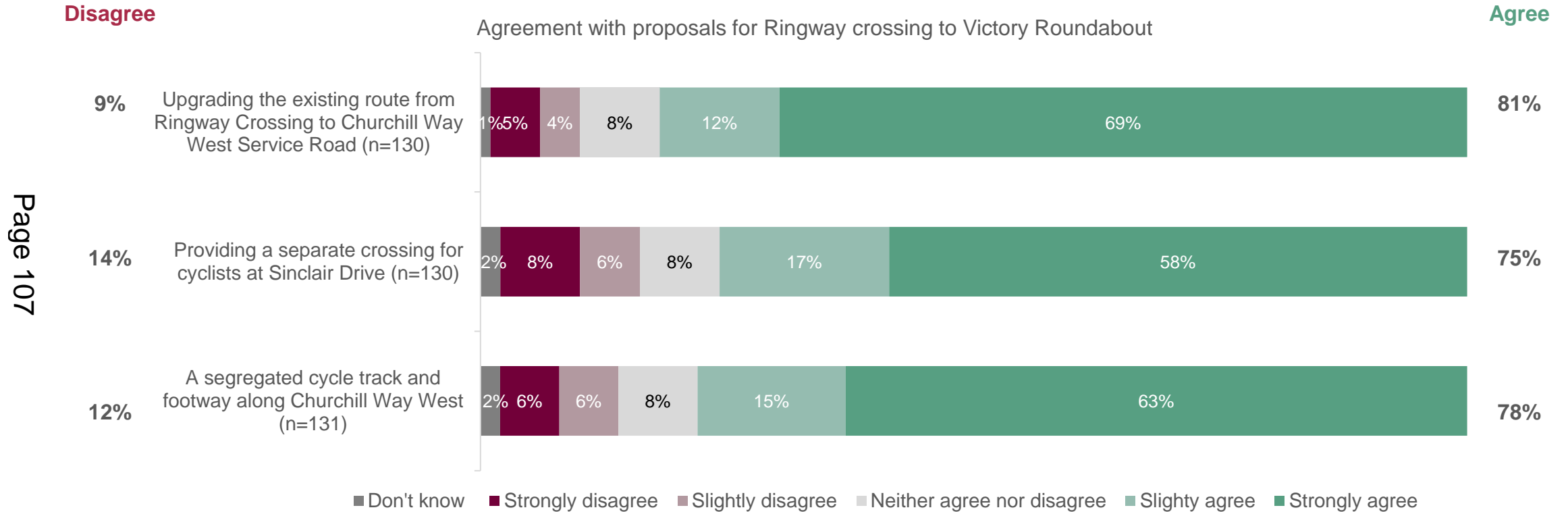


If you have any other issues relating to this section of the cycle route that you would like us to consider, please explain these in the box below.
(Quantified verbatim comments)

Themes with 2 or more mentions shown

Ringway Crossing to Victory Roundabout

There was overwhelming support for the proposals for Ringway crossing to Victory Roundabout, with the strongest support given to upgrading the existing route from Ringway Crossing to Churchill Way West Service Road.



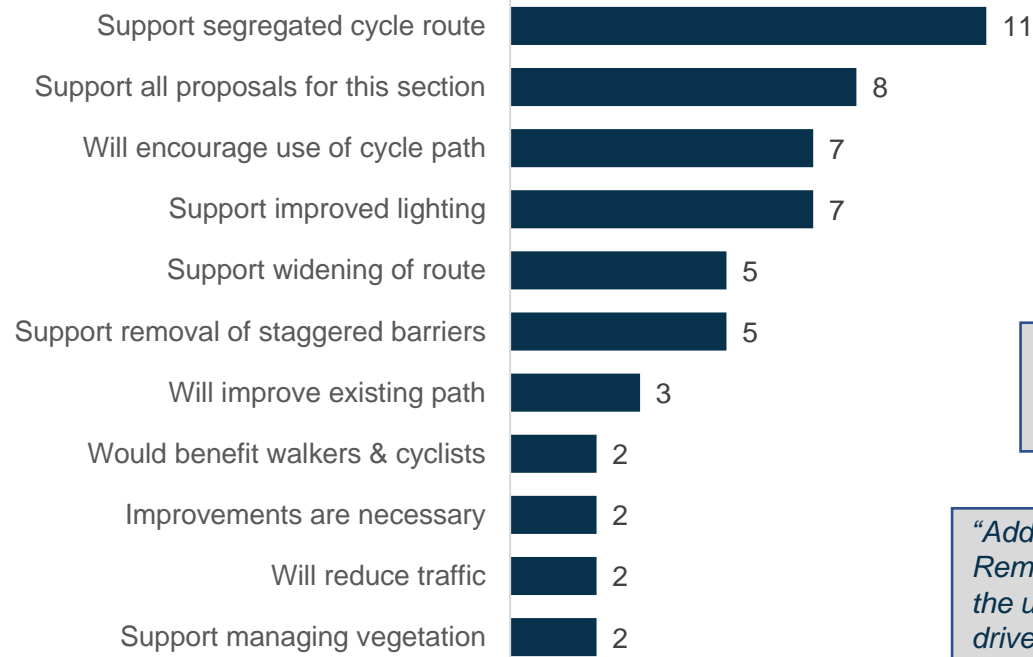
To what extent do you agree or disagree that the following proposed elements of the scheme would deliver a high quality cycle route?

Ringway Crossing to Victory Roundabout: reasons for agreement

The most common reasons for agreement with the proposals were support for a segregated cycle route, overall support of proposals for this section of the route, encouraging use of the cycle path and support for improved lighting in this area.

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Reasons for agreement with changes to Ringway crossing to Victory Roundabout (n=60)



"[Will] encourage people to use the cycle routes if they know that the cycle paths are segregated from other road users." (Frequent driver, walker and cyclist, aged 55-64)

"Any improvements to that cycle route would be valuable. It is the main route to get to the train station so would be great for commuters like me." (Frequent driver and walker, regular cyclist, aged 25-34)

"Providing separate cycle routes away from traffic makes it much safer and allowing priority to people cycling at crossings will encourage more people to use the cycle way rather than the road." (Frequent driver, walker and cyclist, aged 45-54)

"Additional lighting across the route will be very beneficial, particularly during winter. Removing the staggered barriers near Sinclair Drive is long overdue. These barriers prevent the use of cargo bikes and make it difficult for wheelchair and pushchair users." (Frequent driver and walker, regular cyclist, aged 25-34)

For those aspects that you agree with please explain your reason in the box below. (Quantified verbatim comments)

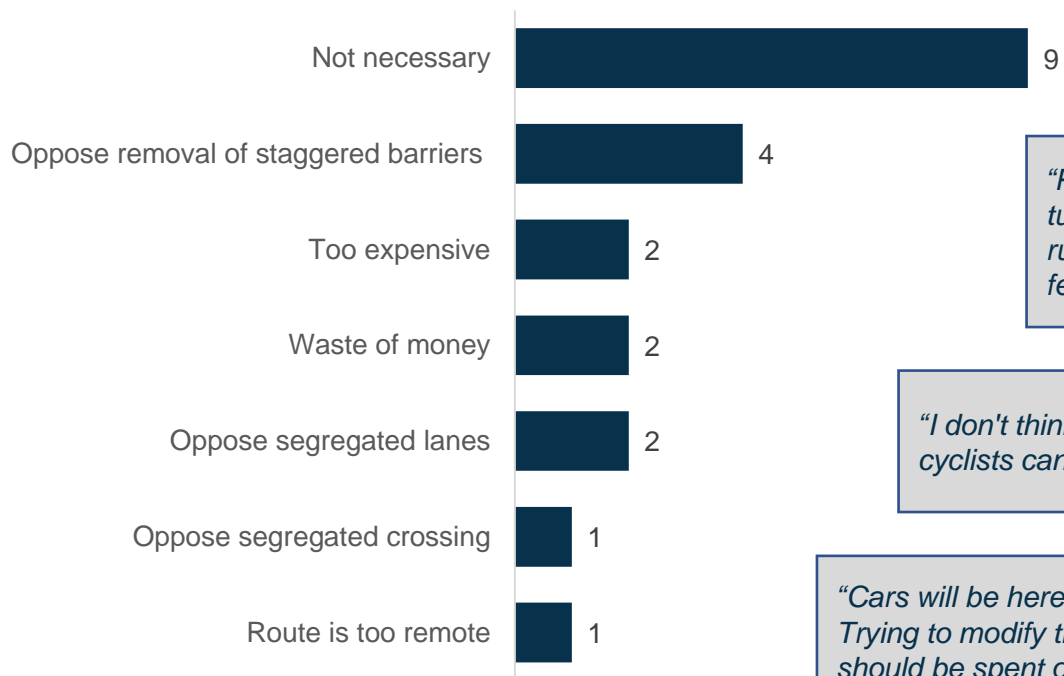
Themes with 2 mentions or more shown

Ringway Crossing to Victory Roundabout: reasons for disagreement

The most common reason for disagreement with the proposed changes was that they were not necessary due to the current path being sufficient. Respondents also opposed removing the staggered barriers from Sinclair Road junction.

Reasons for disagreement with changes to Ringway crossing to Victory Roundabout (n=19)

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"The proposed cost is too expensive to replace a route which is already largely suitable." (Frequent driver, walker and cyclist, regular bus user)

"Please don't remove the metal barriers on the path at the Sinclair Road junction. When turning onto Sinclair Drive from Churchill Way, those barriers have prevented cyclists, runners and dog walkers from crossing without looking. They are a much-needed safety feature." (Frequent driver and walker, aged 35-44)

"I don't think it's necessary to have a segregated cycle track along the final stretch - pedestrians and cyclists can manage to share the path." (Frequent driver and walker, regular cyclist, aged 65-74)

"Cars will be here for a very long time to come, and the town centre has been designed around them. Trying to modify the town to accommodate a green crusade is spending money on a pipe dream and should be spent on things that really matter." (Regular driver, aged 65-74)

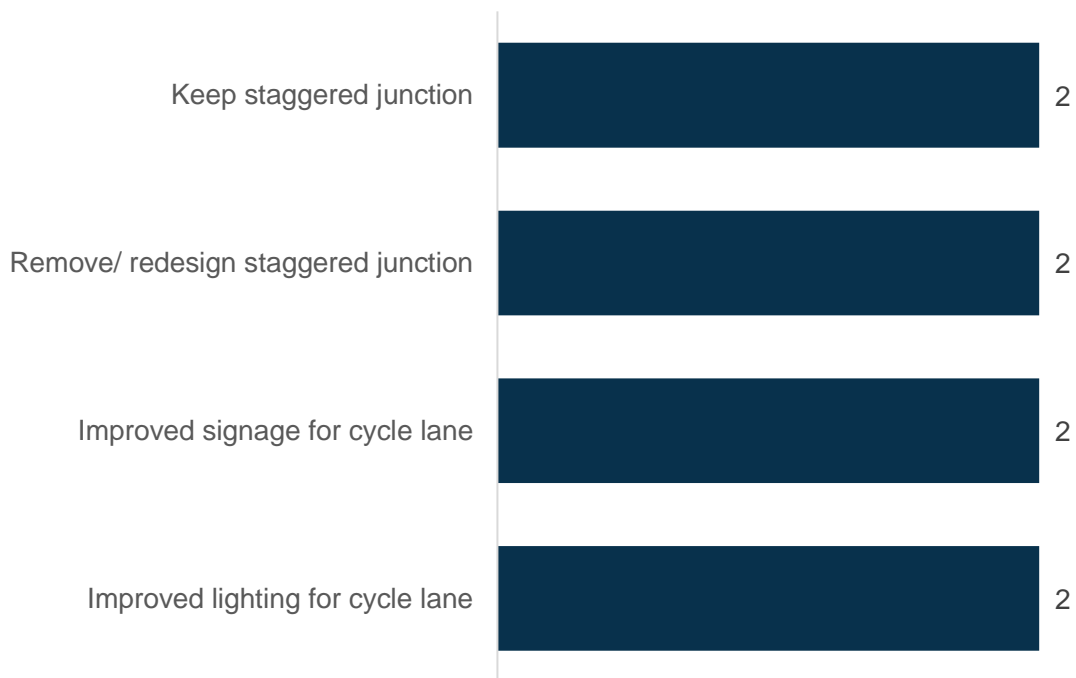
For those aspects that you disagree with please explain your reason in the box below. (Quantified verbatim comments)

Other considerations for Ringway Crossing to Victory Roundabout

Respondents suggested other aspects that should be considered for the section from Ringway Crossing to Victory Roundabout. Four themes received more than one mention: support for the staggered junction leading up to Sinclair Drive, opposition of the staggered junction, improved signage and improved lighting for the proposed cycle path.

Other considerations for Ringway crossing (n=28)

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"I can see why cyclists would like agree with the staggered barrier being removed, but for pedestrians with young children the barriers provided additional protection." (Frequent walker, regular driver and bus user, aged 65-74)

"The barriers at Sinclair Drive need to be redesigned to allow a bike to negotiate them easier or removed and a different option put place." (Frequent driver and cyclist, regular walker, aged 55-64)

"Signposts on cycle paths with lighting in the middle of the path so all people know and understand." (Frequent walker, driver, cyclist and bus user, aged 45-54)

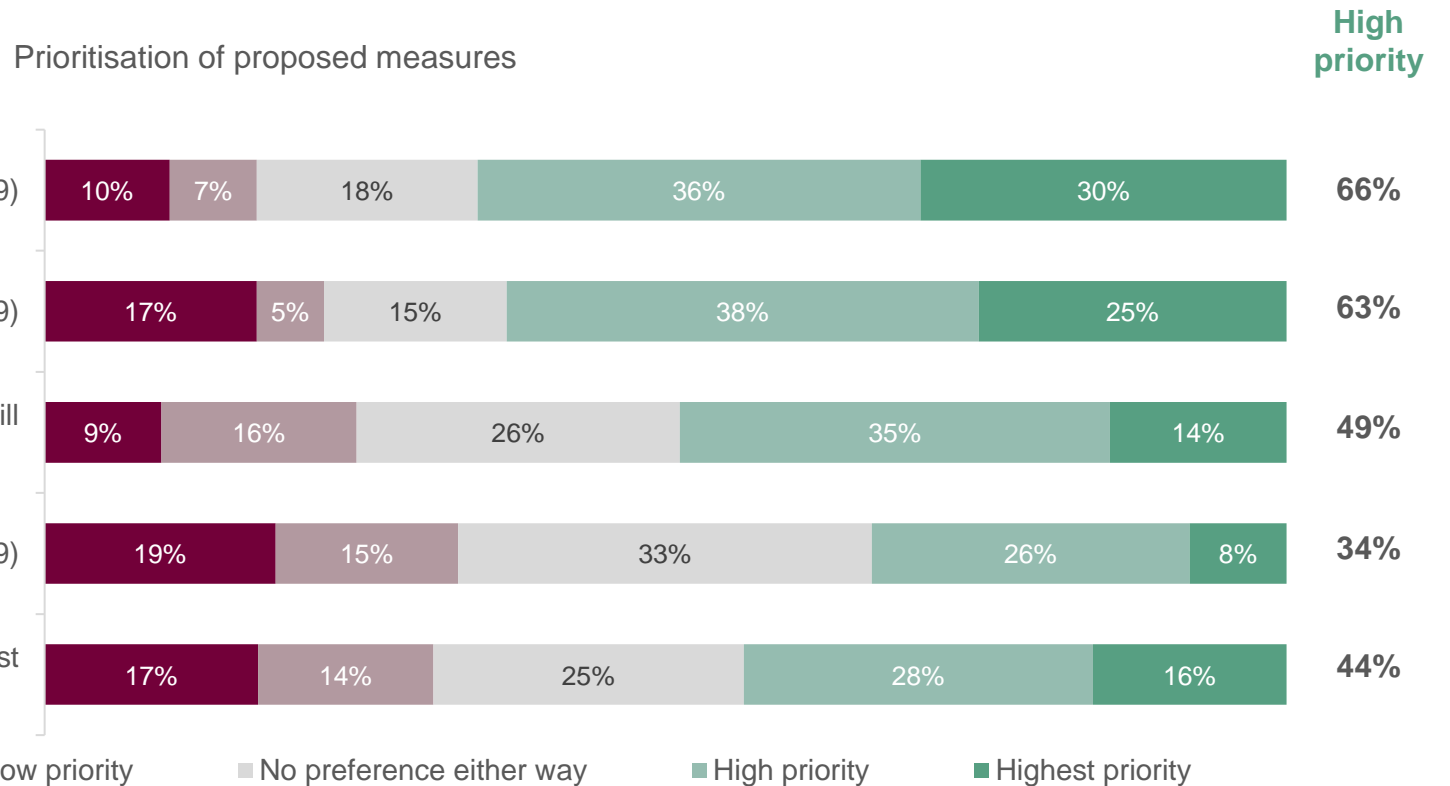
"At the moment Victory Roundabout, a bit of a confusing end for the route. need clear signage and route improvements to funnel walkers and cyclists accordingly." (Frequent walker, driver and cyclist, regular bus user, aged 25-34)

Themes with 2 or more mentions shown

If you have any other issues relating to this section of the cycle route that you would like us to consider, please explain these in the box below. (Quantified verbatim comments)

Prioritisation of measures

Respondents felt that the highest priority measure was the development of a cycle track from Roman Road to Ringway Crossing. This was closely followed by a new wider bridge over the Ringway.

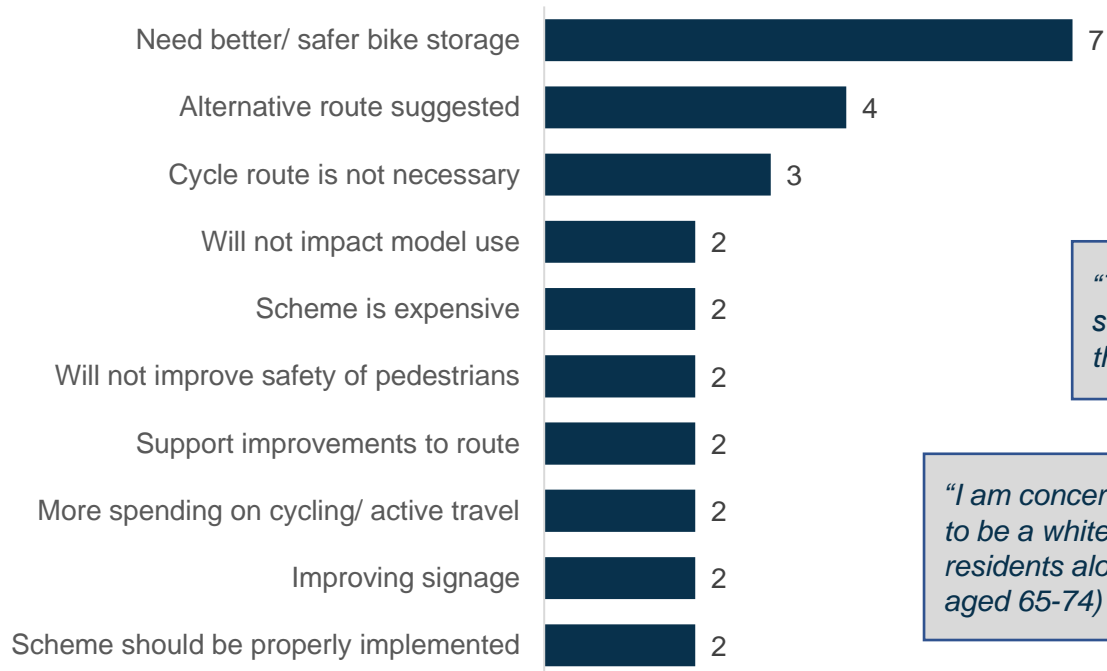


To what extent would you prioritise implementation of the following measures if initial levels of funding cannot deliver the whole scheme?

Additional comments

Respondents were invited to make any further comments or suggestions. Of these, the most common view was that Basingstoke needs better and safer bike storage to encourage bicycle use. Others also suggested alternative routes for the proposed path.

Further comments/ suggestions (n=43)



“The scheme will [be] a total failure if it is not combined with high security bicycle parking. I would put secure bicycle parking ahead of any/ all the proposals here. At the moment I am more concerned about bicycle theft/ damage than the risks of cycling using current infrastructure.” (Frequent driver, cyclist and walker, regular bus user, aged 65-74)

“Travel by bicycle into town requires secure locations to leave bikes. The current cycle stands are not fit for purpose, and I wouldn’t cycle to town and leave my bike even though chained with a gold standard lock.” (Frequent driver, regular walker)

“I am concerned that you are going to be investing a lot of money into something that might turn out to be a white elephant, as there is already a safe and popular cycle route along the railway path for residents along the south side of Winklebury Way.” (Frequent driver and walker, regular cyclist, aged 65-74)

Themes with 2 mentions or more shown

If you have any further suggestions or comments to make on the proposal that you would like to be taken into consideration, please include these below. (Quantified verbatim comments)

Comments received via other channels

Further comments were received via email/ letter (4) and social media (41). The key themes were that the proposed route would not be used by cyclists and that the scheme would be a waste of money.

Comments via other channels (n=45)



"If this uses the current cycle route infrastructure (which the map suggests) then I certainly won't be [using it]. It's simply a couple of bicycles painted in the gutter with dirty pinch points along Winklebury Way."

"Why waste money on a cycle path when they have priority on the main road now and pay no road tax or insurance, and hardly use the cycle paths in existence now."

"How cycle routes should be. Give cars, cycles and pedestrians their own space."

"How about a network that spreads OUTSIDE of the built-up areas, so all local communities scattered around Basingstoke's perimeter get linked with safe cycling routes? I'd sure as heck use one between my village to get across town and to friends in other connected villages."

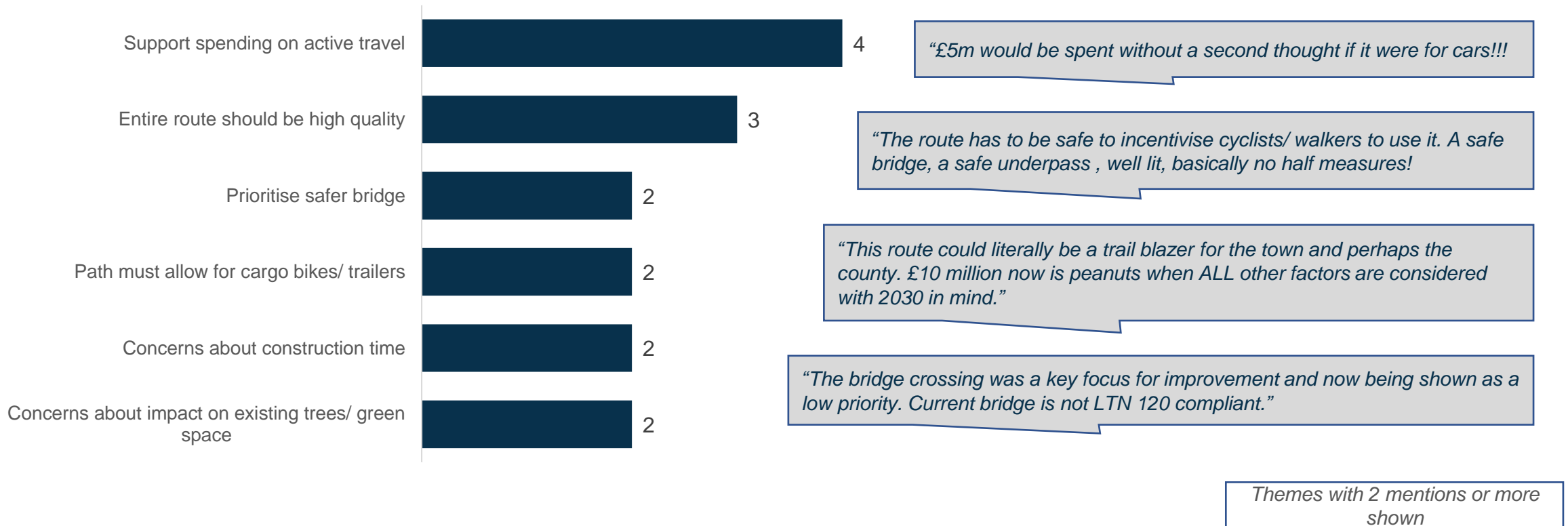
Themes with 2 mentions or more shown

Comments/ questions received via live event

Live event attendees were able to ask questions and leave comments/ suggestions. The most common theme was support for spending money on active travel in Basingstoke. People also felt that the entire route should be of high quality.

Comments/ questions from live event (n=30)

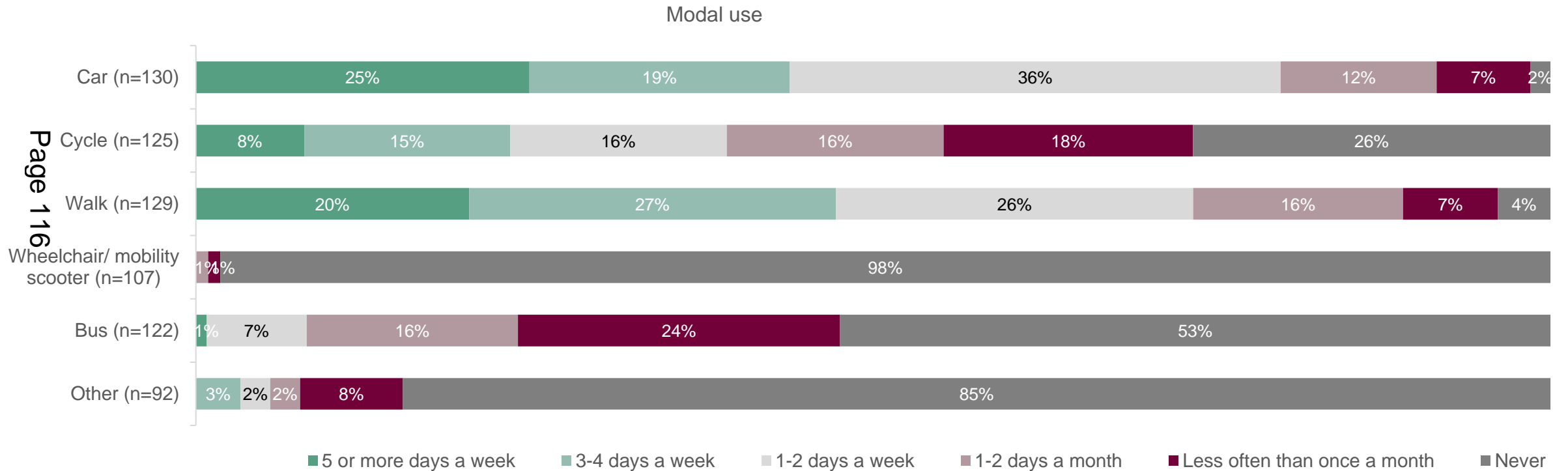
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Respondent profile

Respondent profile (1)

The majority of respondents (79%) travelled in Basingstoke by car at least once a week, 39% cycled and 73% walked. Around a quarter (24%) travelled in Basingstoke by bus at least once a week.

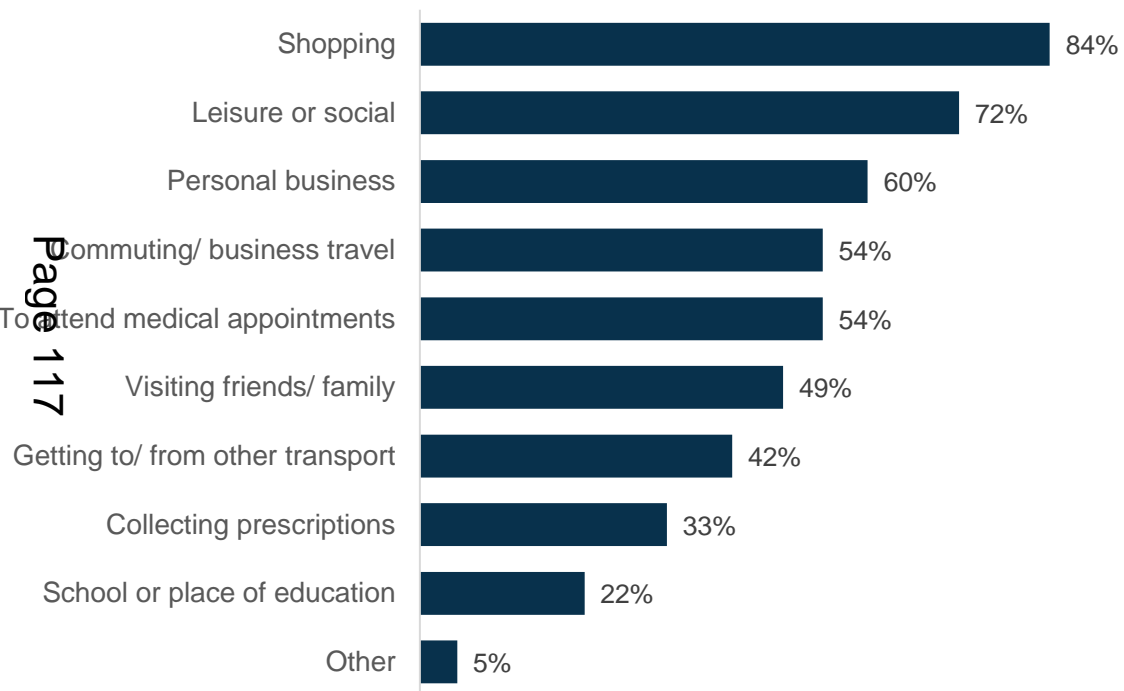


How often do you typically travel in Basingstoke by the following methods of transport?

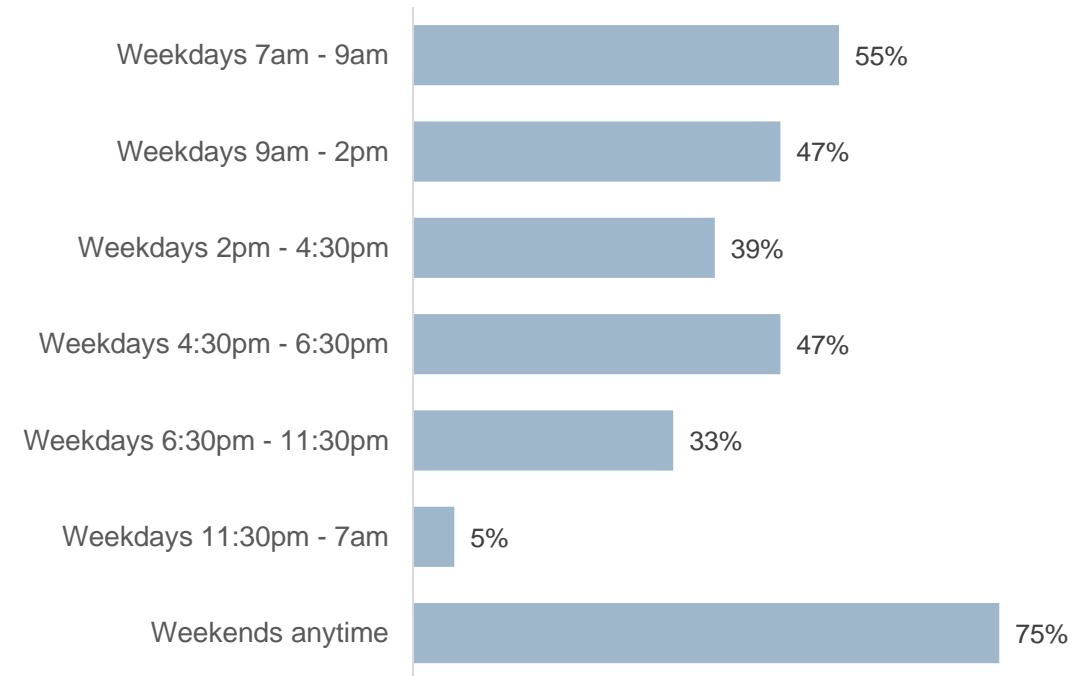
Respondent profile (2)

Shopping and leisure/ social activities were the main reason that respondents travelled in Basingstoke. Traffic in the area remained consistent throughout the day with peaks during rush hour and at weekends.

Journey purpose in the area (n=132)



Journey times in the area (n=132)



When do you typically travel in Basingstoke? (Please select all that apply)

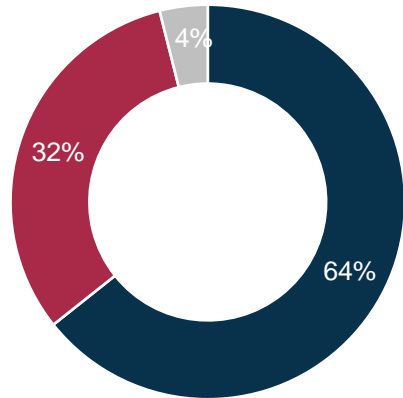
What types of journey are you typically making when you travel in Basingstoke? (Please select all that apply)

Respondent profile (3)

The majority of people who responded to the survey were male (64%) and aged between 25-54 (60%). An overwhelming number of respondents lived locally in Basingstoke.

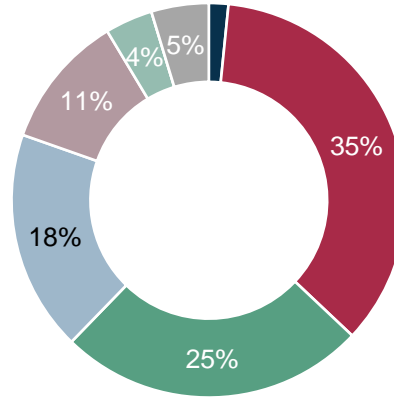
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Gender (n=127)



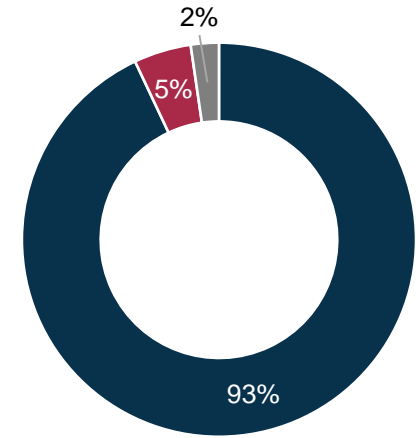
■ Male ■ Female ■ Prefer not to say

Age (n=127)



■ Under 25 ■ 25-44
■ 45-54 ■ 55-64
■ 65-74 ■ 75-84
■ 85+ ■ Prefer not to say

Residence (n=129)



■ In the Basingstoke area
■ Outside the Basingstoke area
■ Prefer not to say

Which of the following best describes your gender?, What is your age?, Where do you live?



Hampshire
County Council

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	3 October 2022
Title:	TfSE Strategic Investment Plan Consultation
Report From:	Director of Economy, Transport and Environment

Contact name: Dominic McGrath

Tel: 0370 779 3710

Email: dominic.mcgrath@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to seek approval for a response to the consultation on the draft Transport for the South East (TfSE) Strategic Investment Plan.

Recommendation

2. That the Executive Lead Member for Transport and Environment Strategy approves the response set out in this report and delegates authority to the Director of Economy, Transport, and Environment to finalise and submit the detailed consultation response.

Executive Summary

3. This paper sets out the background to Transport for the South East (TfSE) and the current consultation. It outlines the content of the Strategic Investment Plan, particularly as it relates to Hampshire, and highlights key proposals in the document.
4. The report goes on to set out a proposed consultation response and to outline the way forward, beyond consultation.

Contextual information

5. Transport for the South East (TfSE) is the Sub-National Transport Body (SNTB) for South East England. It encompasses a partnership of sixteen local transport authorities, including Hampshire County Council. Hampshire County Council officers have been actively engaged in the work of TfSE including the preparation of the evidence base in support of the Strategic Investment Plan (SIP). The County Council is also represented on the TfSE Partnership Board.
6. The main role of TfSE is to advise the Government and 'to speak as one voice' on behalf of the region on transport investment priorities. The SIP summarises this as "Our role is to add strategic value to local and national decision making

and project delivery by making sure funding and strategy decisions about transport in the South-East are informed by local knowledge and priorities.”

7. TfSE published a Regional Transport Strategy in 2020. Following on from that there have been a series of area and topic-based studies, which collectively provide the evidence base for and feed into the SIP. The draft SIP is published online at [Transport for the South East - Strategic Investment Plan Consultation | Transport for the South East \(engagementhq.com\)](https://www.engagementhq.com/transport-for-the-south-east-strategic-investment-plan-consultation). The SIP is a key document for the region and its purpose is described as “providing a framework for investment in strategic transport infrastructure, services and regulatory interventions in the coming three decades”.
8. An Integrated Sustainability Appraisal (ISA) has been prepared to support the SIP. This includes full environmental and equality assessments of the proposals. The preparation of an ISA is a standard process in plan making that helps ensure that decisions are made fairly and contribute to achieving sustainable development.
9. Consultation on the document runs from 20 June 2022 – 12 September 2022. Special arrangements have been made to submit the County Council’s approved consultation response after the formal closing date, should the proposal be approved at the Decision Day on 3rd October.

Outline of the draft Strategic Investment Plan

10. The full SIP is a 140-page document including two appendices. The time frame corresponds to the same period as the Regional Transport Strategy running to 2050.
11. At the core of the document are twenty-four packages of interventions, which are described as “opportunities across the key modes or infrastructure networks of rail, mass transit (e.g., buses, ferries), active travel (e.g., walking, wheeling, cycling, horse-riding) and highways”. These are divided into global interventions (covering the whole region) and area-based groupings. The four geographic groupings are ‘Solent and Sussex Coast’, ‘Wessex Thames’, ‘London to Sussex Coast’ and ‘Kent, Medway and East Sussex’. The first two listed are of greatest relevance to Hampshire County Council, and effectively relate to the south and the north of the County, respectively.
12. The Solent and Sussex Coast section includes the following key proposals –
 - South Hampshire Core Rail Package, which sets out proposed investment to support enhancement to services;
 - South Hampshire Enhanced Rail Package, which sets out an ambitious longer-term package aimed at securing ‘urban metro’ service levels;
 - Mass Transit proposals focussed on the two cities of Southampton and Portsmouth but extended into surrounding urban areas;
 - complementary investment in Active Travel; and
 - targeted highway improvements.
13. In combination, the packages for Solent and Sussex Coast are estimated to require capital investment of £11.8billion, with a net increase in economic value of £1.3billion per annum by 2050.

14. The Wessex Thames proposal includes -

- a rail package aimed at delivering transformational change in both orbital and east-west connectivity. This includes electrification of the Basingstoke-Reading line and improved western links to Heathrow;
- Mass Transit and Active Travel measures in and between Basingstoke, Farnborough/Aldershot, Winchester, Andover and with cross-boundary adjoining settlements. It also includes proposals to enhance services linking Alton and Bordon with key cross-boundary locations;
- complementary investment in Active Travel; and
- targeted highway improvements, including M3 junction 9 (noting it as an existing commitment), M3 Junction 7-8 and M3 J9-14 Smart Motorways, although progressing the latter is subject to the outcome of a current Government review of the Smart Motorways programme.

15. In combination, the packages for Wessex Thames are estimated to require capital investment of £10.4billion, with a net increase in economic value of £1.2billion per annum by 2050.

16. The SIP discusses benefits and costs of the packages, funding and financing and delivery. The appendices set out the detail of the proposed interventions and outline the technical work underpinning the document.

17. The total investment required by the SIP as a whole is estimated at £45billion over the 27 years of the plan – this equates to about £1.5billion per annum. The modelling supporting the plan suggests that the transport interventions will generate an additional £4.1billion growth in GVA (Gross Value Added) per annum by 2050. It would accommodate 550,000 additional rail trips and 1.6 million bus, mass transit and ferry trips per day, thereby removing over four million car trips a day. The SIP also highlights that doing nothing is not an option, as this would lead to an increase in car trips of 23% and would not allow carbon reduction targets to be met, with a reduction of only 35% (compared to the 100% target).

Proposed Consultation Response

18. Hampshire County Council welcomes the publication of the Strategic Investment Plan and recognises its importance in articulating the transport infrastructure needs of the South-East. Doing so is a vital first step in delivering the Regional Transport Strategy and in securing investment in transport for the region and in achieving meaningful carbon reduction. The County Council strongly supports the proposals contained in the plan and the corridor packages. In particular it supports the proposals for Mass Rapid Transit and would consider these to be high priority components within the overall package of interventions.

19. Hampshire County Council has been actively engaged in the work pulling together the individual corridor packages and topic specific studies.

Detailed comments are as follows:

20. The SIP has identified that the region will require £45billion over the plan period and a package of improvements that need development. The creation of the package and forward programme is a very welcome achievement. It

establishes the needs of the region and will set TfSE and member authorities up well to plan for the future and seek future funding. Hampshire County Council commends the SIP to Government and looks forward to working with TfSE and member authorities to maintain, update and prioritise the list in the future.

- The total ask is consistent with historic levels of annual regional investment when worked out over the plan period. This seems like a reasonable and realistic ask in this context and also that of wider austerity. The economic case for doing so is well made showing a good rate of return for investment in transport in the South-East. It would be interesting to compare how investment in the South-East ranks with other regions.
- The SIP and the assessment work are predicated on a number of critical assumptions over the plan period to 2050. This includes the introduction by central Government of road user charging/taxation, income from which is expected to be used to reduce public transport fares. The assumptions are listed in what is called the “global package”. The SIP states “We encourage the UK Government to develop a national road user charging system to provide an alternative source of funding to fuel duty and to help manage demand in parallel to integrated local measures”.

It is not unreasonable to assume over the period to 2050 that some form of taxation or new charges will be needed, especially in the context of electrification of the private vehicle fleet and resulting loss of fuel duty income under the current system. At present there are various national tax incentives to operating an electric vehicle. In time and if electric vehicles dominate the vehicle fleet, the assumption that this will change is not unreasonable, especially in terms of lost UK tax revenue from diesel and petrol vehicles.

Road user charges or taxation changes do not form a part of national policy at this time and have not been supported by the County Council to date. Whilst it is clear that national Government need to address the transport investment requirements set out here, to support economic growth and environmental objectives, the promotion of road user charging is not supported at this time, and the strategy should instead refer to the need for additional Government investment funds for transport and infrastructure. There is equally no current direct relationship between motoring taxes and transport funding, and therefore it should not be assumed that any replacement for fuel duty would be directed to transport, or that the loss of fuel duty income would reduce Government funding for transport, including highway maintenance. As the SIP progresses, TfSE will need to keep potential Government funding streams and development of national policy under review, and potentially undertake sensitivity analysis should it not happen, as this is likely to require the strategy and area packages to be reviewed.

The income from taxation is expected to cover the costs of making public transport cheaper. This is a desirable use of such income. However, the County Council again has concerns this may not happen in practice and that

the real terms cost of using public transport, particularly buses, will continue to rise faster than other modes of travel. For example, the County Council recently submitted a bid to Government for funding to make buses better in Hampshire but received a zero Bus Service Improvement Plan settlement. The County Council fully supports the ambition and will work with TfSE to make the case for prioritising investment in public transport.

- The County Council has been well engaged and involved in the development of the corridor packages. Hampshire County Council considers the packages to be extensive and comprehensive. In particular, it welcomes the inclusion of the measures in the two corridor studies most relevant to Hampshire. The County Council considers them as a state in time view of what is needed. However, it is expected that this will change over time and that all the packages will need to be periodically reviewed and reassessed. New schemes may be added when needed or ones which have been delivered removed, and the remaining projects re-assessed against prevailing funding conditions.
- Across the corridor packages there is some inconsistency as to what certain measures mean. For example, the term 'Mass Transit' seems to mean different things in different parts of the region. It is applied to mean a high frequency, high-capacity solution in urban South Hampshire but the term is also used to describe rural inter-urban bus links elsewhere which would be low frequency, slow services with limited demand. There are other similar inconsistencies that stand out when looked at across all corridor packages. The County Council recognises that this is to be expected when dealing with multiple authorities, many of which will have different working definitions. This is not an issue provided that the future mechanism for prioritisation is able to distinguish between such inconsistencies and apply a fair and robust approach to appraisal. Hampshire County Council offers its support to help develop the future prioritisation tool.
- The SIP has identified a large potential programme of scheme development work. TfSE is not a scheme promoter in its own right and so the investment in business cases and scheme development sits with the promoting highway authority/TfSE member. In securing future funding, the County Council requests that TfSE make a case to Government to support scheme development funding to enable the programme to be developed further.
- Hampshire County Council strongly supports the focus on mass transit and public transport. These sustainable modes will need to do the "heavy lifting" in terms of decarbonisation and particularly in enabling the integration of land use and transport planning. In light of this, the County Council would welcome a small change to the text on page 42 of the SIP to reflect that the mass transit proposals for the cities of Portsmouth and Southampton both include the County Council as a major delivery partner and span way beyond the city boundaries. The context of this is that a significant proportion (over 80%) of the 100k homes that the Solent area is expected to deliver by 2039, under the Government's Housing assessment, are within

the Hampshire boundary and not in the Cities. In this context, text which clarifies that investment in mass transit needs to occur outside as well as within the cities would be very welcome. The County Council also welcomes a focus on active travel to support more active lifestyles, place making based on people rather than vehicles, and decarbonisation of shorter journeys.

- The National Highways work looking at the South West Quadrant identified that the stretch of the M25 between the M3 and M4 links and junctions was the busiest section of road network in the UK. Whilst recognising there are no easy solutions to the capacity issue, it remains an unresolved critical network capacity and resilience issue. It is not adequately addressed in the SIP at this time and should be given further consideration as the SIP evolves.
- Proposal R12 - A34. Hampshire County Council welcomes the proposals for Junction and Safety Enhancements to the A34. The County Council understands this includes proposals to deal with the sub-standard gradient issues which cause Heavy Goods Vehicles (HGVs) to block the two running lanes whilst overtaking slowly, which then causes delay and frustration for drivers with potential resultant safety implications. The County Council also welcomes recognition of the need to improve junctions. The County Council would therefore welcome a more comprehensive project description to “A34 upgrade to motorway standard”. The reasoning for this is that there are multiple sub-standard design issues for the A34 including the slip roads that need to be improved, that it is a strategic corridor of national importance for UK imports and exports, and because its improvement and higher status would also reflect the changing role of the A339 to be more of a local road following de-trunking.
- The County Council welcomes the rail package in the Wessex Corridor Study. It has all the core elements of the rail package that the County Council sees as important. However, there is a lack of clarity in the scheme descriptions relevant to a New Rail station at Chineham. Hampshire County Council would welcome reference to the long-standing consideration of the potential for a new rail station at Chineham (north of Basingstoke) possibly as a named element of O3 or O11. It is noted that the diagram on page 59 of the SIP includes a notation ‘O19’ within the Basingstoke area – there is not a corresponding entry in the list of interventions on the previous page.
- It is noted that the focus of the SIP and the packages is on capital schemes at this time. Moving forward there is a need to develop a similar programme of revenue-based programmes of work. Specifically, around behaviour change, mobility as a service, and public transport subsidy if this becomes an option, etc.
- The SIP is concerned with new investments in infrastructure and as such strategic asset management issues are largely out of scope of the SIP as written. It is accepted that a line must be drawn somewhere but adding

additional infrastructure when Government funding for maintaining existing transport assets is woefully inadequate is not seen as a sensible or sustainable position. The County Council would like to see TfSE develop a stream of work that looks at the asset management challenge we all face in a strategic way and supports the need for adequate funding for proper long-term management and maintenance of the railway and highway network, intelligent transport systems and other key transport assets. The need for this is pressing because in real terms, levels of funding for asset management are reducing over time. At the same time, the asset itself is getting bigger and as a region the challenge of adapting existing assets to climate change is a big one with little to no clarity on how to fund such schemes.

Next Steps

21. TfSE will need to review comments received following completion of the consultation. TfSE will make any necessary amendments to the SIP, in response to those comments and proceed to adoption of the document and submission to Government. The programme is to complete that process by March 2023 at a future partnership board. Prior to that it will be reported back to the Executive Lead Member (and/or Cabinet/Council as required) at the appropriate time. The SIP will be a 'live' document once adopted, to ensure that it can respond to changing circumstances and priorities.
22. It is anticipated that Hampshire County Council will consider adopting the SIP once finalised. This will be considered in a report to Cabinet or Council (as appropriate, depending on the final scope and content), which it is anticipated will be early next calendar year (2023).

Finance

23. There are no direct financial implications arising from the proposed response to the SIP consultation. However, the proposals within the SIP could, if supported by Government, bring substantial future investment in transport measures to Hampshire and the South-East. Moving forward, the County Council may choose to develop business cases for some of the schemes in the SIP as a promoting authority.

Consultation and Equalities

24. As referenced in the report, an Integrated Sustainability Appraisal (ISA) has been carried out on the SIP, which included an Equalities Impact Assessment. However, agreeing a response to the consultation has neutral impact on people with protected characteristics.

Climate Change Impact Assessments

25. As referenced in the report, an Integrated Sustainability Appraisal (ISA) has been carried out on the SIP, which included a Climate Change Impact Assessment. However, agreeing a response to the consultation has no climate change impacts.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

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.)

Document

Location

None

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- 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.

2. Equalities Impact Assessment:

As referenced in the report, an Integrated Sustainability Appraisal (ISA) has been carried out on the SIP, which included an Equalities Impact Assessment. However, agreeing a response to the consultation has neutral impact on people with protected characteristics.

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where possible opportunities will be taken in the detailed implementation to rationalise work between this contract and the complementary TCF project in the same area.

6. The project has experienced unexpected delays due to several delivery and habitat constraints and addressing comments and requests for additional features arising through public engagement. As a consequence, the programme to complete the project has had to be extended. In common with the position across the highway construction industry, the project is experiencing exceptional inflationary pressures. The delays to delivery have left the project exposed to the full effects of the current inflationary crisis with the final scheme cost now forecast to exceed the funding available.
7. At the meeting on 29 September the County Council will be considering a recommendation from Cabinet to allocate an inflation underwrite for the current capital programme. This report will be published in advance of this date, but subject to the County Council agreeing the recommendation on 29 September, and to the Executive Lead Member's agreement to increase the project's value, an application will be made for £0.95million to support the inflationary pressures on the scheme.
8. To reflect the additional time required to deliver the project, the SLEP approved a request in July 2022 to extend the time allowed for completing Junction 6, until the end of December 2024.

Contextual information

9. Fawley Waterside Ltd (FWL) has planning permission to transform the Fawley Power Station site into a thriving residential and commercial waterside community which becomes a destination for employment and leisure activity. The development is principally served by the A326 and at its southern end, by the B3053.
10. The route is heavily congested and a business case for grant funding to support the improvements to eight junctions along the A326 and B3053, was submitted to the SLEP by the County Council in conjunction with FWL. In June 2020, SLEP supported the project with a grant award of £5.7million, and with the condition that the project should be completed prior to September 2022. The eight junctions and the agreed improvements are as follows:
 - Junction 3 – Blackfield Road/Church Lane/B3053: Signalised junction proposed, including new crossing facilities;
 - Junction 4 – Long Lane/A326 – (Holbury Roundabout): Localised improvements to the existing roundabout (widening of approaches and exit lanes);
 - Junction 4b - A326/Holbury Drove: New southbound right-turn ghost island including new pedestrian crossing facilities;
 - Junction 4c -A326/Southbourne Avenue: New southbound right-turn ghost island;

- Junction 5 – Hardley Roundabout: Localised improvements to the existing roundabout (widening of approaches and exit lanes);
 - Junction 6 – Dibden Purlieu Roundabout: Localised improvements to the existing roundabout (widening of approaches and exit lanes);
 - Junction 7 – Applemore Roundabout (Sizer Way): Localised improvements to the existing roundabout (widening of approaches and exit lanes); and
 - Junction 8 – Dibden Roundabout: Localised improvements to the existing roundabout (widening of approaches and exit lanes) and new pedestrian crossing.
11. In March 2020, the Executive Member for Economy, Transport and Environment approved a Project Appraisal for the scheme to be delivered at an estimated cost of £8.1million, comprising LEP funding of £5.7million and FWL funding of £2.4million.
 12. In November 2020, the County Council entered into a Delivery Agreement with FWL, for the County Council to deliver the scheme. Further to this, and to offset emerging concerns of escalating costs within highway construction, a Deed of Variation to the Delivery Agreement was signed in July 2021. The variation made provision for FWL to support the scheme if required, with contingency funding of up to £3.1million.
 13. The Executive Member for Economy, Transport and Environment approved a Revised Project Appraisal in March 2021, increasing the value of the scheme from £8.1million to £10.45million to reflect final detailed costings and the additional financial support from FWL.
 14. FWL has committed to directly meet the cost of the scheme's £0.75million design fees, and this sits in addition to the Project Appraisal value and brings the total project funding to £11.2million.
 15. The County Council's contractor Milestone Infrastructure commenced construction works in June 2021, with the improvements to six junctions in two phases, as follows:
 - Phase 1: Junctions 4, 5 and 8; and
 - Phase 2: Junctions 3, 6 and 7.
 16. To assist efficiency and network coordination, improvements at Junction 4b and c are being delivered alongside the Transforming Cities Fund Work (Holbury to Eling cycle scheme) during 2022/3.
 17. In a bid to reduce costs, prior to the commencement of Phase 2 an application was made to the SLEP to remove the delivery of Junction 6 from the project. The application was declined, and completion of the full scheme is still required to meet the SLEP's grant funding terms. SLEP approval was received however, to extend the completion date for delivering the Junction 6 works to the end December 2024. These works have been removed from the second phase of

the County Council's current contracted improvements and will now be procured and delivered separately.

18. To reflect these changes a further Deed of Variation has been prepared between the County Council and FWL to vary the payment schedule and the delivery programme and is expected to be agreed before the decision day.
19. The revised second phase of works to construct Junctions 3 and 7 has now commenced with forecast completion in spring 2023.
20. To date, the County Council has not been required to provide funding to support the project. Despite efforts to reduce cost and directly absorb the scheme's inflationary increases, even with the full application of FWL's £3.1million contingency, the current budget is no longer judged sufficient. The scheme is not unique, and similar cost pressures are being encountered across the highway construction industry.
21. As such, and in the absence of other funding sources, a County Council contribution is now sought to help offset the unbudgeted cost of inflation, and to allow the project to be completed to realise the important capacity benefits on the A326 and B3053, and to meet the County Council's SLEP grant funding obligations.

Project constraints

22. Common to the current position across the construction industry, the project has encountered significant inflationary and delivery cost pressures coupled with unforeseen habitat constraints, and amendments to accommodate comments from the public engagement, resulting in an extended delivery programme and a significant increase in the project's forecast outturn cost position.

Inflation

23. The highway construction industry continues to experience volatility due to the effects of Covid pandemic, the impacts of Brexit, and the on-going war in Ukraine. Oil and gas prices are rapidly increasing, as are costs for critical materials including steel, iron and timber, with bituminous products also impacted.
24. Overall, the construction material price index rose 5% in March this year and is now almost 25% higher than 2021. This is driving higher tender prices ranging between 6% - 9% in 2022 with a further 2% - 7% forecast for 2023.
25. The project team has been working closely with the contractor to anticipate and where possible manage price and delivery pressures in the supply chain, and

the construction programme has also been reviewed and re-prioritised in order to help manage costs.

Environment

26. A number of badger setts were discovered during vegetation clearance at Junction 6 Dibden Purlieu Roundabout. Mitigation and environmental licences necessary to ensure the protection and safety of the badgers during construction is causing delays. Survey work has also identified an invasive species of Japanese Knot Weed in areas around the Phase 2 works and additional time is required to treat and remove these plants before construction can commence.

Covid 19

27. Although now reduced, the implementation of the scheme has taken longer than expected due to the productivity impacts of the Covid 19 pandemic.

Material supply

28. Rapid expansion in demand for materials post the Covid pandemic, coupled with supply delays is leading to increased tender prices and extended delivery programmes.

Cycling

29. An ongoing series of changes required to address the concerns of local cyclists have added to the time required to complete the junction designs and extended the programme for completing the project.

Revised project delivery

30. To assist the availability of funding to meet the increase in project costs, along with the programme delays due to environmental constraints, it has been agreed with the SLEP to revise the project programme to delay the capacity improvements to Junction 6.
31. A reduced contracted programme for Phase 2 now includes the following works:
- Junction 3 – B3053/Blackfield Road/Church Lane: Signalisation of junction including new crossing facilities; and
 - Junction 7 – A326 Applemore Roundabout: Localised improvements to the existing roundabout, widening of approaches and exit lanes.
32. Works to complete Junction 6 are still to be programmed but will likely follow completion of the second phase and take place during 2023 and 2024.

Finance

33. Funding to support the 2021 estimated project cost of £11.2million was shared between the SLEP (£5.7million) and FWL (£5.5million), the latter including £0.75million of external design fees paid directly by Fawley Waterside. The current approved value in Hampshire County Council's capital programme is £10.45million.

34. As a result of inflationary pressures and the encountered constraints, the estimated cost to complete the scheme, including spend to date, is circa. £11.4million. This exceeds the available project budget of £10.45million and presents a funding shortfall of circa £0.95million.
35. Additional funding of £0.95million to support the unbudgeted cost of inflation will allow the project to be completed and will ensure the County Council meets its SLEP grant funding obligations.

Consultation and Equalities

36. This report provides an update on scheme progress and funding. As such no further consultation has been undertaken and equalities impacts remain unchanged.

Climate Change Impact Assessment

37. The climate change impacts of the scheme have been previously assessed. There are no expected additional impacts to report.

Conclusions

38. The project is experiencing exceptional inflationary pressures, resulting in significant cost increases. These increases are exacerbated by unforeseen delivery and habitat constraints, which are extending the delivery programme and adding further cost pressures. Agreement has been reached to re-sequence the delivery to assist the availability of funding, but further financial support is still required. Corporate contingency funding to cover the unbudgeted costs inflation will greatly assist the project.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> PA July 2020 / PA Update July 2021	<u>Date</u>
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>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.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- 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.

2. Equalities Impact Assessment

This report provides an update on scheme progress and funding. As such no further consultation has been undertaken and equalities impacts remain unchanged.

HAMPSHIRE COUNTY COUNCIL

Executive Decision Record

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date of Decision:	3 October 2022
Decision Title:	Appointments to Outside Bodies, Statutory Joint Committees, Panels and Partnership Boards
Report From:	Chief Executive

Contact name: Katy Sherwood

Tel: 0370 779 5538

Email: katy.sherwood@hants.gov.uk

1. The Decision:

a) That the Executive Lead Member for Economy, Transport and Environment be requested to make an appointment to a vacancy that has arisen on an Outside Body as detailed below. The term of office until County Council elections in May 2025 unless otherwise stated:

<u>Name of Body</u>	<u>Description</u>	<u>Previous</u>	<u>Appointment(s) until May 2025</u>
Welborne Community Forum (1 plus 1 deputy)	To foster open and effective communication and build understanding about the development of Welborne Garden Village between its residents, neighbouring communities, local authorities, businesses, the voluntary sector and other interested parties.	N/A	

b) In accordance with Part 1: Chapter 12 of the Constitution, that the Executive Lead Member for Economy, Transport and Environment be requested to make an appointment to Partnership Boards as detailed below. The term of office until County Council elections in May 2025 unless otherwise stated:

Name of Body	Description	Previous	Appointment(s) until May 2025
Central Hampshire Road Safety Council 3 (1 per district)	To promote and encourage road safety education, training and publicity, encourage and co-ordinate local groups, initiate and promote local road safety campaigns.	Cllr Nick Adams-King (vacancy) Cllr David Drew (appointed July 2021) Cllr Rob Mocatta (vacancy) Cllr Sarah Pankhurst (vacancy)	
Northern Hampshire Road Safety Council 3 (1 per district)	To promote and encourage road safety education, training and publicity, encourage and co-ordinate local groups, initiate and promote local road safety campaigns.	Cllr Roz Chadd (vacancy) Cllr Adam Jackman (appointed July 2021) Cllr Steve Forster (vacancy)	
Public Transport Consortium (2 plus an Opposition Member)	The group promotes public transport issues on behalf of local authorities outside of metropolitan areas, supporting effective local decisions on public transport for the benefit of local citizens.	Cllr Russell Oppenheimer (vacancy) Cllr Rod Cooper (Appointed January 2022) Cllr Louise Parker-Jones (Appointed January 2022)	
Southampton Port Consultative Committee (1 plus 1 deputy)	A forum for Local Authority, trade organisations, HM Customs, Department of Trade and Commerce to discuss Port issues.	Cllr Rob Humby (Appointed July 2021) Cllr Russell Oppenheimer (Deputy - vacancy)	

Southern Hampshire Road Safety Council 3 (1 per district)	To promote and encourage road safety education, training and publicity, encourage and co-ordinate local groups, initiate and promote local road safety campaigns.	Cllr Marge Harvey (appointed July 2021) Cllr Pamela Bryant (appointed July 2021) Cllr Jackie Branson (appointed July 2021) Cllr Lulu Bowerman (vacancy)	
Southern Water Stakeholder Panel for Hampshire (1)	The panels help Southern Water to deliver sustainable water and sewerage services to meet the needs of current and future customers and include representatives from local authorities, environmental groups, regulators and business groups	Cllr Rob Humby (vacancy)	

2. Reason for the decision:

2.1. To maintain County Council representation on bodies within the community. In regard to 1a) above, when appointing to Outside Bodies nominations are sought from the Political Group Leaders.

3. Other options considered and rejected:

3.1. Not to make appointments, which would cease County Council representation.

4. Conflicts of interest:

4.1. Conflicts of interest declared by the decision-maker: None

4.2. Conflicts of interest declared by other Executive Members consulted:

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:

**Date: 3 October
2022**

**Executive Lead Member for Transport and
Environment Strategy**

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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By virtue of paragraph(s) 5 of Part 1 of Schedule 12A of the Local Government Act 1972.

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Highways Operations
Date:	3 October 2022
Title:	School Streets – Traffic Orders
Report From:	Director of Economy, Transport and Environment

Contact name: Dominic McGrath

Tel: 0370 779 3710

Email: dominic.mcgrath@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to seek the delegation of authority to make permanent the experimental Traffic Orders to allow the continuation of School Streets schemes at two schools where trial schemes have been in operation.

Recommendation

2. That the Executive Member for Highways Operations delegates authority to the Director of Economy, Transport, and Environment (in consultation with the Head of Legal Services) to progress and make permanent traffic regulation orders to sustain the School Streets Schemes at Harrison Primary School, Fareham, and Cadland Infant School, Holbury, subject to agreement with the schools that they will continue to operate the schemes with their own resources.

Executive Summary

3. This paper seeks to allow for the processing of Traffic Orders for the continuing operation of School Streets schemes at two current trial locations. The report describes what a School Street is and highlights the need to introduce permanent Traffic Orders to replace existing temporary 'Experimental' Orders, thereby enabling the continuing operation of the current School Streets schemes.

Contextual information

4. In February 2021 Cabinet approved the setting up of trial School Street schemes at three locations. A School Street is a temporary street closure at set times (the start and finish of the school day) with the objective of creating a "safer, healthier and pleasant environment for everyone" accessing the school.
5. While one of the trials has now ceased, two remain in place at Harrison Primary School in Fareham and Cadland Infant School in Holbury.
6. The road closures are enabled by the use of Traffic Orders, to legalise the closures for specified time periods. The schemes were initially introduced with

Experimental Traffic Orders, which are time limited and expire at the end of the calendar year. The closures are enforced by the use of temporary barriers, which are put out at the time of the closures and removed at the end by volunteers and/or by school staff.

7. A report is due to go to Cabinet to set out a future proposed policy for School Streets. However, this has been slightly delayed to align with the Countywide 20mph Speed Limit review, recognising the need to link the policy approach to these two related issues. The decision on the Traffic Orders would have been incorporated into that report, but now that it has been delayed authority is being sought for the processing of Orders to allow the schemes to run in the existing locations. Once it commences, the Traffic Order making process takes around six weeks and can be accommodated within existing programmes.
8. The processing of permanent Traffic Orders will effectively move the existing schemes from trial status to permanent schemes, which follows the precedent set by previous successful trials. The continuation with the schemes will depend upon the schools and their ability to retain volunteers and/or allocate staff. Therefore, any decision to process Orders will only take place following assurance from the schools that they will continue to run the schemes.

Finance and Legal

9. The approximate total cost of processing two Traffic Orders is expected to be £10-12,000. This can be met from existing budgets.
10. One objection was received from a local road user to the Experimental Order relating to the scheme at Harrison School. The Order making process to be followed will be dependent upon whether this objection can be resolved. If it can, then the experimental Order can be converted to a Permanent Order. If it cannot be resolved, then the most likely route to follow is to restart the Order making process. Either way, there is sufficient time to process the most appropriate type of Order ahead of the expiry of the existing regulations.

Consultation and Equalities

11. As outlined in the report, the continuing operation of the schemes will be discussed with the two schools. The Traffic Order making process involves consultation with a range of stakeholders including police and emergency services.
12. An equalities impact assessment was undertaken for the original proposal, and it was found to have a neutral impact on equalities, as the proposal allows for the continuation of an existing scheme, which itself was assessed to have a positive impact for younger people (school pupils) through increased opportunity for physical activity, reduced road danger, and potential reductions in air pollution.

Climate Change Impact Assessments

13. There are no significant climate change impacts from the two schemes. While there may be some limited reduction in car journeys, this is not at a level that

would have a discernible impact on carbon generation and, therefore, on climate change.

Climate Change Adaptation

14. Not applicable.

Carbon Mitigation

15. As above, carbon impacts of the scheme will not be discernible.

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Document

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2. Equalities Impact Assessment:

An equalities impact assessment was undertaken for the original proposal, and it was found to have a neutral impact on equalities, as the proposal allows for the continuation of an existing scheme, which itself was assessed to have a positive impact for younger people (school pupils) through increased opportunity for physical activity, reduced road danger, and potential reductions in air pollution.

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