

# Public Document Pack



## EXECUTIVE DECISION DAY NOTICE

Executive Lead Member for Universal Services Decision Day &  
Executive Member for Countryside and Regulatory Services  
Decision Day

**Date and Time** Monday, 15th January, 2024 at 2.00 pm

**Place** Remote Decision Day - Remote

**Enquiries to** [members.services@hants.gov.uk](mailto: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 Universal Services

#### Deputations

To receive any deputations notified under Standing Order 12.

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

**1. CONTRACT FOR DIVER SERVICES (Pages 5 - 10)**

To consider a report of the Director of Universal Services regarding the renewal of the Diver Contract, enabling continued inspection and maintenance of the County's highway structures assets.

**2. PROJECT APPRAISAL UPDATE - SOUTHAMPTON & SOUTH-WEST HAMPSHIRE TRANSFORMING CITIES FUND (Pages 11 - 24)**

To consider a report of the Director of Universal Services regarding Southampton and South-West Hampshire Transforming Cities Funding.

**3. TRAFFIC MANAGEMENT POLICY UPDATE: 20 MPH SPEED LIMITS & ZONES** (Pages 25 - 62)

To consider a report of the Director of Universal Services on how the recommendations and outcomes of the review of the existing position on 20mph speed limits and zones, which included input from the former Economy Transport and Environment Select Committee Task-and-Finish Working Group, have been reached.

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

**4. UNIVERSAL SERVICES PROPOSED CAPITAL PROGRAMME 2024/25, 2025/26 AND 2026/27** (Pages 63 - 104)

To consider a report of the Director of Universal Services regarding the proposals for the Universal Services Capital programme for 2024/25, 2025/26 and 2026/27.

**5. 2024/25 REVENUE BUDGET FOR UNIVERSAL SERVICES** (Pages 105 - 128)

To consider a report of the Director of Universal Services regarding proposals for the 2024/25 budget for Universal Services, in accordance with the Councils Medium Term Financial Strategy.

**6. TRAFFIC ORDER PROPOSALS: 30 MILES PER HOUR SPEED LIMIT IN C125 REDBRIDGE LANE AT NURSLING** (Pages 129 - 140)

To consider a report of the Director of Universal Services seeking approval to make an exception to the current Traffic Management Policy to allow the existing 30mph speed limits on Redbridge Lane, Nursling, to be adjusted to reflect recent changes in the built environment without creating a short section of 40mph speed limit.

**7. BUS CONTRACTS FOR BASINGSTOKE AREA** (Pages 141 - 148)

To consider a report of the Director of Universal Services regarding the outcomes of tenders to provide four bus services in the Basingstoke area.

## **Executive Member for Countryside and Regulatory Services**

### **Deputations**

To receive any deputations notified under Standing Order 12.

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

### **8. ANNUAL REVIEW OF THE POLICY FOR THE REGULATION OF INVESTIGATORY POWERS ACT 2000 (Pages 149 - 170)**

To consider a report of the Director of Universal Services seeking approval of the minor updated County Council's Policy in relation to the use of covert investigative techniques as required annually under the Codes of Practice issued by the Home Office associated with the Regulation of Investigatory Powers Act.

### **9. PROJECT APPRAISAL - HAYLING BILLY TRAIL - NORTHERN SECTION HAYLING ISLAND (Pages 171 - 186)**

To consider a report of the Director of Universal Services seeking approval to procure and deliver the required improvements to the north section of the existing Hayling Billy Trail.

## **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 report.

## **NON KEY DECISIONS (EXEMPT/CONFIDENTIAL)**

### **10. PROPERTY SERVICES ASSET DECISIONS (Pages 187 - 200)**

To consider a report of the Director of Universal Services regarding a number of formal transactions relating to Hampshire County Council owned or occupied assets.

## **ABOUT THIS SESSION:**

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

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## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Universal Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Contract for Diver Services
<b>Report From:</b>	Director of Universal Services

**Contact name:** Brian Hill

**Email:** Brian.hill@hants.gov.uk

### Purpose of this Report

1. The purpose of this report is to explain the reasons for the need to procure a new Diver Contract enabling continued inspection and maintenance of the County's highway structures assets.

### Recommendations

2. That the Executive Lead Member for Universal Services approves the procurement of a new Diver Contract, which covers inspection and maintenance of Structures in and around watercourses, as outlined in this report.
3. That approval be given to procure and spend and enter into the necessary contractual arrangements, in consultation with the Head of legal Services, to implement the proposed contract for the value of up to £3.6m over the duration of six years.
4. That authority to make the arrangements to implement the contract, including minor variations to the contract, be delegated to the Assistant Director for Highways, Engineering and Transport.

### Executive Summary

5. This paper seeks to gain approval to procure, via a tender process, a new Diver Contract valued at £3.6m over six years which will enable Hampshire's highway structures in and around watercourses to continue to be inspected and maintained ensuring they are safe and fit for purpose.

### Contextual information

6. Hampshire County Council has an annual programme of diver inspections of selected bridges and structures across the whole County. This covers 500 bridge/structures, 366 of which require a diver team and 134 of which are either confined space or require the use of a remotely operated vehicle (ROV).

7. Structures covered include large bridges over tidal water, such as Bursledon bridge over the River Hamble, Haslar bridge at Gosport, and the Redbridge Causeway bridges. Without divers it would not be possible to inspect and maintain the underwater sections of the supports of these bridges.
8. Other structures covered include very low headroom culverts which could easily block if not regularly inspected and cleared, and long enclosed structures requiring the use of gas monitors and escape breathing apparatus to fully inspect.
9. The inspection and maintenance of all these structures is critical to ensuring that they remain safe and capable of carrying current highway loading.
10. This is a Contract with a single, suitably qualified, specialist supplier with the Structures Office managing the programme and delivery of the services.
11. The initial contract period will be for four years duration, commencing 1 May 2024 and ending on 30 April 2028. Subject to agreement between the parties, the Contract may be extended by two periods of one-year duration each, giving a total maximum contract duration of six years.

### **Finance**

12. Funding will come from the Bridges Revenue budget for the inspections and the Bridges Capital Maintenance budget for the repair works.
13.

<u>Estimates £'000</u>	<u>Budget</u>
75 per annum	Bridges Revenue
525 per annum	Bridges Capital

Maximum anticipated spend throughout the six-year life of the contract is £3.6m

### **Performance**

14. In order to provide an objective measurement of the standard of service delivery, the Contractor will be measured by the Client using a number of Key Performance Indicators (KPI). These will cover delivery of the various tasks within agreed timescales and site Health and Safety performance.

### **Consultation and Equalities**

15. Consultation with Landowners and neighbours takes place as part of preparations for inspection/works visits. In some instances, Landowners need to be consulted to close sluice gates to reduce water flows during inspections/works.
16. The decision will provide for the continuation of the service ensuring bridges remain fit for purpose and open to all. The Equalities Impact Assessment concluded a neutral impact on people with protected characteristics.

## **Climate Change Impact Assessments**

17. 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.
18. A full assessment of climate change vulnerability was not completed as the initial vulnerability assessment showed that the project is at minimal risk from the climate vulnerabilities because it relates to inspection and maintenance of existing infrastructure on the highway network.

## **Climate Change Adaptation**

19. Recent years have seen an increase in flood events across Hampshire and it is highly likely that this trend will continue in future years. It is therefore crucial that Hampshire County Council has the ability to mitigate against these events as far as possible.
20. This contract will ensure that structures over or near to watercourses continue to be regularly inspected to identify both scour, which could cause collapse of a structure, and blockages which could result in reduced flow leading to flooding. The contract will be available to other Highways Teams during times of flood to remove trapped debris etc.

## **Carbon Mitigation**

21. Carbon emissions from this project arise predominantly from travelling to sites across Hampshire therefore inspections and subsequent works will be batched by locality to reduce the number of journeys required. Consent from the Environment Agency will be sought when undertaking works. This will include approval for methods of work and proposed materials to be used on repairs within watercourses.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

Bridge Files

SharePoint and Hedge End Archives

## **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 will provide for the continuation of the service ensuring bridges remain fit for purpose and open to all. The Equalities Impact Assessment concluded a neutral impact for people with protected characteristics.

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## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Universal Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Project Appraisal Update – Southampton & South-West Hampshire Transforming Cities Fund
<b>Report From:</b>	Director of Universal Services

**Contact name:** Ben Smith

**Email:** Ben.smith3@hants.gov.uk

#### Purpose of this Report

1. The purpose of this report is to provide an update on the delivery of two schemes within the Southampton & South-West Hampshire Transforming Cities Fund Programme and seek approval of a revised Project Appraisal for each scheme.
2. The report covers the following schemes which have changed in scope since approval of the original Project Appraisal:
  - Providence Hill Cycle Route; and
  - Bluestar2 Bus Corridor Improvements.

#### Recommendations

3. That the Executive Lead Member for Universal Services approves the Project Appraisals for Southampton and South-West Hampshire Transforming Cities Fund (TCF) schemes, as outlined in this report.
4. That approval be given to procure, spend and enter into necessary contractual arrangements, in consultation with the Head of Legal Services, to implement A27 Providence Hill, Bursledon Cycle Route in the value of £4.024million in line with revised Project Appraisal.
5. That approval be given to procure, spend and enter into necessary contractual arrangements, in consultation with the Head of Legal Services, to implement Bluestar2 Bus Corridor Improvements in the value of £530,000 in line with the Project Appraisal.
6. That authority to make the necessary arrangements to implement the schemes, including minor variations to the designs or contracts, be delegated to the Director of Universal Services.

7. That the Executive Lead Member for Universal Services delegates authority to the Director of Universal Services, in consultation with the Head of Legal Services, to progress any orders, notices or statutory procedures and secure any consents, licences, permissions, rights or easements necessary to enable implementation of these projects.

## **Executive Summary**

8. The County Council, together with Southampton City Council, has secured £57 million of funding from the Department for Transport's (DfT) Tranche 2 Transforming Cities Fund, which aims to improve productivity by investing in public and sustainable transport infrastructure in and around City Regions.
9. Delivery of the programme is well advanced with the majority of schemes completed or in construction. Approval of the Project Appraisals will enable the final two schemes to be delivered. This will provide improvements to cycleways, footways, and road crossings to encourage walking and cycling, and offer improvements to the bus network encouraging bus travel and offering choice.
10. This report focuses upon two schemes:
  - (i) Providence Hill Cycle Route which has previously received approval of a Project Appraisal to enable delivery. However, the scheme has evolved in scope and affordability due a range of technical and financial challenges
  - (ii) Bluestar2 Corridor Bus Improvements which is a new, alternative scheme entered into the Southampton TCF programme to deliver comparable objectives to the original Bishopstoke Road bus priority scheme which has been removed and will be refinanced and delivered to a new timeline

## **Contextual information**

### **Providence Hill – Cycle Improvements**

11. The scheme has been identified to improve cycling facilities between Windhover Roundabout and Church Lane, in order to encourage more people to cycle and walk along the A27 in this location and onwards towards Southampton. The scheme will provide a continuous cycle provision via segregated cycle lanes and shared use footway/cycleways, together with cycle friendly improvements at existing key junctions.
12. The scheme will connect to the Southampton TCF Bursledon Road cycle link via the National Highways Windhover Roundabout improvement scheme, which in turn links to existing cycle and pedestrian infrastructure (including Southampton City Council's Cycle Network "SCN" route 3).
13. The route utilises land within the existing highway boundary adjacent to the A27 and will be located on the north side of A27 between Windhover



Roundabout before crossing via an improved crossing point in the vicinity of Portsmouth Road. The scheme will continue along the southern side of the A27, until its termination at Church Lane where the scheme will provide a connection for cyclists to continue their journey south on-carriageway to link with the station. There will be interventions along the route to establish cyclist priority, facilitate easy crossings at junctions and create a more pleasant cycling environment.

14. The Project Appraisal was approved at the Executive Member for Universal Services Decision Day in July 2023 with a scheme value of £2.8million.
15. Since approval, the scheme design has developed, a contractor appointed to enable Early Contractor Involvement and a target cost received. Costs were considerably higher than anticipated and exceed the approved budget.
16. A descoping exercise was undertaken in Autumn 2023 in order to reduce scheme costs whilst retaining the overall scheme objectives and key features of the project.
17. In addition, the scheme has been developed to respond to feedback from Active Travel England ensuring that a high-quality cycle, concurrent with latest design standards is achieved.
18. The forecast total project cost for the final scheme design is £4.024m inclusive of fees and contingency.
19. Whilst the current proposals do not deliver the original continuous route between Church Lane and Windover Roundabout in its entirety, the scheme remains assessed as offering reasonable value for money and delivers on key policy objectives of providing improvements which seek to encourage walking and cycling.
20. The scheme should also be seen as an early stage of improving transport around Bursledon and Hamble Lane and as part of the draft Eastleigh Borough Transport Strategy where options to complete the route into Southampton will be explored.
21. The section at, and adjacent to, Windhover roundabout is unable to be delivered at this stage due to the deferral of the National Highways improvement works at the Windhover roundabout which were expected to commence in late 2023. These works complimented this scheme to provide a continuous link. National Highways are currently redesigning this project and will require a new planning consent following an unsuccessful land assembly process. Therefore, an interim low-cost on-road solution will be introduced as part of this scheme with the full link being constructed as part of the National Highways scheme when a programme is confirmed.

22. The sections of the original scheme that have been descoped are set out below and will form part of the future phases of work:

- omission of the proposed cycle track/footway on north side of A27 between Windhover roundabout and a point 45m east of Windmill Lane;
- omission of junction improvements at Windmill Lane
- omission of the shared use footway on north side of A27 between a point 45m east of Windmill Lane and the east side of layby in front of Brookside properties; and
- omission of on road segregated cycle track on north side of A27 between layby in front of Brookside properties and the junction with Portsmouth Road

23. The sections of the original scheme that will be progressed are:

- improvements to north side of A27 at Portsmouth Road to allow cyclists to access shared use footway leading to new Toucan crossing just east of Portsmouth Road;
- revised layout to the south side of A27 for the proposed Toucan crossing east of Portsmouth Road.
- junction improvements at Dodwell Lane to include tactile crossings for pedestrians and a ped refuge island in carriageway;
- junction improvements to Long Lane junction including raised table, continuous two-way cycle track across the junction and the south side of A27 will incorporate segregated two-way cycle track on carriageway and a 2.0m footway;
- segregated two-way cycle track on south side of A27 continues across Old Bridge House Road
- shared use path continues on south side of A27 to new Toucan crossing just west of Church Lane. A raised table will be provided at Church Lane and junction improvements
- junction improvements will be provided at Blundell Lane

## Finance

<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
Design Fee	508	12	Developer contributions	1,967
Client Fee	145	4	TCF Tranche 2*	1,732
Supervision	71	2	ITB (LTP) budget	75
Construction	3,300	82	Corporate Inflation Risk Reserve*	250
Total	<u>4,024</u>	<u>100</u>	Total	<u>4,024</u>

\*Amendments to the funding package since the original Project Appraisal are an increase in TCF grant allocation (funded by a reallocation of grant funding within the overall programme – subject to Department for Transport approval to Change Control) and the addition of Corporate Capital Inflation Risk Reserve

Maintenance Implications	£	% Variation to Committee's budget
Net increase in Current expenditure	0.006%	7.5k
Capital Charges	0.204%	347.0k

Scheme costs have increased between the original Project Appraisal and this report by approximately £1.2million. This can be attributed to the following factors:

- Whilst the original scheme budget was £1.9m, early in the detail design stage it was identified that the scheme was likely to cost circa £2.8m and this amount was sought for approval in July 2023. This estimated figure was prior to receiving the contractor's tender submission which was provided to us in late September 2023. This amount was higher than we had anticipated and hence was unaffordable. This initiated the requirement to descope the scheme extents in order to reduce the costs.
  - inflationary costs due to time between the original preliminary design and detail design and the impacts of the Global Pandemic and the conflict in Ukraine; and
  - inflationary costs of materials and resource due to ongoing world economic climate which has seen a sharp cost increase to fuel, energy, material and resources.
24. As a reflection of the unavoidable inflationary pressures, an allocation from the Corporate Capital Inflation Risk Reserve was included in the Cabinet report on 12 December 2023 and subsequently approved under delegated authority. This will only be applied at the conclusion of the project (if required) and will be returned to corporate reserves if forecast scheme costs can be reduced.
25. The scheme remains assessed as offering reasonable value for money and delivers on key policy objectives of delivering improvements, seeking to encourage walking and cycling to provide more choice for commuters as part of the TCF corridor approach of improving sustainable transport links to Southampton.
26. The scheme should also be seen as an early stage of improving transport around Bursledon and Hamble Lane and as part of the draft Eastleigh Borough Transport Strategy where options to complete the route into Southampton will be explored.

## Programme

	Gateway Stage			
	3 - Project Appraisal	Start on site	End on site	4 - Review
Date (mm/yy)	01/24 (Update)	02/24	07/24	07/25

### Bluestar2 Corridor Bus Improvements

27. The Bishopstoke Road Bus Improvement scheme formed part of the overall Southampton and South-West Hampshire Transforming Cities Programme and received approval to the Project Appraisal at the Executive Lead Member for Economy, Transport and Environment at the Decision Day on 27 January 2022 to deliver a bus only lane westbound between Riverside and Chickenhall Lane; signalisation and active management of traffic at the Riverside and Chickenhall Lane junctions; enhanced bus stop facilities and an improved walking environment.
28. Due to deliverability issues the Bishopstoke Road scheme was removed from the Transforming Cities Programme, as reported to the Executive Lead Member for Universal Services Decision Day on 27 November 2023. With removal of this scheme, which is to be refinanced and delivered to a new timeline, there remains a need to deliver an alternative scheme along this corridor to meet the objectives of the Transforming Cities Fund bid and subsequent grant award.
29. It is proposed that an alternative, new package of measures is delivered along the Blue Star 2 corridor within both the Southampton City Council and Hampshire County Council's administrative areas that will result in the same, or better Value for Money / Benefit Cost Ratio for the corridor compared to the original bid. The alternative scheme uses technology to give buses priority at signal junctions. It involves:
- Advanced Vehicle Location (AVL) provided by the buses tickets machines and Urban Traffic Management and Control (UTMC) bus priority technology that was installed after TCF bid for a scheme elsewhere;
  - use of these back-office enhancements to allow signal equipment to link up to the location provided by the ticket machines so that the traffic signals recognise approaching buses and provide a green light; and
  - technology modifications to 14 junctions and a number of signalised crossings on Bluestar Bus Route 2 corridor between Fair Oak and Southampton City Centre which the Fair Oak to Eastleigh Bus Priority Scheme was due to deliver journey time benefits.
30. The alternative low-cost technology scheme will offer journey time saving of up to 7 minutes in both directions which is greater than the 1min 30s predicted to be saved by the original Fair Oak to Eastleigh Bus Priority Scheme. The original scheme will still be delivered outside of the TCF programme using

local contributions that will add value to the TCF programme in the longer term.

31. The alternative approach is subject to approval of Change Control by the Department of Transport.

### Finance

<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
Design Fee	80	15	TCF Tranche 2*	530
Client Fee	27	5		
Supervision	27	5		
Construction	396	75		
<b>Total</b>	<u>530</u>	<u>100</u>	<b>Total</b>	<u>530</u>

\* Reallocation of grant funding is subject to Department for Transport approval to Change Control

Maintenance Implications £		% Variation to Committee's budget
Net increase in Current expenditure	0.0k	0.000%
Capital Charges	46.0k	0.027%

32. The finance summary is associated with the alternative technology-based scheme outlined in this report and referenced in the November 2023 Universal Services Capital Programme Quarter 2 2023/24 report.

### Programme

	Gateway Stage			
	3 - Project Appraisal	Start on site	End on site	4 - Review
Date (mm/yy)	01/24 (Update)	01/24*	3/24*	3/25

\* The programme for implementation of the alternative scheme is subject to approval of the change control submission to DfT.

### Consultation and Equalities

33. Political support from Hampshire County Council Members was reported in the January 2022 Project Appraisal: Southampton and South-West Hampshire Transforming Cities Fund Programme report. County Councillors and local

Councillors will continue to be updated as part of ongoing communications on progress.

34. Further to this for the Providence Hill scheme, the local County Member, Councillor Keith House was in support of the majority of the original scheme. Councillor House is aware of the current amendments to the scheme and will be kept updated on the progress.
35. Regarding the Bishopstoke Road Bus Improvement scheme, Councillor Humby and Councillor Adams-King have been made aware of the proposals, and a briefing on the alternative low-cost technology option has been shared with the County Council Members, Councillor Parker-Jones, Councillor Park and Councillor Irish.

### **Providence Hill**

36. The Equalities Impact Assessment undertaken as part of the January 2022 Project Appraisal has been reviewed and remains relevant to this report.
37. The Equalities Impact Assessment has found the scheme to have a positive impact regarding the protected characteristics of age and disability. The scheme focuses on improving the cycling experience, air quality and pedestrian safety by implementing new highways infrastructure. This scheme will mainly benefit those making the trip by cycling and walking and help to encourage modal shift. The scheme has a neutral impact for other protected characteristics.
38. With respect to age, overall, the scheme is likely to have a positive impact on reducing inequalities. The improvements it provides to cyclists and pedestrians will improve the safety and journey experience of these modes. With respect to disability, this scheme will benefit those with disabilities who use the highway, particularly those with mobility impairments that require mobility aids, such as wheelchairs and walking canes. It will encourage disabled cyclists to commute more as inaccessible cycle infrastructure is one of the biggest barriers to cycling.

### **Bishopstoke Road**

39. The Equalities Impact Assessment included in the January 2022 Project Appraisal has been updated to consider the amended scope of the project.
40. The updated Equalities Impact Assessment undertaken has found the scheme to have a positive impact regarding the protected characteristics of age, disability and sex. The scheme has a neutral impact for other protected characteristics.
41. With respect to age and disability, the scheme is likely to have a positive impact on reducing inequalities. The benefits it provides to public transport will improve the journey experience.
42. Regards the protected characteristic of sex, women are more likely to use bus services than men and will therefore benefit from the scheme.

## **Climate Change Impact Assessments**

43. 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.
44. The Climate Change Impact Assessment was undertaken as part of the January 2022 Project Appraisal: Southampton and South-West Hampshire Transforming Cities Fund Programme report, and the conclusions are considered to still be accurate.
45. Overall, the proposed schemes seek to encourage a modal shift toward active travel for journeys, bringing benefits in terms of reduced local congestion and associated air quality, and environmental benefits, including reductions in carbon emissions from vehicles.
46. A27 Providence Hill Cycle has vulnerability to sea level rise/coastal flooding and heavy rainfall/surface flooding. This is due to the proximity of these schemes to tidal bodies of water and floodplains. The drainage has been designed to withstand a 1:100-year storm plus 40% to mitigate this vulnerability. The schemes are not considered to be any more vulnerable than existing highway infrastructure in these areas; and the scheme was not considered vulnerable to any other climate variables.
47. Carbon emissions from this project arise from the use of highway materials to construct the scheme, e.g., concrete and steel and from plant and equipment needed to undertake the work.
48. Carbon emissions will be mitigated by sourcing construction materials and plant locally wherever possible and prioritising the use of recycled materials where practical. On completion, the schemes will encourage a modal shift toward active travel for journeys, bringing benefits in terms of reduced local congestion and associated air quality, and environmental benefits, including reductions in carbon emissions from vehicles.

## **Conclusions**

49. In conclusion, the schemes at Providence Hill and the Bluestar2 Bus Corridor are important elements of the overall Southampton and South-West Hampshire Transforming Cities programme and delivery key objectives in encouraging walking, cycling and bus use.
50. Whilst costs have increased significantly to deliver cycle improvements at Providence Hill, the scheme remains assessed as offering reasonable value for money and delivers on key policy objectives of delivering improvements, seeking to encourage walking and cycling to provide more choice for

commuters as part of the TCF corridor approach of improving sustainable transport links to Southampton. The scheme should also be seen as an early stage of improving transport around Bursledon and Hamble Lane and as part of the draft Eastleigh Borough Transport Strategy where options to complete the route into Southampton will be explored.

51. Adopting a new approach to the Bluestar2 Corridor Bus Improvements enables scheme objectives to be retained.
52. The alternative approach for the Bluestar2 Bus Corridor offers considerable benefit which is deliverable within the funding window and cost envelope.
53. The recommended approach has been discussed and endorsed by the Capital Programme Board which is a senior officer board providing governance, oversight and direction to the highways and transport elements of the capital programme.
54. Therefore, it is recommended that the Project Appraisals for both schemes are approved.



**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes

**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

Southampton and South West Hampshire Transforming Cities Fund Programme-2022-01-27-ELMETE Decision Day (hants.gov.uk)

PA Update - TCF A27 Providence Hill Bursledon 2023-07-10-ELMUS Decision Day (hants.gov.uk)

Transforming Cities Fund – Portsmouth & Southampton Update-2022-11-07-ELMTES Decision Day (hants.gov.uk)

## **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:**

#### **Providence Hill**

The Equalities Impact Assessment undertaken as part of the January 2022 Project Appraisal has been reviewed and remains relevant to this report.

The Equalities Impact Assessment has found the scheme to have a positive impact regarding the protected characteristics of age and disability. The scheme focuses on improving the cycling experience, air quality and pedestrian safety by implementing new highways infrastructure. This scheme will mainly benefit those making the trip by cycling and walking and help to encourage modal shift. The scheme has a neutral impact for other protected characteristics.

With respect to age, overall, the scheme is likely to have a positive impact on reducing inequalities. The improvements it provides to cyclists and pedestrians will improve the safety and journey experience of these modes.

With respect to disability, this scheme will benefit those with disabilities who use the highway, particularly those with mobility impairments that require mobility aids, such as wheelchairs and walking canes. It will encourage disabled cyclists to commute more as inaccessible cycle infrastructure is one of the biggest barriers to cycling.

### **Bishopstoke Road**

The Equalities Impact Assessment included in the January 2022 Project Appraisal has been updated to consider the amended scope of the project.

The updated Equalities Impact Assessment undertaken has found the scheme to have a positive impact regarding the protected characteristics of age, disability and sex. The scheme has a neutral impact for other protected characteristics.

With respect to age and disability, the scheme is likely to have a positive impact on reducing inequalities. The benefits it provides to public transport will improve the journey experience.

Regards the protected characteristic of sex, women are more likely to use bus services than men and will therefore benefit from the scheme.

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## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Universal Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Traffic Management Policy Update: 20 mph Speed Limits & Zones
<b>Report From:</b>	Director of Universal Services

**Contact name:** Martin Wiltshire

**Email:** martin.wiltshire@hants.gov.uk

#### Purpose of this Report

1. The purpose of this report is to set out how the recommendations and outcomes of the review of the existing position on 20mph speed limits and zones, which included input from the former Economy Transport and Environment Select Committee Task-and-Finish Working Group, have been reached.

#### Recommendations

2. That the Executive Lead Member for Universal Services approves a revision to the Traffic Management Policy to incorporate an updated policy position on 20mph speed limits and zones that includes a mechanism for Parish and Town Councils to request 20mph speed restrictions, on a full cost recovery basis.
3. That authority to make any minor consequential amendments to the Traffic Management policy to incorporate this revision be delegated to the Director of Universal Services.

#### Executive Summary

4. This paper sets out and seeks approval for a revised policy position for 20mph speed limits and zones. This includes revised technical assessment criteria that the Council will use to consider whether to introduce such limits, and how potential schemes would be prioritised across Hampshire.
5. The current policy for Traffic Management measures, approved in May 2016, restricts schemes to address casualty reduction, and this encompasses 20 mph speed limits and zones.
6. The proposed revised policy position has been developed following a review of the Council's existing policy for 20mph speed limits, which was agreed in

November 2021. The review process included the former Economy Transport and Environment Select Committee initiating a Task and Finish Working Group consisting of eight Councillors which reported its conclusions and recommendations to the Universal Services - Transport and Environment Select Committee. These were agreed by the Universal Services Select Committee on 23 January 2023. The review included a public consultation exercise to help inform the Working Group and also assist with the overall review of the 20mph speed limit policy position.

7. The revised policy position will provide a mechanism, similar to the successful Community Funded Traffic Management Initiative, for individual Parish and Town Councils to request, and fund, 20mph speed limits and zones on a full cost recovery basis. All proposed speed limit changes will require approval from the County Council, as the Highway Authority, and will need to meet the technical criteria set out within the revised policy position.
8. The demand for potential community funded 20mph schemes across the County is anticipated to be high, at least initially. It is therefore likely that the number of schemes that can be assessed, developed, and delivered each year will need to be sensibly capped, in line with the availability of both internal and external technical resources.
9. The procedure for making an order, as provided under The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, will apply to every application and consultation will be required and due legal process followed. In some cases, the outcome of this process may mean a scheme cannot go ahead if objections are upheld through the traffic order decision-making process.
10. The safety of all road users remains paramount and will continue to be the overriding priority for the County Council. Improving road safety is essentially carried out by education, enforcement and engineering activities. The introduction of new 20mph limits and zones, where deemed appropriate, will primarily continue to be considered as a casualty reduction solution. Locations where there is a history of speed related collisions, based upon the Police injury collision record data, will continue to be progressed and funded by the County Council. Police injury collision data will also be a vital factor in scheme prioritisation.
11. The County Council will also consider introducing 20mph speed limits and zones as part of schemes and projects that support modal shift to more active travel modes or as part of a public realm, placemaking or regeneration improvement. Each case will be considered on its own merits and in light of the movement and place function (see Local Transport Plan 4) that is considered appropriate for the locality in question. As with road safety focused improvements, the funding of such initiatives is not a matter for this report although it is likely that as the scheme objectives move away from pure transport objectives, external funding will be required.

## Contextual information

12. In December 1990 the Department of Transport issued Circular Roads 4/90 which set out guidelines for the introduction of 20mph speed limits. The first 20mph zone, with traffic calming measures, introduced in Hampshire was in a residential part of Liphook in 1991 and at the time required approval from the Secretary of State for Transport.
13. In 1999, the Road Traffic Regulation Act 1984 (Amendment) Order 1999 became law and Highways Authorities no longer had to apply for permission to introduce a 20mph zone. The legislation granted more flexibility and made two distinct types of 20mph speed limit possible:
  - 20mph limits, which consist of just a speed limit change to 20 mph indicated by the speed limit (and repeater) signs, and
  - 20mph zones, which are designed to be “self-enforcing” due to the traffic calming measures that are introduced along with the change in the speed limit.
14. Since the early 1990’s 20mph speed limits and zones have been implemented across Hampshire with approximately 100 miles of the road network covered in areas such as Alton, Basingstoke, Crondall, Petersfield, Selborne, Grayshott, Headley, Lindford, Liphook, Bursledon, Eastleigh, Hedge End, Whiteley, Portchester, Titchfield, Andover, Fleet, North Warnborough, Yateley, Waterlooville, Havant, Winchester, Chandlers Ford, Weyhill, Aldershot, Marchwood and Ringwood.
15. In 2012 the Department for Transport (DfT) made an amendment to the Traffic Signs Regulations and General Directions 2002, the statutory instrument that governed the use of traffic signs and road markings at the time, which significantly changed how 20mph limits were to be signed. The amendment enabled the County Council to implement 20mph speed limits using only terminal signs and roundel road markings as repeater signs instead of upright repeater signs.
16. The DfT gives traffic authorities the power to set local speed limits in situations where local needs and conditions suggest a speed limit which is lower than the national speed limit. The DfT Circular 01/2013 “Setting Local Speed Limits”, has been used as a basis for considering and reviewing speed limits in Hampshire and also in relation to speed limit policy and strategy. The Circular states that speed limits should:
  - be evidence-led and self-explaining;
  - seek to reinforce people's assessment of what is a safe speed to travel, and
  - schemes need to aim for compliance with the revised limit.
17. The Circular also states that speed limits must be appropriate for the individual road, reflect local needs and be seen by drivers as the maximum rather than a target speed. There are several factors that should be considered, balanced and resolved, before any 20mph speed limit is taken forward. The underlying aim should be to achieve a ‘safe’ distribution of

speeds. The Circular advocates that 20mph limits are appropriate for roads where average speeds are already low (below 24 mph) or along with traffic calming measures.

18. Between September 2013 and April 2017, 14 Pilot 20mph 'signed only' speed limit schemes were introduced in a mixture of residential and village settings across Hampshire. These speed limits took advantage of the amended regulations which allowed 20mph roundel road markings to be used as repeater signs, rather than upright signs on posts.
19. In May 2016 a new policy for Traffic Management measures was approved in response to savings proposals agreed by the County Council on 22 October 2015. This focused the County Council's limited traffic management resources on measures and projects where casualty reduction benefits can be realised and evidenced.
20. In June 2018 the review of Residential 20 Pilot Programme concluded that the pilot schemes would be retained with future 20mph speed limit schemes being prioritised in accordance with the Traffic Management policy approved in 2016. This limited new proposals to locations where speed related injury has been evident, assessed in accordance with current policy and also Department for Transport guidance on setting speed limits.
21. In November 2021, and following increased demand for lower speed limits, the County Council agreed to review its policy on 20mph speed limits. This review process included the former Economy Transport and Environment Select Committee initiating a Task-and-Finish Working Group consisting of eight Councillors. Their conclusions and recommendations were reported to the Universal Services - Transport and Environment Select Committee on 23 January 2023, and agreed.
22. During 2022 the 20mph Task-and-Finish Working Group were presented with updated 'before' and 'after' collision and traffic speed data for the 14 Pilot 20mph speed limit schemes, which showed that overall, the change in the average speed of traffic throughout all the pilot schemes was less than 1 mph following the introduction of the 20mph speed limit. The study of collision data showed that there was no evidence of enhanced road safety benefits from these pilot schemes compared with that noticed for the entire road network maintained by the County Council. Updated 'before' and 'after' speed data for the Winchester City Centre 20mph speed limit was also presented to the Task-and-Finish Working which showed that 'before' speeds were 21.4 mph and the latest 'after' speeds recorded in 2022 were 20.9 mph resulting in a 0.5 mph reduction and there were no further changes from the earlier 'after' speed data.
23. A public consultation exercise to help inform both the Working Group and assist with the overall review of the 20mph speed limit policy position was held during the Summer of 2022. A summary of the consultation is provided in paragraphs 39 and 40 below.
24. 20mph speed limits, as with any speed limit change or restriction introduced on the road network require a Traffic Order. The making of a Traffic Order is a statutory duty and legal process, which includes the requirement to consult



the Police in relation to all permanent traffic orders, and also governance in terms of the decision-making process which considers the proposal in comparison with the Council's policy. The Traffic Order process is explained in Technical Guidance Note 21 (TG21) which is available via the link below. <https://documents.hants.gov.uk/transport/TG21TechnicalGuidanceNote-TrafficRegulationOrders.pdf>.

25. In 2022 changes to the Highway Code introduced a "hierarchy of road-users" which places those road users most at risk in the event of a collision at the top of the hierarchy and placed greater responsibility on those who pose the greatest risk to others (generally motorised traffic) to use the highway safely. The most vulnerable road users (VRUs) are pedestrians, cyclists and equestrians and these exist in both urban and rural settings.
26. On the 23 January 2023 the 20mph Task-and-Finish Working Group, consisting of cross-party County Councillors, reported to The Universal Services - Transport and Environment Select Committee with several recommendations being endorsed and submitted to the Director of Universal Services for further consideration.
27. The recommendations made by the 20mph Task-and-Finish Working Group in January 2023 have been developed and further refined by officers into a revised position on 20mph speed limits and zones for inclusion in the Hampshire County Council Traffic Management Policy Position, subject to Executive Member approval. The proposed position is attached to this report as Appendix 1.
28. The revised position sets out the criteria for 20mph limits and zones across Hampshire to help ensure the County Council aligns with central government direction and policy whilst helping to ensure that future schemes are appropriate and achieve their intended outcomes. Under the government's [Plan for Drivers](#), guidance is expected from the DfT to ensure that new 20mph limits are provided in the right places and to help prevent inappropriate blanket use. It is considered that the proposed revisions to the Hampshire County Council Traffic Management Policy, and the technical criteria, will align with this emerging Government policy. The revised 20mph speed limit and zone policy position document sets out the technical criteria that the Council will use to consider whether to introduce such limits to ensure consistency in assessment and application throughout Hampshire, and also how potential schemes would be prioritised across the County.
29. The default 20mph speed limit in Wales has been achieved through the Welsh Government using devolved powers to amend primary legislation so that 'Restricted Roads', that were previously 30mph, are now 20mph. The legislative changes in Wales have helped to reduce the numbers of Traffic Orders needed to underpin the lower limits, to make them legally enforceable. However, the costs of the speed limit changes are reported to be in the region of £33m.
30. It should be noted that the UK Government has given no indication of plans to change the default speed limit on Restricted Roads within England. The recent [Plan for Drivers](#) policy paper also referred to plans to issue revised

20mph guidance to prevent local highway authorities implementing blanket 20mph restrictions. Based on implementation costs in Wales, and the specific conditions and requirements of the Hampshire highway network, it is estimated that the total cost to implement a blanket, default 20mph limit, covering all existing 30mph limits across the County, would be approximately £20m.

## Finance

31. The proposed 20mph policy position softens the current casualty led criteria and broadens the scope for situations when a 20mph speed limit can be considered for implementation, therefore increasing the potential for a greater number of schemes that will require funding.
32. Requests for potential schemes will be subject to a detailed technical and legal assessment, and also prioritisation and ranking in order to efficiently and effectively direct the County Council's limited resources. It should be noted that there is no additional County Council funding available beyond those schemes that would benefit casualty reduction. Therefore, schemes would only be progressed via the Community Funded Initiative, grant funding opportunities or other external funding such as developer contributions.
33. Parish and Town Councils will be able to request and fund 20mph speed limits and zones in suitable areas that meet the technical criteria. Schemes will need to be delivered on a full cost recovery basis along the lines of the community funded traffic management initiative. The cost of any 20mph scheme will vary due to the location, extent and objectives of the scheme. As every scheme is unique in terms of locality issues it is not possible to give a cost estimate for implementing a 20mph speed limit or zone. There are also capital costs arising from the installation of new signs, posts and associated traffic calming measures. In addition, there are revenue costs for the Traffic Order, design, consultation, engagement, marketing, monitoring and the on-going maintenance of any new infrastructure.
34. Those that wish to make an application for a 20mph speed limit or zone will be required to pay for any required investigations, including traffic surveys, together with the full design and installation cost of any new measures. The County Council will physically install the items using its term highway contractor. As part of the costs, Parish and Town Councils will be required to pay a commuted sum value which would enable the County Council to be responsible for maintaining all the new signs, posts, road markings and any other measures in perpetuity. An application form will be produced and made available shortly which will be subject to a non-refundable application fee of £175 to cover the initial technical and prioritisation assessments.
35. Currently the fee to progress a Traffic Order, which includes the statutory consultation process to make any speed limit changes legal and enforceable, is approximately £10,000. This fee does not include the costs associated with the investigation, design and installation of the scheme. Presently, the commuted sum, which covers the costs of future maintenance responsibility for **each new sign** installed, would be approximately £320 over and above

the installation costs. Commuted sum charges will generally not apply in cases of betterment for example where existing signs are replaced with new signs. However, there is no guaranteed outcome with a proposed speed limit change, even if it is considered to be justified, because as part of the statutory Traffic Order process the proposal will need to be advertised and consulted on before the formal decision-making process can start, at which point any local representations can be considered. Therefore, Parish and Town Councils will be responsible for all scheme costs upfront and a scheme may be refused at the Traffic Order stage, i.e. without a speed limit change ever being delivered. If a scheme is refused, the costs will not be refundable. These risks associated with the delivery of a Traffic Order will be fully explained to Parish and Town Councils at an early stage of the scheme development process. Therefore, it will be important for those requesting a new 20mph speed limit or zone to demonstrate general local support before proceeding with an application.

## **Performance**

36. The County Council's Casualty Reduction Team undertake annual and in-year collision data analysis to identify high-risk sites and routes and detect any underlying cluster locations, causations and trends such as road user type, causation factor, type of manoeuvre etc.
37. This work will continue, and should any subsequent investigations reveal that there are locations with an evidenced history of speed related collisions that would benefit from a reduced limit, including 20 mph speed limits, then such measures would be taken forward for consideration.
38. There are elements of the revised policy position where local expectations would need to be managed:
  - Residents within 20mph speed limits often have higher expectations about driver behaviour and therefore may start demanding enforcement. To achieve compliance there should be no expectation on the Police to provide any additional enforcement beyond their routine activity. Therefore, 20mph speed limits will only be considered where existing "before" mean traffic speeds are below the 24 or 26 mph threshold respective to the hierarchy of roads. However, additional traffic calming measures may be possible in some cases in order to achieve the required mean speeds but this will need to be at the applicants own expense with advice and non-financial support from the County Council.
  - It is anticipated that there will be an initial high level of interest and requests for 20 mph speed limits when the revised policy position is approved. 20 mph limits will be prioritised according to the Priority Assessment Matrix of Schemes. This approach will assist in managing demand and expectations and ensure that sites where a 20mph speed limit will have a positive impact for both residents and road users are prioritised. Realistically, communities may have to wait a very long time and even then it may not come to fruition. Only a limited number of schemes are likely to

be progressed in any programme year and this will be influenced by the availability of internal and external technical resources.

- There will be a need to manage expectations for sites that are not appropriate for 20mph speed limits. Not all sites are likely to be suitable and the defined technical criteria will be applied to assess whether a particular location can be considered. The proposed relaxation of the current requirement to move electronic SLR and SID signs every 2-3 weeks and allow devices to remain and be re-deployed at locations, is anticipated to play an important part in helping manage traffic speeds, particularly on strategic routes that would not be suited to a 20mph limit.
- There may be mixed feedback on introducing 20mph speed limits from the community and other road users in that not everybody will agree with the proposals. Therefore, clear evidence from surveys and consultations to demonstrate community support should be provided by those requesting a 20mph speed limit.

### **Consultation and Equalities**

39. During the Summer of 2022, a public consultation exercise to help inform the Working Group and also assist with the overall review of the 20mph speed limit policy was held. The views of residents, elected representatives, Parish and Town Councils, organisations and business were sought for 20mph limits in the context of other highway priorities, the County Council's statutory duties to maintain the highway in a safe condition, and a limited budget. The consultation also sought feedback on existing 20mph limits within Hampshire. Approximately 9,500 responses were received from the public consultation from people living across Hampshire, from both urban and rural areas.
40. The responses were analysed which showed a huge variation in public opinion with very strong views expressed both for and against 20mph speed limits. Overall, respondents felt that highway maintenance should be the main priority for the County Council's highway budgets. Views on the introduction of 20mph speed limits were polarised, with a fifth of respondents citing this as their highest priority and a third as their lowest priority, making it the activity most frequently chosen as least important. Respondents who ranked 20mph speed limits as their highest priority sought a reduction in speed and improvement in road safety. Respondents who ranked 20mph speed limits as their lowest priority were unconvinced as to their benefit – particularly if unenforced – and objected to a blanket approach. They expressed concern about the effect on driver focus and the environmental impact of low speeds and increased congestion. 6% of all respondents lived in, worked in or represented an area with a 20mph limit. Around half of these felt they had no or limited impact due to low compliance and no enforcement. Only 14% noted a speed reduction. Safety outside of schools received high support, even from those who did not support wider use of 20mph speed limits.

41. The following comments from Hampshire and Isle of Wight Constabulary about the proposed policy have been received.

“Hampshire and Isle of Wight Constabulary do not support the introduction of 20mph speed limits in general terms because there is no evidence, according to the Department for Transport, that accidents are reduced (or increase) with their implementation and because mean speeds only reduce by 1 – 2 miles per hour. The assumption that the police have the will or the resources to carry out speed enforcement in 20mph speed limits or zones where the speed limit is not complied with is mistaken. This is true of all speed limits. Even if there is evidence that a speed limit is not being complied with but there are no accidents that are attributed to excess speed then the police are unlikely to carry out enforcement. Successful 20mph zones and 20mph speed limits are generally self-enforcing, i.e. the existing conditions of the road together with measures such as traffic calming and signing, as part of the scheme, lead to a mean traffic speed compliant with the speed limit. To achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity. We are expecting that any roads chosen to have reduced speed limits to 20mph will not result in calls for enforcement.”

42. Consideration has been given to the potential for any adverse equalities impact arising from the recommendations of this report and revised policy. It is considered that the recommendations included in this report do not have any adverse impacts on any of the protected characteristics identified in the Equalities Act 2010.

### **Climate Change Impact Assessments**

43. 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 County Council does.
44. The climate mitigation decision-making tool considers the emissions and whether any mitigations are required. There is a carbon benefit to encouraging modal shift towards more sustainable forms of travel such as walking and cycling. There is currently limited evidence of the environmental impacts of 20 mph speed limits and zones, where issues can be complex, for example in relation to air quality, greenhouse emissions, gear selection and engine fuel types. Research suggests that lower vehicles speeds can actually increase certain emissions and at best there is unlikely to be any effect.

45. There appears to be no direct relationship between fuel economy and the posted speed limit. The impact of 20mph schemes depends entirely on changing driver's actual behaviour and speed. Free flowing traffic makes the best conditions for lower emissions and maximum fuel efficiency. 20mph zones which require traffic calming measures are reliant on driver behaviour to achieve positive benefits in terms of encouraging slower, smoother and more considerate driving rather than stop / start driving that is likely to reduce fuel efficiency and increase emissions.
46. In the longer-term, kerbside emissions are likely to reduce as carbon polluting travel modes are replaced with electric vehicles thereby displacing emissions from the kerbside to the power station.
47. Potentially a negative impact due to the construction of traffic calming measures and installation of traffic signs and posts is the use of concrete materials. However, this is restricted to implementation only. This could be negated in part by using recycled materials.

## **Conclusions**

48. In conclusion, this report seeks the Executive Lead Member for Universal Services to approve the revisions to the Hampshire County Council Traffic Management Policy concerning 20mph speed limits and zones as set out in Appendix 1, including a mechanism for individual Parish and Town Councils to request and fund appropriate 20 mph speed restrictions on a full cost recovery basis. A summary of the key aspects of the proposed revisions is as follows:
  - Encourages wider use of 20mph restrictions in appropriate locations where drivers are most likely to respect a lower speed limit, provided technical and legal requirements are met and all costs associated with making the changes can be externally funded.
  - The introduction of 20mph limits and zones, where they are deemed appropriate will, above all, continue to be considered as a casualty reduction solution by the County Council.
  - There is no additional funding available to provide new schemes beyond those that would benefit casualty reduction.
  - The need for driver compliance of a 20mph speed limit to be achievable without an excessive reliance on Police enforcement is also important. Existing "before" mean speed survey data must demonstrate that traffic speeds are below the 24 or 26mph threshold respective to the hierarchy of roads where 20mph limits can be considered without the need for additional traffic management measures. Evidence led, self-enforcing 20mph speed limit proposals are unlikely to receive objections from the Police.

- Encourages wider use of 20mph restrictions within new housing developments as well as further use of advisory 20mph limits outside of schools.
- The revised position set out in Appendix 1 details how requests for 20mph limits will be prioritised.
- Evidence from surveys and consultations in assessing and demonstrating community support should be provided by those requesting a 20mph speed limit.
- A relaxation of the current requirement to move SLR and SID signs every 2-3 weeks and allow devices to remain and be re-deployed at locations will give more flexibility to address key locations of community concern. It is anticipated that wider use of these electronic speed signs, will play an important part in helping manage traffic speeds, particularly on strategic routes that would not be suited to a 20mph limit.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
Universal Services – Transport and Environment Select Committee - 20mph Task & Finish Group: Outcomes <a href="https://democracy.hants.gov.uk/documents/s104348/Report.pdf">https://democracy.hants.gov.uk/documents/s104348/Report.pdf</a>	23 January 2023
Review of Residential 20 Pilot Programme <a href="https://democracy.hants.gov.uk/documents/s19304/Report.pdf">https://democracy.hants.gov.uk/documents/s19304/Report.pdf</a>	5 June 2018
Future Traffic Management Policy <a href="https://documents.hants.gov.uk/transport/Futuretrafficmanagementpolicy.pdf">https://documents.hants.gov.uk/transport/Futuretrafficmanagementpolicy.pdf</a>	19 May 2016
Traffic Management Policy & Guidance <a href="https://documents.hants.gov.uk/road-safety/TrafficManagementPolicyGuidanceJanuary2014.pdf">https://documents.hants.gov.uk/road-safety/TrafficManagementPolicyGuidanceJanuary2014.pdf</a>	January 2014
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
Setting local speed limits DfT Circular 01/2013 <a href="https://www.gov.uk/government/publications/setting-local-speed-limits/setting-local-speed-limits">https://www.gov.uk/government/publications/setting-local-speed-limits/setting-local-speed-limits</a>	18 January 2013

**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:**

Consideration has been given to the potential for any adverse equalities impact arising from the recommendations of this report and revised policy. It is considered that the recommendations included in this report do not have any adverse impacts on any of the protected characteristics identified in the Equalities Act 2010.

## Appendix 1:

### REVISED 20MPH SPEED LIMIT AND ZONE POLICY POSITION

The purpose of this revised policy position is to set a clear rationale and assessment process in its application of 20mph speed limits and zones and include the opportunity for greater focus on the sense of movement and place in local communities.

The Department of Transport (DfT) states that 20mph speed limits may be considered on “streets that are primarily residential and in other town or city streets where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas, where motor vehicle movement is not the primary function”.

The guiding principles of the revised policy position will enable 20mph speed limits and zones to be considered in the following circumstances:

1. Casualty reduction. Schemes where there is a history of speed related collisions, based upon the Police injury collision record data, will be progressed by the County Council and collision data will also be a vital factor in scheme prioritisation.
2. Compliment and support Active Travel and Placemaking Schemes, such as Town/Village realm enhancements and Low Traffic Neighbourhoods (LTN's), being aligned and delivered through the Local Transport Plan 4 (LTP4) Movement and Place framework and guided by 'Healthy Streets' principles. 20mph speed limits can be effective as a part of a package of measures aimed at creating a sense of place and recognising the importance of encouraging active and sustainable transport options, such as walking and cycling.
3. 20mph speed limits associated with new development, will be actively promoted where they are developer funded and deemed to be in accordance with County Council policy and Department for Transport speed limit criteria. Developer funding must also include a commuted sum for future scheme maintenance. The majority of new residential developments will be designed with a default design speed of 20mph. Exceptions will be made where a residential street also has a high movement function as might be the case with a distributor road. Manual for Streets (the guidance document for the design, construction, adoption and maintenance of new residential streets) recommends 20mph or less as the design speed for residential roads in new developments. The developer shall be required to meet the costs of all Traffic Orders and signage for the creation of 20mph speed limits within the development. Where practical, the extent of a 20mph scheme associated with a new development should look to include any adjoining residential areas to ensure consistency in a residential area.

4. New 20mph schemes, associated with significant area regeneration projects, will be permitted where they are externally funded and deemed to be in accordance with County Council and Department for Transport zone and limit criteria. External funding must also include a commuted sum for future scheme maintenance. The evidence that would support the case for such requests or proposals includes:
  - surveys to determine how comfortable vulnerable road users feel using a local environment as well as actual casualty figures
  - the movement and place function of the locality
  - the before and after “healthy streets” score of the existing and future street or road proposals
5. Where minor amendments to existing 20mph terminal signs need to be considered as part of adjustments to speed limit signage to aid signing improvements, such as enhanced Village Gateway Treatments. Changes aimed purely at extending an existing 20mph speed limit will be considered as a new request.
6. Advisory 20mph speed limits outside of schools in conjunction with ‘School’ warning signs and Flashing Amber Warning Lights, as shown below, can be considered where a suitable source of external funding can be identified, or internal funding allows. Schools must have an active School Travel Plan and must participate in the County Council’s Road Safety Education programmes and Children’s Services Bikeability training scheme.



7. Requests for 20mph speed limits, which will generally be from Town and Parish councils, should be accompanied with evidence that there is broad consensus that a 20mph speed limit is supported by the majority of the local community. Evidence from surveys and consultations in assessing and demonstrating community support should be provided by those requesting a 20mph speed limit. Public opinion will be a key consideration alongside the technical merits and scheme prioritisation.

Additionally, there is now a relaxation of the current requirement to move SLR and SID signs every 2-3 weeks. This will allow devices to remain at locations giving more flexibility to address key local locations of community concern.

The revised policy position moves away from considering 20mph speed limits and zones from a purely casualty reduction perspective to one that considers the movement and place function of the road, the importance of encouraging active and sustainable transport options, such as walking and cycling, road environment (level of development) and compliance. An important consideration is the hierarchy/strategic function that a road serves.

Although the revised policy position states that 20mph speed limits will not be permitted on roads with a strategic function, or where the movement of motor vehicles is the primary function, 20mph speed limits will be considered where stringent technical requirements can be met, as per the Summary of Network Hierarchy requirements, and in very exceptional circumstances. This recognises that there are Towns and Villages that are situated on the strategic road network where high levels of pedestrian and cycle movements exist or are proposed to increase because of proposed County Council led changes and the strategic movement of traffic is no longer the priority or is reduced. Conversely, and more positively, there are less requirements needed to be met on minor roads such as residential roads which are well suited to the introduction of 20mph speed limits.

In some situations, on the strategic road network it may be appropriate to retain a 30mph speed limit or deliver a more focused section of 20mph speed limit. This will be a considered decision, based on local circumstances.

Roads with current speed limits higher than 30mph are unlikely to qualify for a 20mph speed limit. It is appreciated that communities with speed limits of 40mph or above, may have safety concerns and face difficulties with traffic speeds and compliance. There may be opportunities to improve the local environment through other means, subject to securing funding, such as the Community Funded Initiative.

## **Technical Assessment Criteria**

### **Network Hierarchy**

Hampshire County Council has determined a well-defined network hierarchy, or series of related hierarchies, that reflect the needs, priorities and use of the highway asset. The hierarchies have been developed in accordance with the Well Managed Highway Infrastructure: A Code of Practice (COP). They help determine the relative importance of each network section related to their function and are used as an essential tool in determining priorities for routine and planned maintenance activities, maintenance standards, performance, and budget allocation.

The hierarchies are subject to periodic reviews to ensure they reflect changes to the network. This well-established hierarchy is considered ideal as a bases for assessing the appropriateness for applying a 20 mph speed limits and specific requirements for a 20mph to be deemed suitable.

The table below is an extract from the Highway Safety Inspection Manual which defines the Hierarchy category and describes its associated function and importance.

APPENDIX B – Carriageway Hierarchy Categories

Hierarchy Category	Name	Description	Criteria
1	Primary Strategic Network	Sections of carriageway that have a high strategic importance to the resilience of the highway network	Generally sections that include critical national infrastructure and Primary Route Network
2	Secondary Strategic Network	Sections of carriageway that have a strategic importance to the resilience of the highway network	Generally sections that are A roads that are also either high speed, traffic Sensitive or are used for a local essential Service
3	Primary Distributor Network	Sections of carriageway that have a high social and economic importance	Generally sections that are all other A roads or are classified roads that are also either traffic sensitive or are used for a local essential service
4	Secondary Distributor Network	Sections of carriageway that have a social and economic importance	Generally sections that are all other classified road or are unclassified roads that are also either major urban and rural connections, traffic sensitive or are used for a local essential service
5	Local Network	Sections of carriageway that are of local importance only	Generally sections that are part of the unclassified network but has access through to another road
6	Minor Network	Sections of carriageway that are minor in their importance to the highway network	Generally sections that serve a small number of properties and no through road less than 300m
7	Tracks	Sections of carriageway unsuitable for vehicular traffic but may be trafficked by other means	Generally tracks

For the purposes of technical criteria for 20mph speed limits, some hierarchy categories will be treated together and some remain separate as follows:

- Hierarchy Category CW1 & 2 – Sections of the Primary and Secondary Strategic Road Network
- Hierarchy Category CW3 – Sections of the Primary Distributor Road Network
- Hierarchy Category CW4 – Sections of the Secondary Distributor Road Network
- Hierarchy Category CW5 & 6 – Sections of the Local and Minor Road Network
- Hierarchy Category CW7 Tracks

## Hierarchy Category CW1 & 2 – sections of the Primary and Secondary Strategic Road Network

The Primary Strategic Road Network (CW1) consists of the following sections of A Class routes:

- A272 Sheet to the County boundary near Durleighmarsh
- A287 M3 jcn 5 to the County boundary near Farnham
- A338 New Forest Ringwood (A31) to the County boundary near Downton
- A338 Test Valley, Shipton Bellinger – A303 to the County boundary near Tidworth
- A326 M27 jcn 2 to B3053 Kennels Roundabout
- A31 east of Winchester from M3 jcn 10 to the County boundary near Northbrook
- A325 from A3 to the County boundary at Holt Pound
- A331 dual carriageway Farnborough, Lynchford Road interchange to the Frimley interchange\*
- A339 Blackdam roundabout to the County boundary near Headley
- A33 Basingstoke to the County boundary near Heckfield
- A35 dual carriageway from A326 jcn to the County boundary at Redbridge\*
- A354 Martin Drove End – from the Wiltshire County boundary to the Dorset County boundary\*

\*The nature of the whole section of road is not conducive to a 20mph speed limit. These roads are either dual carriageway roads or rural roads subject to the National speed limit with no significant levels of frontage development.

Sections of the Secondary Strategic Road Network (CW2) consists of the majority of the remaining A-Class roads, but not all (A31 Cadnam-Ower and A32 between Wickham and the A272 junction are not included). Some of these roads run through towns and villages.

In general, 20mph speed limits will not be implemented on CW1 & 2 category roads which serve a strategic road function unless there are exceptional circumstances or the following criteria would **all** need to be met:

- Evidence of high numbers of vulnerable road users.
- Existing 30mph limit
- Mean speed threshold – existing speeds lower than 24mph.
- Frontage development – sufficient level/density
- 20mph speed limit is being proposed as part of an Active Travel/LTP4 scheme

A 20mph speed limit could also be imposed upon on a CW1 & 2 category road in exceptional circumstances. The case for exception is where these roads are of a nature and character where they would form clear 'natural extensions' to adjacent

residential areas which will become (or already are) subject to a 20mph limit under the policy. A natural extension is defined by having an adjacency, or through its use, such as high pedestrian or cyclist activity. The decision to make an exception will be taken by council officers in consultation with the police based primarily on robust evidence, although it will also consider results of public consultation and the view of the Executive Lead Member via 'officer consultation'.

Please see Appendix A: Hierarchy Category CW1 & 2 – sections of the Primary and Secondary Strategic Road Network map

### **Hierarchy Category CW3 – Sections of the Primary Distributor Road Network**

A few sections of A Class roads with lower traffic volumes (A31 Cadnam-Ower and A32 between Wickham and the A272 junction), the majority of sections of B Class roads and some C Class roads.

Some of the B Class roads are already subject to 20 mph speed limits - Winchester City Centre, B3006 Selborne, B3400 Whitchurch , Liphook Town centre and C Class roads in Hythe Town centre.

The following criteria would **all** need to be met:

- Existing 30 mph limit
- Mean speed threshold – existing speeds lower than 24 mph.
- Frontage development – sufficient level/density

Please see Appendix B: Hierarchy Category CW3 – Sections of the Primary Distributor Road Network map

### **Hierarchy Category CW4 – Sections of the Secondary Distributor Road Network**

Some sections of B Class Roads, C Class roads, some Unclassified roads

The following criteria would **all** need to be met:

- Frontage development – sufficient level/density
- Mean speed threshold – existing speeds lower than 26mph - SLR/SID mean speed data used as evidence.

Please see Appendix C: Hierarchy Category CW4 – Sections of the Secondary Distributor Road Network map



## **Hierarchy Category CW5 & 6 – Sections of the Local and Minor Road Network**

The local road network (CW5) consists of urban residential areas where frontage development requirements would be met. The CW5 category also covers rural roads/lanes therefore suitable sections of road would be urban areas and built-up village streets that are primarily residential.

The minor road network (CW6) consists of the short length of roads and no through road status, which would in general not require any speed checks if located within a wider proposed 20mph speed limit area.

The following criteria would **all** need to be met:

- Frontage development – sufficient level/density
- Mean speed threshold – existing speeds lower than 26mph - SLR/SID mean speed data used as evidence.

Please see Appendix D: Hierarchy Category CW5 & 6 – Sections of the Local and Minor Road Network map

## **Hierarchy Category CW7 Tracks**

Not applicable

## Summary of Network Hierarchy requirements

The following criteria would all need to be met for each road hierarchy category:

	Primary and Secondary Strategic Road Network	Primary Distributor Road Network	Secondary Distributor Road Network	Local and Minor Road Network
<b>Mean speed threshold</b>	Existing speeds lower than 24mph	Existing speeds lower than 24mph	Existing speeds lower than 26mph - SLR/SID mean speed data can be considered.	Existing speeds lower than 26mph - SLR/SID mean speed data can be used as evidence.
<b>Frontage development – sufficient level/density</b>	✓	✓	✓	✓
<b>Existing 30mph limit</b>	✓	✓	-	-
<b>20mph speed limit is being proposed as part of an Active Travel/LTP4 scheme</b>	✓	-	-	-
<b>Evidence of high numbers of vulnerable road users.</b>	✓	-	-	-

## **Frontage development**

A rural village should consist of a group of houses and associated buildings with at least one community facility or meeting place focal point such as a church, public house, shop, school, community hall or green. Most villages are likely to be subject to an existing 30mph speed limit.

Urban areas suitable for 20mph speed limits include Residential roads and Town centre shopping streets. Urban areas are likely to be subject to an existing 30mph speed limit, usually by means of the presence of street lighting (where there are 3 or more lighting columns not more than 183m apart).

## **Mean speed threshold**

Compliance of a 20mph speed limit needs to be achievable without an excessive reliance on Police enforcement. All speed limits are set where it can be expected that overall compliance within the limit can be achieved and be largely self-enforcing. Where mean speeds are too high for a speed limit the overall compliance is low and it can be considered ineffective. Such situations place additional pressure on Police enforcement resources. For 20mph speed limits, national guidance considers a mean speed of 24mph is the statistical level where a 20mph speed limit can remain effective.

20mph limits without the need for additional traffic management measures will be considered where mean 'before' speeds are at or below the following thresholds depending on the hierarchy of the road:

- 24mph on CW1 & 2 Primary and Secondary Strategic Road Network and CW3 Primary Distributor Road Network that have a strategic function.
- 26mph on CW4 Secondary Distributor Road Network and CW5 & 6 Local and Minor Road Network which do not have a strategic function. The relaxation of the 24mph mean speed threshold to 26 mph is approximately a tolerance of +8%. Speed Limit Reminder/Speed Indicator Device (SLR/SID) 'before' mean speed data can be used as evidence for consideration of a 20mph speed limit on CW4, 5 and 6 category roads.

The increase in the mean speed threshold from 24mph to 26mph on CW4, 5 and 6 category roads will provide more flexibility on such roads where overall a 20mph speed limit would be more consistent with the environment and composition of road users therefore giving a greater chance that drivers will respond positively. On the major CW1,2 & 3 category roads these self-explaining aspects of the road characteristics and users gives us less confidence therefore mean speeds need to be closer to the 20mph speed limit and be consistent with national guidance which considers a mean speed threshold of 24mph to be appropriate.

If 'before' mean speeds are higher than the relevant threshold, consideration will need to be given to the need for additional engineering measures to bring the speed

of traffic below the threshold depending upon the hierarchy of road to achieve a largely self-enforcing speed limit and to gain Police support. Combinations of engineering measures can be very effective at reducing mean speeds to achieved traffic speeds lower than the relevant threshold.

## **Engineering measures**

Where 'before' mean speeds are greater than then the relevant threshold depending upon the hierarchy of road (24 or 26mph), traffic management measures will be needed to assist drivers in complying with the proposed speed limit. Certain measures could potentially be funded under Hampshire County Councils Community Funded Initiative (CFI).

Examples of effective engineering measures include:

- Enhanced 20mph repeater signs and road markings,
- Gateway features including village name signs with optional road safety messages,
- Hazard warning or advisory signs,
- Pedestrian crossing points,
- Pedestrian refuge islands,
- Horizontal deflections – road narrowing's such as chicanes, pinch-points and kerb buildouts,
- Vertical deflections such as road humps, raised tables and speed cushions (Only to be used in street lit areas),
- Rumble devices,
- Coloured surfacing,
- Deployment of temporary speed activated signs,
- Junction priority changes including mini-roundabouts,
- Removal of existing centre line road markings.

## **Priority Assessment Matrix of Schemes**

Assuming a potential scheme is considered to meet the requirements of the technical criteria there is a need for a method to prioritise these for consideration to be funded from budgets that may be available from the Council. Due to uniqueness of locations throughout Hampshire, each application will be assessed on its own merit.

For each priority assessment, the score allocated will be multiplied by the weighting factor against that criterion to give a weighted score. The total priority assessment score for the proposal will be the total of the weighted scores. The higher the total score, the higher the priority. The Council will evaluate 20mph schemes against this methodology on a location-by-location basis.

It is recognised that the matrix scoring relies on both objective and some subjective judgements. To maintain fairness and consistency in judgement, evaluations will be undertaken by a more than one officer.

The criteria marked with an asterisk (\*) will be used for an initial assessment and scoring with those unmarked to be completed when further data, information and discussions have taken place as appropriate.

Criterion	Description	Score 1	Score 3	Score 5	Weighting factor	Weighted Score
*Road Traffic injury collisions (ALL collisions) for area being considered	5-year period	No recorded collisions	1-3	>3	4	
*Road Traffic injury collisions (VRU collisions) for area being considered	5-year period	No recorded collisions	1-3	>3	5	
*Presence of School/College/Nursery/Nursing Home/Park	Within area/fronting road	No presence	1 establishment	>1	3	
*Presence of Community facilities shops/church/village hall/pub	Within area/fronting road	No presence	1 establishment	>1	3	
*Presence of medical facility – Doctors, Hospital etc	Within area/fronting road	No presence	1 establishment	>1	3	
* Link to LTP4 scheme	Complimenting a proposed LTP4 scheme	no	n/a	Existing/ proposed	2	

*Encourage Active Travel increases in cycling and walking	Estimate of current and potential levels of cycling and pedestrian levels particularly crossing roads	No evidence	Some evidence	High level of evidence	3	
Existing mean speeds	Mean speed data from surveys	>30 mph	>threshold (24/26mph) to 30mph	<threshold (24/26mph)	4	
*Footway provision	Presence of footways	Footway present on both sides of road	Footway present on one side of road only	Sections/ gaps or no footway	2	
*Pedestrians crossing the road	Identified crossing points and facilities	Controlled crossing including zebra	Enhanced crossing point – bollards etc	no additional crossing features	2	
*Pedal cycle lane provision	Presence of cycle lane facilities	Off-road cycle lane facilities	On road cycle lane facilities	No cycle lane facilities	2	
Community support	Survey/consultation results demonstrating local support	<50%	50% to 70%	>70%	2	

*Deprived area	Index of Multiple Deprivation (IMD). National Ranking (2019) by Lower Super Output Area (LSOA). IMD includes a range of economic, social and housing indicators into a single score for one area <a href="https://www.communities.gov.uk/publications/communities/indices-of-deprivation-2015-and-2019">Indices of Deprivation 2015 and 2019</a> ( <a href="https://www.communities.gov.uk">communities.gov.uk</a> )	<30% least deprived area	30%-70% deprived area	>70% most deprived area	3	
*Conservation Area	Designated Conservation Area by the Local Planning Authority	No designation	Not designated but with some architectural and historic interest	Designated area	2	
*SLR/SID deployment programme	The deployment of SLR's and SID's by Parish/Town  Councils and other organisations.	No local deployment	Commitment to develop programme	Well established programme	2	

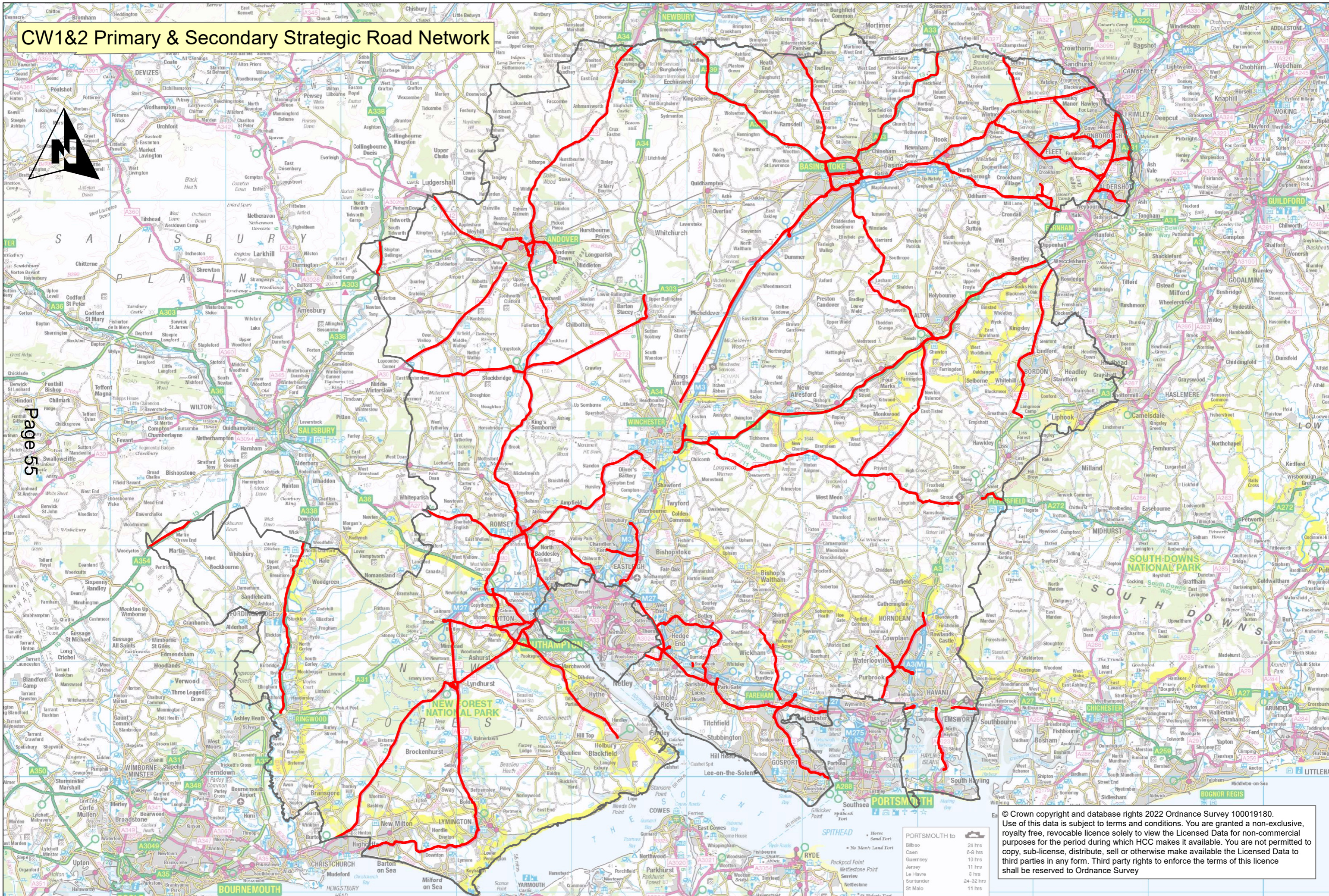


*Community SpeedWatch	Community SpeedWatch is an educational scheme whereby volunteers use monitoring equipment to record details of vehicles travelling higher than the posted speed limit and then record these details later on a database. Vehicle checks are then undertaken by the police and letters are then sent to the registered keepers advising them of their speed and reminding them of why it is a community concern.	No community SpeedWatch	Commitment to Community SpeedWatch to be set up	Well established community SpeedWatch in operation	2	
Police Support	The formal view on the Police on any scheme	Object	Do not support but no objection	Support	2	

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# CW1&2 Primary & Secondary Strategic Road Network



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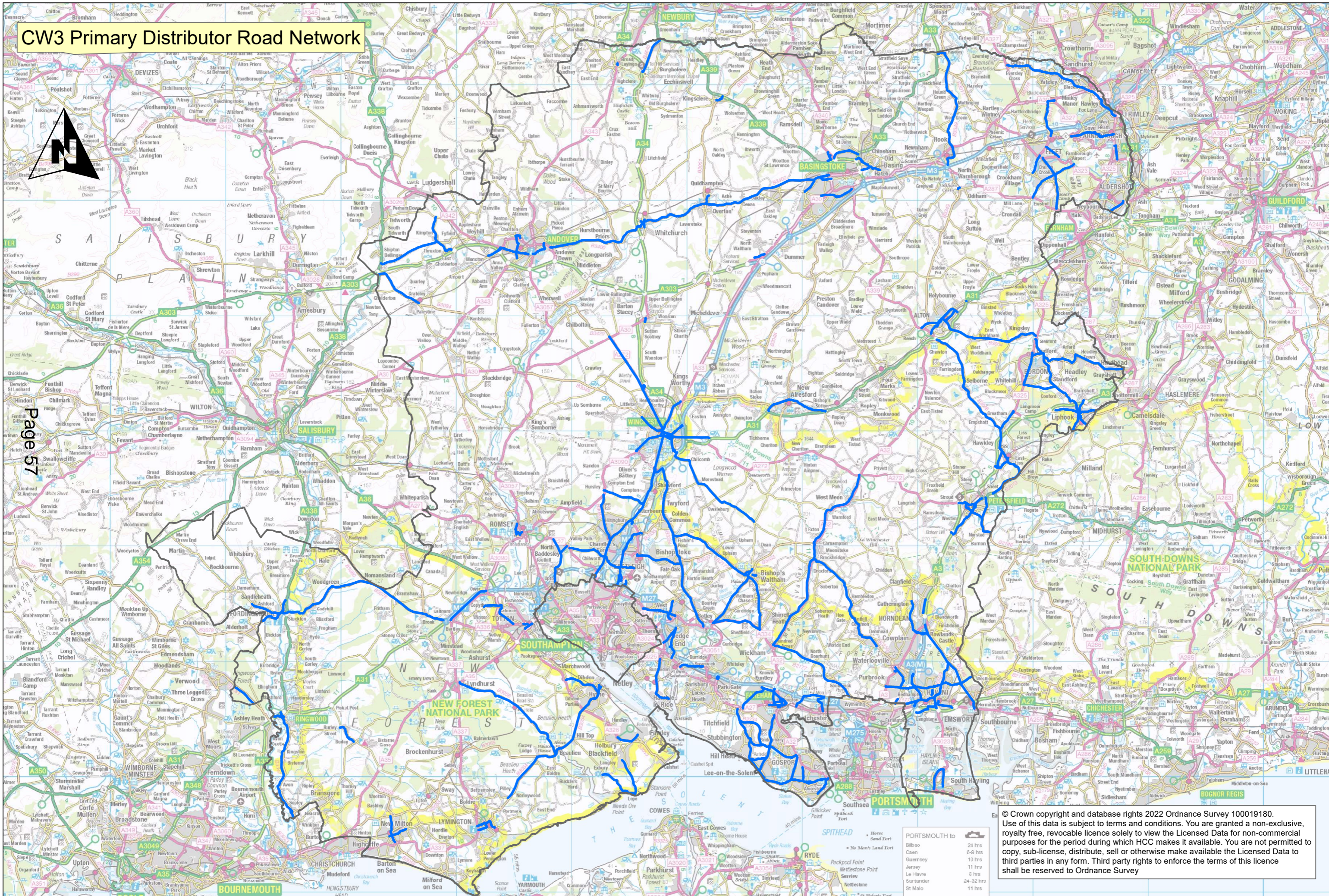
PORTSMOUTH to	
Bilbao	24 hrs
Caen	6-9 hrs
Guernsey	10 hrs
Jersey	11 hrs
Le Havre	8 hrs
Santander	24-32 hrs
St Malo	11 hrs



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# CW3 Primary Distributor Road Network



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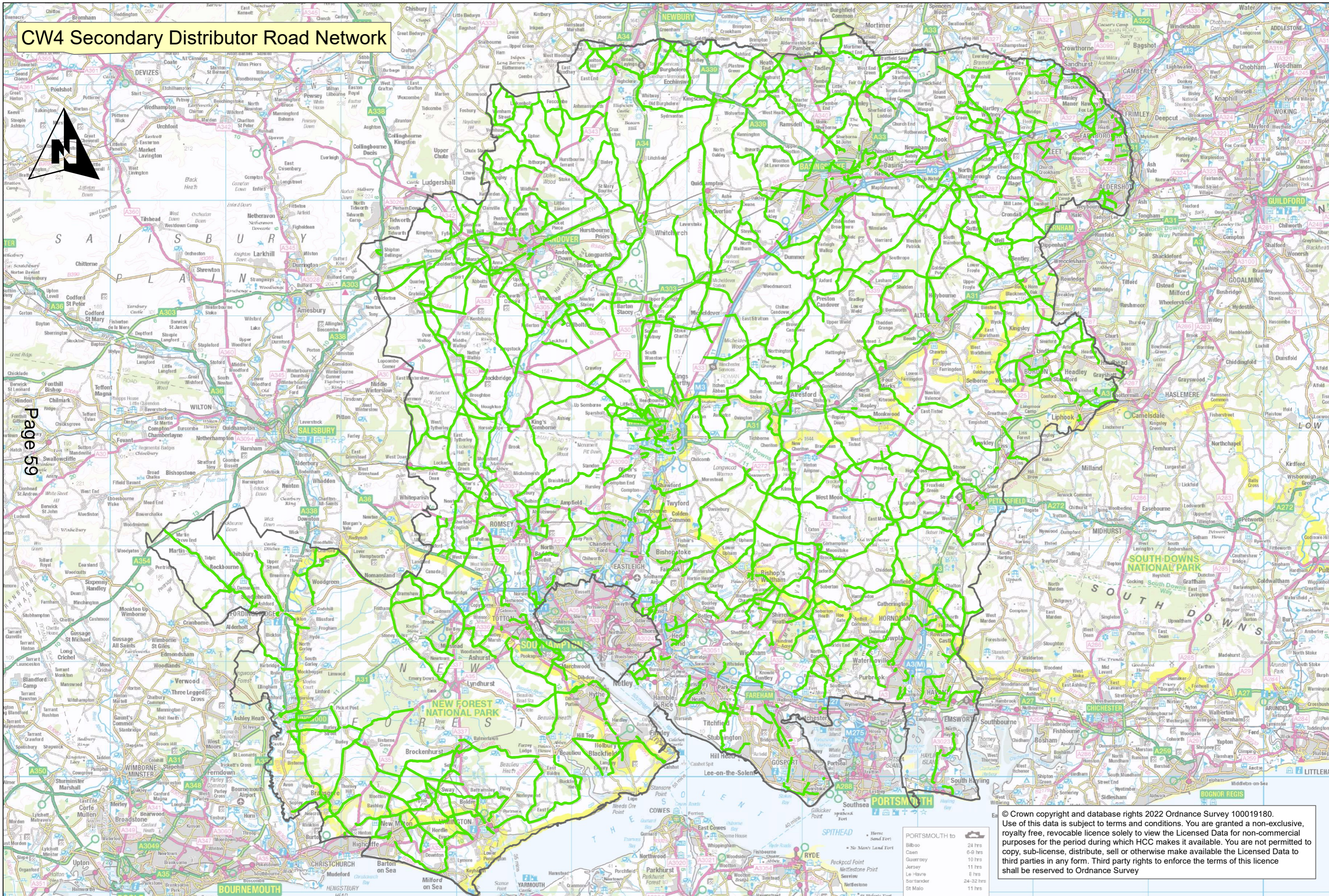
PORTSMOUTH to	
Bilbao	24 hrs
Caen	6-9 hrs
Guernsey	10 hrs
Jersey	11 hrs
Le Havre	8 hrs
Santander	24-32 hrs
St Malo	11 hrs



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# CW4 Secondary Distributor Road Network



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PORTSMOUTH to

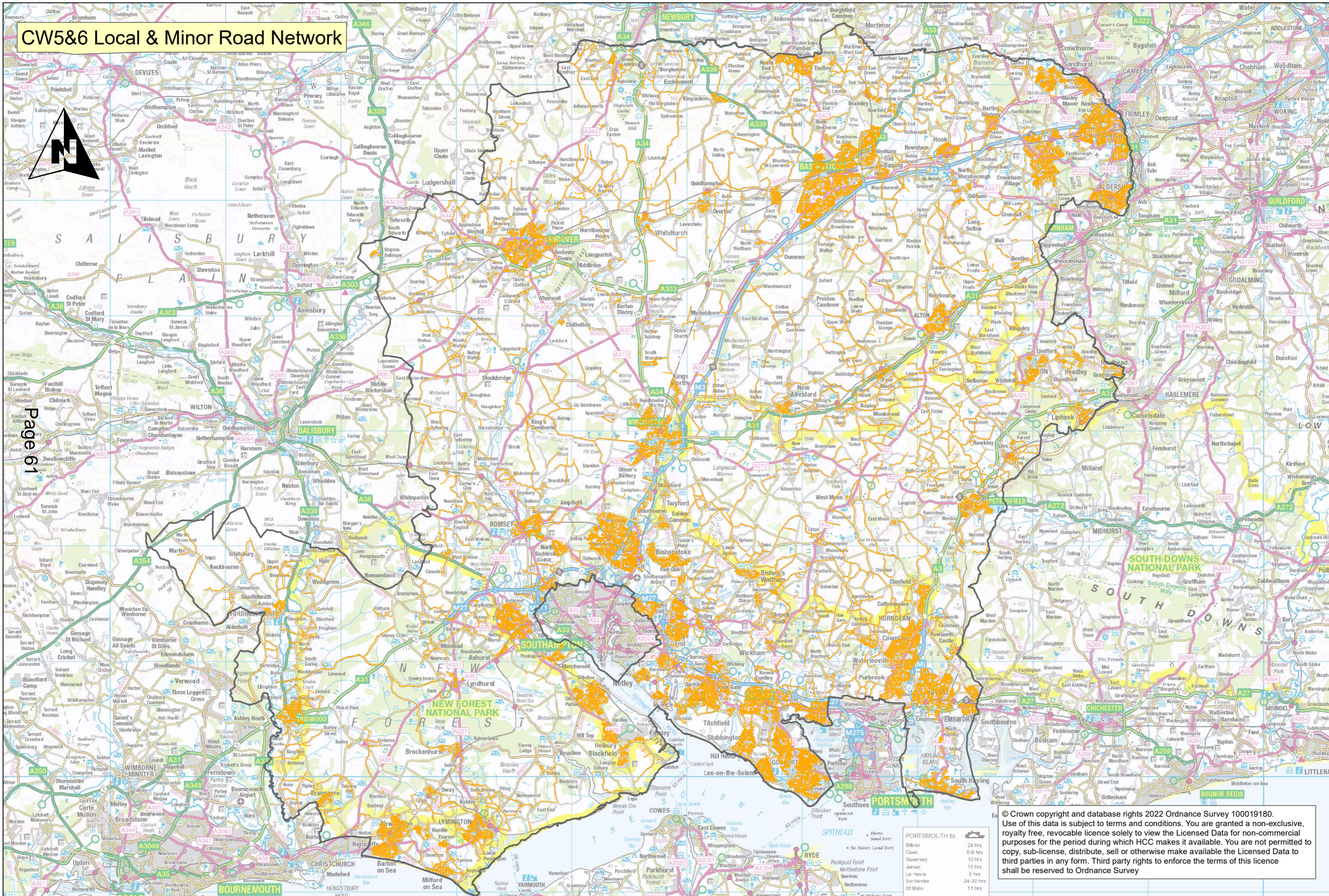
Bilbao	24 hrs
Caen	6-9 hrs
Guernsey	10 hrs
Jersey	11 hrs
Le Havre	8 hrs
Santander	24-32 hrs
St Malo	11 hrs



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# CW5&6 Local & Minor Road Network



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PORTSMOUTH to	Time
Bilbao	24 hrs
Caen	6-9 hrs
Guernsey	10 hrs
Jersey	11 hrs
Le Havre	8 hrs
Santander	24-32 hrs
St Malo	11 hrs



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## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Universal Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Universal Services Proposed Capital Programme 2024/25, 2025/26 and 2026/27
<b>Report From:</b>	Director of Universal Services

**Contact name:** Maria Golley

**Email:** Maria.golley@hants.gov.uk

#### Purpose of this Report

1. The purpose of this report is to set out, subject to confirmation of funding, the proposals for the Universal Services Capital programme for 2024/25, 2025/26 and 2026/27 and to seek approval for their onward submission to Cabinet in February 2024. Appendix 5 is the approved format for the budget book. The report also includes the revised capital programme for 2023/24 and provides recommendations for changes to the programme in 2023/24 and beyond.

#### Recommendations

2. That the Executive Lead Member for Universal Services recommends that the Cabinet and County Council approve the capital programme for 2024/25 and the provisional 2025/26 and 2026/27 capital programmes totalling £329.597 million, as set out in Appendix 5.
3. That the Executive Lead Member for Universal Services approves the carry forward of resources of £4.32 million from 2023/24 to 2024/25, 2025/26 and 2026/27 respectively as set out in Appendix 4.
4. That the Executive Lead Member for Universal Services recommends approval to the Leader and Cabinet of the revised capital programmes cash limit for 2023/24 totalling £207.075 million as set out in Appendix 1.
5. That the Executive Lead Member for Universal Services delegates authority to the Director of Universal Services, in consultation with the Executive Lead Member for Universal Services, to make minor amendments to the split of funding across sub-programmes within the Structural Maintenance programme as set out in Tables 7 and 8.
6. That the Executive Lead Member for Universal Services recommends to Cabinet and County Council to increase the capital programme value of the Bishopstoke Road scheme from £5.3 million to £8.1 million to be funded by

Section 106 contributions, DfT LTP Integrated Transport Block grant and Concessionary Fares budget.

7. That the Executive Lead Member for Universal Services approves the addition of the Southampton and South West Hampshire Transforming Cities Fund (TCF) Bluestar 2 Corridor Bus Improvements scheme into the 2023/24 capital programme at a value of £530,000 to be funded by reallocated TCF grant, subject to DfT approval of a change control.
8. That the Executive Lead Member for Universal Services approves the £948,000 increase in the capital programme value of the Southampton and South West Hampshire Transforming Cities Fund A27 Providence Hill cycle route from £3.076 million to £4.024 million with the increase to be funded by reallocated TCF grant, subject to DfT approval of a change control.
9. That the Executive Lead Member for Universal Services approves the £0.280 million increase to the value of, and expenditure approvals for, the Southampton and South West Hampshire Transforming Cities Fund Marchwood Bypass bus priority scheme from £2.382 million to £2.662 million, entered in the 2022/23 capital programme year, with the increase to be funded by additional TCF grant from Southampton City Council.
10. That the Executive Lead Member for Universal Services approves the £0.890 million decrease of the Portsmouth and South East Hampshire Transforming Cities Fund Bedhampton Hill Bus Roundabout signalisation scheme from £1.2 million to £0.310 million, entered in the 2021/22 capital programme year, to enable the TCF grant and CIL funding to be reallocated across the Portsmouth and South-East Hampshire TCF programme.
11. That the Executive Lead Member for Universal Services approves the £0.630 million increase to the value of, and the expenditure approvals for, the Portsmouth and South East Hampshire Transforming Cities Fund Delme to Downend bus and cycle improvements scheme, from £10.732 million to £11.362 million, entered in the 2022/23 capital programme year, with the increase to be funded by a mix of reallocation of TCF grant, Strategic Routes funding subject to award (underwritten by LTP ITB funding), Section 106 contributions and Intelligent Transport Systems budget.
12. That the Executive Lead Member for Universal Services approves the £0.650 million increase to the value of, and expenditure approvals for, the Portsmouth and South East Hampshire Transforming Cities Fund Gosport Bus Station scheme from £6.119 million to £6.769 million, entered in the 2021/22 capital programme year, with the increase to be funded by reallocation of TCF grant.
13. That the Executive Lead Member for Universal Services recommends to Cabinet and County Council to increase the value of the two following School Condition Allocation Schemes: Crookhorn College SCOLA recladding scheme to be increased by £1.3 million (total value now £3.3 million) and Henry Beaufort School SCOLA recladding scheme to be increased by £1.0 million (total value now £3.1 million) and approves the transfer of these projects into the 2023/24 capital programme. The increases will be funded by the reallocation of School Condition Allocation grant.

14. That the Executive Lead Member for Universal Services notes the £1.165 million decrease in the value of the School Condition Allocation grant funded patent glazing upgrade scheme at Springwood Junior, from £1.785 million to £0.620 million, which is entered in the 2023/24 capital programme.

### **Executive Summary**

15. This report sets out the proposals for the Universal Services Capital programme for 2024/25, 2025/26 and 2026/27, and seeks approval for their onward submission to Cabinet in February 2024.
16. The proposals set out in this report amount to over £329 million across the next three years.
17. The report sets out the proposed programmes by the four branch areas as follows: Highways and Transport (paragraphs 66 to 104), Property Services (paragraphs 105 to 117), Recreation (paragraphs 118 to 129) and Waste and Environmental Services (paragraphs 130 to 138).
18. Where required, it also provides recommendations for the Executive Lead Member for Universal Services for 2023/24 and previous programme years.

### **Contextual Information**

19. The Executive Lead Member for Universal Services can now prepare proposals for:
- a locally resourced capital programme for the three-year period from 2024/25 to 2026/27 within the guidelines used for the current capital programme; and
  - a programme of capital schemes supported by Government Grants in 2024/25, 2025/26 and 2026/27.
20. The 2024/25, 2025/26 and 2026/27 programmes set out primarily new capital resources, with the latter two years based on indicative schemes and figures. The 2024/25 and 2025/26 programmes replace previously approved programmes, they do not add to them.
21. The Universal Services capital programme includes the following branches:
- Highways, Engineering and Transport Services
  - Property, Business Development and Transformation Services
  - Recreation, Business and Information Services
  - Waste and Environmental Services
22. The proposed programmes have been prepared in consultation with the Executive Lead Member for Universal Services and have been reviewed by the Universal Services Select Committee. They are to be reported to the Leader and Cabinet on 6 February 2024 to make final recommendation to Council on 22 February 2024.

23. The three-year capital programme provides details of the schemes expected to commence during 2024/25, 2025/26 and 2026/7. Circumstances outside the County Council's control such as the changing commercial outlook across the highways and civil engineering sectors and the potential need for broader environmental considerations, may cause some schemes to be delayed to later financial years.

### **Key Challenges**

24. Current reports are forecasting that construction inflation rates will continue to fall in 2024, in line with the national downward trend in inflation. However, the capital programme will not benefit from this improving economic position for some time and it should be noted that inflationary pressures are still very extant within current schemes. Inflation remains a positive number hence prices are continuing to rise year on year, even if not at the extremely high rates witnessed during 2022 and 2023. One of the main drivers for the increase in tender prices, is site labour rates which continue to rise faster than wage awards. The long-term forecast is showing around a 20% increase to tender prices in the five years to 2028.
25. Material cost inflation has calmed since the peak observed in 2022. This is helped by the increase in availability of the majority of construction materials, however, there still appears to be a premium in pricing and high demand for some items.
26. Market conditions will continue to be closely monitored and use of local knowledge and regional construction frameworks together with the early engagement of contractors will be vital in securing value for money, and capacity from the industry for the successful delivery of projects within this programme.
27. Some of the recent challenges to delivering the capital programme are showing signs of receding with inflationary impacts easing and suppliers having greater confidence and certainty in pricing projects, with a slight reduction in risk levels now being factored into bids. This also reflects the general position of the broader supply chain which, in turn, encourages competitive bidding from a wider range of suppliers.
28. The proposed capital programme has a reduced dependence upon 'capped' grant funding which eases the pressure on the County Council to fund any cost increase during the lifecycle of a project. However, the lasting impact of soaring inflation - 30-40% increases since 2019 across many parts of the construction sector - means that costs have increased resulting in external bids being higher in value than would otherwise have been the case, and this has resulted in match-funding being more difficult to find.
29. Key challenges that will impact the delivery of the capital programme going forward remain, such as wider economic uncertainty affecting future funding opportunities, the appetite from suppliers to bid competitively and continue working within Hampshire, and securing third-party consents and approvals, for example, Environment Agency, Network Rail, National Highways, which

can take extended periods of time to agree and secure and which, in most cases, are out of the control of the County Council.

30. Across the Corporate and Schools' built estate, a condition and risk-based approach is taken, prioritising and addressing maintenance requirements within the available funding, reflecting the different pressures and challenges. Capital work of this nature is prioritised alongside critical revenue work to maintain the built estate safely. Capital work is at times paused to ensure it remains appropriate and will meet the future requirement of the organisation as part its Strategic Asset Management Plan.
31. All areas of the Built Estate Repairs & Maintenance programmes are being impacted by cost and resource challenges being experienced across the construction industry.

### **REVISED 2023/24 CAPITAL PROGRAMME AND PROGRAMME CHANGES**

32. The revised capital programme for 2023/24 reflecting the adjustments made during the year, is shown in Appendix 1 and totals £207.075 million. This lists all the schemes in the current programme at the latest cost estimate, together with a reconciliation of resources.
33. It is therefore recommended that the Executive Lead Member for Universal Services recommends approval to the Leader and Cabinet of the revised capital programme cash limit for 2023/24 as set out in Appendix 1.
34. Previous updates have highlighted the key risks to the Transforming Cities Programme (TCF) across the Southampton and Portsmouth Cities Region. To mitigate these risks, budget allocations for individual schemes have been realigned due to various factors including modifications during scheme development and to fund emerging cost pressures. This approach has protected the successful delivery of the TCF programme as a whole, and allows the overall programme benefit cost ratio (BCR) reported within the original bid to be maintained. It should also be noted that the schemes are complementary to each other and as a combined package, realise benefits across the wider area supporting the objective of encouraging increased levels of walking, cycling and public transport use. The following paragraphs outline further amendments to the Southampton and South West Hampshire TCF programme.
35. The last capital programme update outlined the need to remove the Bishopstoke Road scheme from the Southampton and South West Hampshire Transforming Cities Fund (TCF) programme as the need to design and seek various external approvals for the required environmental mitigation requires more time to address than is allowed within the DfT TCF timeframe. As it is an important corridor enhancement, the intention is to refinance the scheme and deliver it to a new timeline.
36. Development of the scheme which proposes to implement bus priority measures along Bishopstoke Road, Fair Oak, has confirmed planning, environmental, and geotechnical issues that are essential to resolve, for scheme delivery. The proposed road widening for the bus lane impacts on the floodplain of the Itchen valley which is a Special Conservation Area and to

mitigate this, a flood compensation area is required, which involves reshaping part of the existing playing fields to contain flood water during given storm and flood scenarios. The impact on flooding and the compensation area requires approval by the Environment Agency. Due to the topography and position of adjacent sports pitches, the flood compensation area is proposed to be located remotely from the road, which is beyond the scope of permitted development rights for widening highways and will require planning permission. Being on the floodplain, the proposed road widening is on areas with poor ground conditions so additional engineering work is required to support the new road structures for the longer term. The additional engineering work and processes required to deliver the scheme have increased the programme and forecast costs by £2.8 million.

37. It is therefore proposed that the Executive Lead Member for Universal Services recommends to Cabinet and County Council to increase the capital programme value of the Bishopstoke Road scheme from £5.3 million to £8.1 million. As the scheme will no longer comply with the terms of TCF DfT grant, originally proposed, it will be funded by a mix of S106 contributions, DfT LTP Integrated Transport Block grant and a contribution from the Concessionary Fares budget.
38. With the removal of the Bishopstoke Road scheme from the TCF programme, as reported in the last capital programme update, there remains a need to deliver an alternative scheme along this corridor to meet the TCF programme objectives outlined in the original TCF bid. As a result, it is proposed to introduce the Bluestar2 Corridor Bus Improvements scheme into the TCF programme to deliver an alternative new package of bus priority measures serving this corridor. This new scheme, which will use technology to give buses priority at signal junctions, meets the TCF programme objectives and aims to give similar journey time savings for buses. Furthermore, it is deliverable within the funding timeline as it is relatively straightforward to design and deliver.
39. It is therefore recommended that the Executive Lead Member for Universal Services approves the addition of the Southampton and South West Hampshire Transforming Cities Fund Bluestar 2 Corridor Bus Improvements scheme into the 2023/24 capital programme at a value of £530,000 to be funded by reallocated TCF grant, subject to DfT approval of a change control.
40. As the delivery of capital projects continues to face ongoing financial challenges within the construction market, there is a need to increase the value of the A27 Providence Hill cycle route scheme as the cost estimate for the scheme is now higher than the approved budget. Whilst work has been undertaken to bring the costs in line with the budget by value engineering and removing elements of the design, the estimate is still £948,000 higher than originally anticipated. The scheme has also been further developed to ensure that it aligns with the latest design standards from Active Travel England. It remains assessed as offering reasonable value for money and delivers on key policy objectives of delivering improvements, seeking to encourage walking and cycling to provide more choice for commuters as part of the TCF corridor approach of improving sustainable transport links to Southampton.



41. It is therefore recommended that the Executive Lead Member for Universal Services approves the £948,000 increase in the capital programme value of the Southampton and South West Hampshire Transforming Cities Fund A27 Providence Hill cycle route from £3.076 million to £4.024 million with the increase to be funded by reallocated TCF grant, subject to DfT approval of a change control.
42. In the event of the change control not being approved by the DfT, other options will be reviewed and recommendations will be brought to a future decision day.
43. Since construction commenced on the Marchwood Bypass bus priority scheme, it has become apparent that there are greater constraints on the traffic management arrangements to reduce the impact on motorists than previously estimated as well as additional drainage works. It is therefore prudent to increase the scheme value by £0.280 million to reflect the additional costs that will be incurred.
44. It is therefore recommended that the Executive Lead Member for Universal Services approves the £0.280 million increase to the value of, and expenditure approvals for, the Southampton and South West Hampshire Transforming Cities Fund Marchwood Bypass bus priority scheme from £2.382 million to £2.662 million, entered in the 2022/23 capital programme year, with the increase to be funded by additional TCF grant from Southampton City Council.
45. Further adjustments to the capital programme values of some of the schemes that are progressing through delivery within the Portsmouth and South East Hampshire TCF programme, are also required. These include:
  - Bedhampton Hill Bus Roundabout signalisation (-£0.890 million)
  - Delme to Downend bus and cycle improvements (+£0.630 million)
  - Gosport Bus Station (+£0.650 million)
46. Following the project appraisal, it was found that a number of utility diversions could be removed from the Bedhampton Hill Bus Roundabout scheme which therefore reduced the scope and budget required. The scheme has now been completed and the unspent budget allocation is to be used to support other schemes with funding pressures across the Portsmouth and South East Hampshire TCF programme.
47. It is therefore recommended that the Executive Lead Member for Universal Services approves the £0.890 million decrease of the Portsmouth and South East Hampshire Transforming Cities Fund Bedhampton Hill Bus Roundabout signalisation scheme from £1.2 million to £0.310 million, in the 2021/22 capital programme year, to enable the TCF grant and CIL funding to be reallocated across the Portsmouth and South East Hampshire TCF programme.
48. The Delme to Downend bus and cycle improvements scheme has seen a forecasted increase in costs of £0.630 million since the last Project Appraisal (PA) was approved in May 2022. This increase is due to several factors including changes to the scope of the drainage works to allow for climate

change impacts and potential future flooding events within proximity to the tidal river. The additional requirements to ensure no detrimental impact to the drainage within the area has meant an increase in drainage requirements. These improvements will not only benefit the scheme but also improve road conditions for cyclists using the National Cycle Network route along Cams Hill, which is currently subject to flooding and is impassable during high tide flooding events. Furthermore, these improvements will have a positive impact on the local wildlife and ecology, as filtration systems will be implemented to enhance the quality of water flowing back into the river, which holds several environmentally protected statuses. Therefore, delivery of these essential improvements as part of the core scheme are considered to be effective and cost-efficient.

49. Other factors affecting the rise in construction costs since the previous project appraisal include: material inflationary pressures being felt due to the drastic rise in the inflation rate; and further improvements being implemented at Cams Hill Estate to maximise traffic flows on the junction. To address the impact of inflationary increases, the County Council is exploring other aspects of the Cams Hill scheme that can be optimised in order to save money. This includes reducing the requirements for ducting and reassessing the necessity for full depth resurfacing. These measures will contribute to overall savings in the programme and associated costs. However, it is important that these measures do not compromise the TCF objectives.
50. Despite the cost increases, the scheme continues to provide good value for money, not only locally but also within the wider programme. The scheme will provide a range of benefits including improved public transport accessibility and modal choice, enhanced walking and cycling facilities and supporting businesses and growth by encouraging alternative transport options. The scheme aligns with the strategic objectives of the South East Hampshire Rapid Transit (SEHRT), which themselves also strongly align with the objectives of the TCF programme and Hampshire County Council's LTP4 plan.
51. It is therefore recommended that the Executive Lead Member for Universal Services approves the £0.630 million increase to the value of, and the expenditure approval for, the Portsmouth and South East Hampshire Transforming Cities Fund Delme to Downend bus and cycle improvements scheme, from £10.732 million to £11.362 million, entered in the 2022/23 capital programme year, with the increase to be funded by a mix of reallocation of TCF grant, Strategic Routes funding subject to award (underwritten by LTP ITB funding), S106 contributions and Intelligent Transport Systems budget.
52. Unforeseen issues have arisen with the Gosport Bus Station scheme since construction commenced which has led to an increase in the scheme value to £6.769 million from £6.119 million. Higher than previously anticipated costs for the new bus and taxi shelters, issues around underground utilities necessitating design changes, and the discovery of an area of contaminated land, have led to programme delays and increased costs. Opportunities are continually sought to identify potential cost savings through alternative

materials and construction methodologies whilst ensuring that the scheme is not compromised in terms of delivering TCF objectives and a high quality product.

53. Despite these cost increases, the scheme continues to provide good value for money, not only locally but also within the wider programme, and continues to be well supported by Gosport Borough Council and both County and local members. The scheme will provide a range of benefits including improved public transport accessibility and modal choice, improved air quality by facilitating the use of electric buses and supporting businesses and growth within the town centre through improved public transport penetration. The scheme aligns with the strategic objectives of the South East Hampshire Rapid Transit (SEHRT), which themselves also strongly align with the objectives of the TCF programme and Hampshire County Council's LTP4.
54. It is therefore recommended that the Executive Lead Member for Universal Services approves the £0.650 million increase to the value of, and expenditure approvals for, the Portsmouth and South East Hampshire Transforming Cities Fund Gosport Bus Station scheme from £6.119 million to £6.769 million, in the 2021/22 capital programme year, with the increase to be funded by reallocation of TCF grant.
55. Since the last update, additional funding requests totalling £1.65 million from the corporate capital inflation risk reserve have been approved under the approval delegated to the Deputy Chief Executive and Director of Corporate Operations. Alternative options, including the further application of developers' contributions and reducing the scope of the schemes, were explored thoroughly before the requests were made. Any unspent amounts upon completion of these schemes, will be returned to the corporate capital inflation risk reserve. The table below shows the revised capital programme values.

Scheme	Additional Corporate Capital Inflation Risk Reserve £000	Revised Capital Programme Scheme Value £000
Portsmouth and South East Hampshire TCF Delme to Downend bus and cycle improvements	800	10,732
Portsmouth and South East Hampshire TCF Gosport Bus Station	200	6,119
Southampton and South West Hampshire TCF Marchwood Bypass bus priority	400	2,382
Southampton and South West Hampshire TC Providence Hill cycle route	250	3,076

56. Two SCOLA recladding projects (Crookhorn College and Henry Beaufort School) have been moved from the 2024/25 programme to the 2023/24 programme because initial expenditure is expected in 2023/24 in advance of work starting on site in summer 2024. The impact of inflation since the schemes were first added to the programme, plus clarification of the scope of work to incorporate climate change adaption, has increased the value of both schemes.
57. It is therefore recommended that the Executive Lead Member for Universal Services recommends to Cabinet and County Council to increase the value of the Crookhorn scheme from £2.0 million to £3.3 million and the value of the Henry Beaufort scheme from £2.1 million to £3.1 million.

## PROPOSED CAPITAL PROGRAMME 2024/25 TO 2026/27

### Total Resources for Universal Services

58. The table below summarises the proposed new capital investment submitted for consideration for the next three years across the four branches. This table does not reflect actual expenditure in those years.

59. Table 1: Summary of Universal Services capital programmes by branch

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
Highways and Transport	110,140	80,403	55,203	245,746
Property	22,208	27,180	29,264	78,652
Recreation	4,908			4,908
Flood & Coastal Defence	106			106
Unallocated budget	185			185
<b>Total programme</b>	<b>137,547</b>	<b>107,583</b>	<b>84,467</b>	<b>329,597</b>

60. The total capital resources that funds this programme is outlined in Appendix 2.

61. Local resources guidelines were agreed by Cabinet on 12 December 2023. Total local resources amount to £48.994 million over the next three years.

62. Table 2: Summary of Universal Services local resources

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
Local resources	33,194	12,400	3,400	48,994
<b>Total</b>	<b>33,194</b>	<b>12,400</b>	<b>3,400</b>	<b>48,994</b>

63. Throughout the period of austerity, the County Council has maintained planned revenue contributions to capital as part of its revenue budget, recognising the need for continued capital expenditure in areas such as investment in highways. For Universal Services this has meant an annual contribution to its capital programme of £12.4 million.
64. From 2025/26, local resources will no longer be held in the Universal Services capital programme but will be held centrally, which will allow the County Council time to continue to consider the evolving Medium Term Financial Strategy position. This is a pragmatic approach that balances recognition of the importance of capital investment with the need to review and challenge all revenue based expenditure given the exceptional financial environment.
65. The following sections outline the proposals for the Universal Services Capital programme for 2024/25, 2025/26 and 2026/27 by branch.

### **Highways and Transport capital programme**

#### **Total Resources**

66. The table below is a breakdown of the capital resources in their respective start years for the Highways and Transport capital programme. This table does not reflect actual expenditure in those years.
67. Table 3: Summary of Highways & Transport capital programme

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
Structural Maintenance	60,541	54,753	47,253	162,547
Integrated Transport	46,199	22,250	4,550	72,999
Hampshire Transport Management	3,400	3,400	3,400	10,200
<b>Total</b>	<b>110,140</b>	<b>80,403</b>	<b>55,203</b>	<b>245,746</b>

Table 4: Total capital resources for Highways and Transport capital programme

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
Bridge Replacement	2,500			2,500
Developer contributions	18,239	6,350	2,850	27,439
DfT Active Travel Fund	13,090	-	-	13,090
DfT Highways Incentive Grant	3,721	3,721	3,721	11,163
DfT Levelling Up Fund	10,000	7,000	-	17,000
DfT LTP ITB grant	2,200	2,700	1,700	6,600
DfT LTP Maintenance Grant	14,886	14,886	14,886	44,658

DfT Network North Fund	4,225	<i>13,760</i>	<i>13,760</i>	31,745
DfT Pot Hole Grant	14,886	<i>14,886</i>	<i>14,886</i>	44,658
DfT Levelling Up Fund/ATF bid (future)	-	<i>2,700</i>	-	2,700
HCC Ringfenced Concessionary Fares	1,050	-	-	1,050
ITS Replacement	1,000	-	-	1,000
Local resources guideline	1,823	-	-	1,823
National Highways	-	<i>3,000</i>	-	3,000
Other Local Authority	420			420
Payments Reserve	7,500	<i>7,500</i>	-	15,000
Prudential borrowing requirement	3,400	<i>3,400</i>	<i>3,400</i>	10,200
Revenue Reserve	10,112	-	-	10,112
South Downs National Park Authority	1,088			1,088
WCC CIL		<i>500</i>		500
<b>Total</b>	<b>110,140</b>	<b>80,403</b>	<b>55,203</b>	<b>245,746</b>

Figures in italics are subject to DfT decisions and for planning purposes this level of funding is assumed.

### Local Resources

68. Local resources guidelines were agreed by Cabinet on 12 December 2023. Total local resources amount to £41.685 million over the next three years.

69. Table 5: Local resources for Highways & Transport capital programme.

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
HCC Ringfenced Concessionary Fares	1,050	-	-	1,050
Local resources guideline	1,823	-	-	1,823
Payments Reserve	7,500	7,500	-	15,000
Prudential borrowing requirement	6,900	3,400	3,400	13,700
Revenue Reserve	10,112	-	-	10,112
<b>Total</b>	<b>27,385</b>	<b>10,900</b>	<b>3,400</b>	<b>41,685</b>

### Government Formula Allocations

70. The DfT LTP allocations for Integrated Transport and Structural Maintenance for 2024/25, 2025/26 and 2026/7 are detailed in Table 4. It should be noted that 2024/25 is the final year of the confirmed three-year settlement which commenced in 2022/23 and at the time of writing, the DfT has made no

indication about future funding. Therefore, 2025/26 and 2026/27 figures are subject to DfT decisions and for planning purposes, it is assumed that funding will keep to current levels.

### **Other Government Funding**

71. Given the modest annual LTP Integrated Transport Block funding (£5.338 million), the programme reflects the need of the County Council to obtain additional external funding, through competitive bidding processes, to maximise the potential for delivery and address funding gaps.
72. However, over the last 12 months there has been a deterioration in the central government funding environment with significant reductions to transport funding in the short term.
73. At the time of writing, the County Council is awaiting a decision on £2.5 million of Active Travel Fund bids and there is an expectation of a larger, multi-year settlement in the future. In addition, we are also expecting the third and final round of Levelling Up Fund to be announced which will be in the region of £1 billion, nationally.
74. The Government's Network North document sets out a plan for improving the country's transport. While most of the focus is on the North and Midlands, and there is limited new funding available through the plan, there is potential for a future round of funding for improvements to the Major Road Network where Hampshire could consider submitting a bid.

### **Developer Contributions and other External Funding**

75. The Department receives contributions from developers towards the cost of highway and transport infrastructure associated with mitigating the effects of developments.
76. This three-year programme includes an estimate of £27.439 million of developer contributions from Section 106. In addition, there are many more projects currently at feasibility or early development stages that may well come forward during the next three years for delivery which may utilise this source.

### **Revenue Investment**

77. The capital programme is initially developed through revenue investment in transport strategies, plans and schemes. The difficult financial situation all local authorities find themselves in, means revenue funding is scarce. Looking forward, this means the County Council will increasingly be unable to meet the requests of the public, members, and others to develop schemes and projects except where there is external funding to do so.
78. Whilst there is DfT funding for some revenue activity, it is mainly in the areas related to developing active travel schemes, electric vehicle infrastructure plans and bus service improvement plans. In terms of meeting community requests to tackle local transport problems, it is increasingly likely these will only be able to be met if associated with a supporting budget to do initial

investigation via mechanisms such as the community funded infrastructure programme or from development contributions.

### Structural Maintenance Programme

79. The Structural maintenance programme is a 'spend' based programme, and therefore the figures in Table 6 represent how much will be spent in that year.

Table 6: Total capital resources for Structural Maintenance programme

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
Local resources guideline	1,823			1,823
Payments Reserve	7,500	7,500		15,000
Revenue Reserve	10,000			10,000
DfT Highways Incentive Grant	3,721	<i>3,721</i>	<i>3,721</i>	<i>11,163</i>
DfT Pothole Grant	14,886	<i>14,886</i>	<i>14,886</i>	<i>44,658</i>
DfT LTP Maintenance Grant	14,886	<i>14,886</i>	<i>14,886</i>	<i>44,658</i>
DfT Network North Fund	4,225	<i>13,760</i>	<i>13,760</i>	<i>31,745</i>
Bridge Replacement	2,500			2,500
ITS Replacement	1,000			1,000
<b>Total</b>	<b>60,541</b>	<b><i>54,753</i></b>	<b><i>47,253</i></b>	<b><i>162,547</i></b>

80. At the time of writing, the DfT has made no indication about funding beyond 2024/25. Therefore, 2025/26 and 2026/27 figures in italics are subject to DfT decisions and for planning purposes, it is assumed that funding will keep to current levels.

81. However, in November, the Government announced additional funding of a minimum of £132.297 million through the Network North fund for the 11-year period 2023/24 to 2033/34. Whilst £4.225 million has been confirmed for both 2023/24 and 2024/25, the remaining balance has been estimated at £13.760 million across the remaining 9 years for planning purposes.

82. Whilst this additional funding is welcome and much needed, it is anticipated that it will generate a high demand for sub-contract specialist resources, potentially leading to increased competition between highway authorities and service providers in order to secure them. Hampshire is in a more fortunate position as it has already committed to longer term pipelines of work, and secured the necessary resource, as a consequence of the 3-year Stronger Roads Today campaign that was launched in July 2023. There are also sector-wide shortages for technical resources with recruitment and retention continuing to be a challenge.

83. In addition, over the past few years there has been a notable increase in demand for road space and permits. School holiday periods, in particular, are



in high demand where all statutory undertakers try to plan to deliver their most traffic sensitive projects. This had led to many key roads being booked far in advance making it more difficult for other parties, including the County Council, to undertake planned work.

84. It should be noted that, within year, one-off government grant funding and other funding from successful bids can be allocated to this budget increasing the total available in year. As part of some programmes, the County Council seeks to build up sufficient allocations for larger more complex schemes over several years. In addition, some schemes hold funding to help support bidding opportunities.
85. Budgets are allocated in line with Hampshire County Council's Asset Management principles and needs based budgeting and programmes are developed based on various factors, including condition, remaining life and lifecycle planning including whole life costs.
86. To provide greater governance of the Structural Maintenance programme, it has previously been agreed that this report will include the initial split of allocation between the two sub-programmes that form the Structural Maintenance programme, with authority delegated to the Director of Universal Services to make minor amendments to the split of funding across sub-programmes.
87. It is therefore recommended that the Executive Lead Member for Universal Services delegates authority to the Director of Universal Services, in consultation with the Executive Lead Member for Universal Services, to make minor amendments to the split of funding across sub-programmes within the Structural Maintenance programme.
88. In 2024/25, the total Structural Maintenance spend will be split across the two programmes of work as shown in the tables below. The split of the total Structural Maintenance budget is confirmed on a rolling year basis and the initial split of allocations between the two sub-programmes that form the Structural Maintenance programme is shown in the tables below.

Table 7: Structural maintenance programme

	<b>2024/25 £000</b>
Planned Maintenance	29,781
Local Depots (incl. Countywide Services)	18,310
ITS	1,150
Highways Other	4,800
<b>Total programme</b>	<b>54,041</b>

Table 8: Bridges programme

	<b>2024/25 £000</b>
Bridges	6,500
<b>Total programme</b>	<b>6,500</b>

This split is based on the previous year and has been adjusted to reflect the additional funding for Stronger Roads Today' Highways reactive maintenance.

### Integrated Transport Programme

89. This programme is a 'starts' based programme, and therefore the figures in Table 9 do not represent how much will be spent but the full value of projects that are proposed to incur expenditure in that year.

Table 9: Total capital resources for Integrated Transport programme

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
Developer contributions	18,239	6,350	2,850	27,439
DfT Active Travel Fund	13,090			13,090
DfT Levelling Up Fund	10,000	7,000		17,000
Future DfT Levelling Up Fund/Active Travel Fund		2,700		2,700
HCC Ringfenced Concessionary Fares	1,050			1,050
DfT LTP Grant	2,200	2,700	1,700	6,600
National Highways		3,000		3,000
WCC CIL		500		500
Other Local Authority	420			420
Revenue reserve	112			112
South Downs National Park Authority	1,088			1,088
	<b>46,199</b>	<b>22,250</b>	<b>4,550</b>	<b>72,999</b>

90. The County Council is developing additional schemes, which are expected to be added to 2026/27 capital programme year once further developed. This explains why the value is so much higher in year 2025/26. Appendix 5 provides detail on the schemes to be included in this programme.

91. As this is a 'starts-based' programme, the capital resources outlined above in Table 9, do not include the value of schemes currently in delivery which commenced prior to 2024/25. Therefore, schemes such as, A326 Fawley Waterside, M27 Junction 10 and TCF totalling over £150 million, will continue to require significant on-going resources from across the department in 2024/25. It should also be noted that any cost over-runs on previous starts may need to be funded from the current three-year programme.

92. The 2024/25 main programme provides details of the schemes expected to commence during that financial year. As previously mentioned, circumstances outside the organisation's control can intervene, causing some schemes to be delayed to later financial years. The main 2025/26 and 2026/27 programmes are at this stage provisional and programmed based upon the more limited information available for schemes at a much earlier stage of development. This includes schemes that will be submitted as part of future rounds for Active Travel funding (£13 million) and Levelling Up fund (£17 million) that currently do not have funding secured.
93. In compiling the three-year outlook, these provisional allocations are reviewed, and schemes are adjusted or in some cases removed from the future years programmes. The report will now outline key amendments to the capital programme in future years.
94. The 2024/25 capital programme no longer includes a provision for two active travel schemes; Stockbridge Road corridor, Winchester (£2.5 million) and NCN22 Petersfield Road, Havant (£3 million). Both schemes were developed prior to new design guidance being released by the Government and due to these changing design standards, it is considered that neither of the above schemes are likely to be funded via the Active Travel Fund. Therefore, they have been removed from the 2024/25 capital programme.
95. The 2025/26 capital programme no longer includes the provision of several schemes which were intended to utilise funding as set out within our original Bus Service Improvement Plan (BSIP) submission to DfT in October 2021 (a competitive bidding process). These schemes include Basingstoke Bus Priority Measures (£7.8 million), Farnborough Gold 1 Corridor Bus Priority measures (£2 million), Tap on Tap off card readers on bus (£1.2 million) and Upgrade of RTI at bus stops (£1.2 million). The County Council was unsuccessful in receiving capital funding through the 2022-2025 BSIP allocation, but did receive revenue funding through BSIP+.
96. The BSIP+ funding is to be used for a range of revenue initiatives over 2023/24 and 2024/25 including bus stop infrastructure audit surveys and refurbishments, uplifts to service frequencies, bus user satisfaction surveys and feasibility studies to develop designs for potential bus priority measures on flagship bus corridors including The Star corridor, the Basingstoke area and the Gold 1 corridor between Aldershot and Farnborough. These studies may result in future schemes within the capital programme if new funding opportunities arise and bid are successful. The Countywide programmes of improvements are being taken forward with smaller schemes using available funding so no longer warrant a dedicated entry in the capital programme.
97. The Twyford Road scheme has been deferred due to having insufficient funding and there is little prospect of additional funding being found for the scheme to be fully developed to enable construction to commence within 2024/25 as originally anticipated. However, the scheme is still being partially progressed to spend specific Section 106 contributions on design and early deliverables until full funding is identified, and this is reflected by the reduction of the scheme value to £1 million.

98. In light of changes to national funding, the Hamble Lane improvements originally envisaged are unlikely to be funded by Government. The current County Council's position on the problems of traffic congestion along the Hamble Lane corridor leading to the Windover Roundabout (and M27 J8) were reported to Executive Member for Environment and Transport, in March 2019 and set out in the [Decision](#) (and supporting report). At the time approval was given to further develop a preferred scheme for Hamble Lane, combining online widening, junction signalisation and revised access arrangements, mainly in the northern section of Hamble Lane.
99. It was originally expected that a bid for funding could be made to the Government's Pinch Point Fund. However, that fund was cancelled and replaced with the Levelling Up Fund which never presented an opportunity. In light of this changed funding regime, it is considered highly unlikely that the totality of the preferred scheme can be delivered and as a result it is prudent to review the scale of scheme to something much smaller than the historic ambition. As a result, the scheme has been reduced in value to £2.5 million and will be based upon what is deliverable within the available S106 and will require alternative solutions to be considered. These solutions will emerge from the review to be carried out, that will now form part of the emerging Eastleigh Transport Strategy and will include interventions that have a positive impact on traffic congestion.
100. In addition, National Highways has been progressing an improvement scheme for Windover Roundabout and M27 J8, although a recent application for compulsory purchase of land for environmental mitigation was rejected. National Highways are now considering how to move forward with the project. Given that the full benefits of a highway capacity-based scheme for Hamble Lane could not be realised without the Windover and M27 J8 scheme, it should also be considered whether progressing with the original highway capacity-based Hamble Lane scheme in isolation would make sense at this stage.
101. The three-year capital programme has a range of scheme types, including a sub-programme of schemes which are mainly concerned with walking and/or cycling improvements. The current value of this sub-programme is almost £45 million, which represents a decrease of £13 million from 2023/24 reflecting the deterioration in central government funding and uncertainty over future opportunities for active travel funding, as outlined in paragraph 72. However, it still comprises 61% of the Integrated Transport programme, which demonstrates the County Council's continuing investment in walking and cycling infrastructure and the capital programme's shift in emphasis to sustainable transport measures to contribute to de-carbonisation and climate change ambitions. To maintain this, the County Council is working hard to identify any potential funding streams, particularly with Active Travel England.
102. It is noted however that this is the value of schemes mainly focused on walking and cycling improvements and there are many other schemes in the programme that include walking and cycling elements, which are not included in this sub-programme.

### Hampshire Transport management programme

103. £3.4 million per annum for vehicle purchases by Hampshire Transport Management (HTM) has been allocated to the 2024/25 to 2026/27 programme to enable HTM to respond to growing business for electric vehicles. The cost of these purchases is recovered through business unit charges to customers.
104. From 2009/10, Hampshire Transport Management (HTM) has used prudential borrowing to fund the purchase of vehicles instead of leasing them to generate savings.

### Property Services capital programme

#### **Total Resources**

105. The table below is a breakdown of the capital resources in their respective start years for the Property Services capital programme. This table does not reflect actual expenditure in those years.

Table 10 – Total capital resources for the Property Services programme

	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>Total</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Capital Priorities funding (County Council 29/9/22) (deferred)		1,500		1,500
Capital Receipts - reserved for Office Accommodation (carry forward)	176			176
Children's Services (CS) Developer Contributions	600			600
Invest to save reserve (carry forward)	261			261
Local resources (carry forward)	283			283
<i>Schools Condition Allocation Grant</i>	<i>20,388</i>	<i>25,680</i>	<i>29,264</i>	<i>75,332</i>
Schools Condition Allocation Grant (carry forward)	500			500
<b>Total programme</b>	<b>22,208</b>	<b>27,180</b>	<b>29,264</b>	<b>78,652</b>

#### **Local Resources**

106. The programme proposed for 2024/25 to 2026/27 is detailed in Appendix 5.
107. £1.5 million of Capital Priorities funding was added to the 2024/25 capital programme for investment in the Corporate Estate and the programme of building fabric and mechanical and electrical building services lifecycle replacement. To ensure its use remains aligned with the possible further asset rationalisation under the Strategic Asset Management Plan (SAMP), timing of spend has been deferred to 2025/26.

108. An additional £0.459 million from capital receipts and local resources has been carried forward to 2024/25 to fund planned improvements to office accommodation and facilities management.
109. £0.261 million Invest to Save funding has also been carried forward to continue support of the Energy Performance Programme and fund investment in electric vehicle infrastructure.
110. £0.6 million funding from Childrens Services' Developers Contributions has been transferred to the School Condition Programme to part fund the £1.4 million SCOLA recladding project at The Butts Primary School.

### **Government Allocations**

111. The Secretary of State has not yet announced details of individual local authority School Condition Allocation grant allocations for 2024/25, 2025/26 and 2026/27. A continuation of the £23.164 million 2023/24 allocation is assumed in the 2024/25 to 2026/27 programmes.
112. The School Condition Allocation grant is used to address the condition of the schools estate on a priority basis, incorporating measures that reduce energy consumption and achieve carbon emission reductions wherever possible.
113. The Decarbonisation programme for schools is funded by a combination of Public Sector Decarbonisation Scheme and Schools Condition Allocation grants and three Ground Source Heat Pump pilot schemes totalling £1.8 million (at Heatherside Junior, Hiltingbury Junior and Nightingale Primary) were added to the 2023/24 programme in November 2023.
114. £0.5 million of School Condition Allocation grant was allocated in the 2023/24 programme to the establishment of a "revolving fund" for use by schools for energy efficiency projects such as LED lighting replacement. Managed in the same way as the previous scheme delivered via Salix, the costs of viable projects funded from the revolving fund would be returned in full by the schools over maximum term of eight years, replenishing the fund to support future projects. In 2023/24 schools have received a grant directly from Government for similar works, so the £0.5 million will be deferred to 2024/25. A further £0.5 million of School Condition Allocation grant will be added to the scheme, bringing the 2024/25 total allocation to £1 million.

### Schools Condition Programme

115. Two SCOLA recladding projects (Crookhorn College and Henry Beaufort School) have been moved from the 2024/25 programme to the 2023/24 programme because initial expenditure is expected in 2023/24 in advance of work starting on site in summer 2024. The impact of inflation since the schemes were first added to the programme, plus clarification of the scope of the work to incorporate climate change adaption, has increase the value of both schemes. Crookhorn has increased from £2.0 million to £3.3 million and Henry Beaufort from £2.1 million to 3.1 million.

116. The patent glazing upgrade scheme at Springwood Junior School has been delivered for £0.620 million, which is £1.165 million less than the scheme's £1.785 million approved value in the 2023/24 capital programme. Following further investigations, detailed design, and discussions with the Planning Officers, it was possible to reduce the scope of works to leave more of the original structure and roof coverings in place, which is best practice on this listed building. The released funding will be reallocated within the School Condition Programme.
117. Details of the named School Condition Allocation schemes in the revised 2023/24 programme and the future years programmes are provided in Appendices 1 and 5.

### **Recreation capital programme**

#### **Total Resources**

118. The table below is a breakdown of the capital resources in their respective start years for the Recreation capital programme. This table does not reflect actual expenditure in those years.

Table 11 – Total capital resources for the Recreation capital programme

	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>Total</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Capital Priorities funding (County Council 29/9/22)	1,480			1,480
Capital Receipts - reserved for Outdoor Centres (carry forward)	190			190
CCBS Cost of Change (carry forward)	2,800			2,800
External contribution - Portal Trust (carry forward)	110			110
Local resources	328			328
<b>Total programme</b>	<b>4,908</b>			<b>4,908</b>

#### **Local Resources**

119. The programme proposed for 2024/25 to 2026/27 is detailed in Appendix 5.
120. The 2024/25 programme includes investment in planned works to address the condition of Countryside Bridges and Rights of Way, which is funded by £0.580 million capital priorities funding and a further £0.328 million from local resources.
121. This funding is for the management of the rights of way network primarily associated with the management of Health and Safety (H&S) requirements of the Bridges on the network, but also includes the maintenance of the surface of paths (including Byways) and other infrastructure requirements. This

enables the highest priority schemes only to be delivered that assist in meeting the County Council statutory responsibilities.

122. From 2025/26, local resources will no longer be held in the capital programme but will be held centrally, which will allow the County Council time to continue to consider the evolving Medium Term Financial Strategy position.
123. £0.5 million capital priorities funding is allocated to planned improvements to residential and farm buildings across the County Farms estate to ensure compliance with tenancy and agricultural regulations including energy efficiency measures.
124. £0.4 million capital priorities funding is also allocated to the Basingstoke Canal programme for the continued management of assets including bank stabilisation, weirs and sluices and towpaths.
125. £2.8 million Cost of Change funding has been carried forward to 2024/25. This includes £1.0 million for the Calshot Futures interim works and £1.8 million for the Hampshire Outdoor Centres Transformation programme.
126. Carried forward capital receipts of £0.19 million are also funding the Hampshire Outdoor Centres Transformation programme.

### **Other Funding**

127. An external contribution of £0.110 million, from the Portal Trust, is the final element of carried forward funding for the Hampshire Outdoor Centres Transformation programme.

### **Hampshire Outdoor Centres programme**

128. An extension feasibility assessment has been conducted on the Hampshire Outdoor Centres Transformation Programme to ensure the scheme of works taken forward is affordable within the cost envelope. The lead time for projects now mean works will be picked up in 2024/25 and some works, with dependencies on elements like planning permission, will likely take place in 2025/26. The total funding of £2.1 million is therefore carried forward from 2023/24 to 2024/25.
129. £1 million funding for the Calshot Futures scheme is also carried forward to 2024/25, to address non-lifecycle maintenance issues and make minor improvements. Further survey work is required to prioritise the order of works before final approval is sought, and the lead time and planning requirements mean that work is unlikely to start until 2024/25.

### **Waste and Environmental Services capital programme**

### **Total Resources**

130. The table below is a breakdown of the capital resources in their respective start years for the Waste and Environmental Services capital programme. This table does not reflect actual expenditure in those years.



Table 12 – Total capital resources for the Waste and Environmental capital programme

	<b>2024/25 £000</b>	<b>2025/26 £000</b>	<b>2026/27 £000</b>	<b>Total £000</b>
Flood and Coastal Defence	106	0	0	106
	<b>106</b>	<b>0</b>	<b>0</b>	<b>106</b>

### Waste Programme

131. In late October 2023 the Government released their ‘Simpler Recycling’ response, formerly known as Consistency in Recycling, which contained a universal exemption to allow authorities to choose to undertake fully comingled dry mixed recycling collections representing a significant change from the position set out in the Environment Act 2021 that has a clear indication of a preference for source segregated collections. As a result of this exemption, there is expected to be a review of the existing plans for recycling systems by the waste collection authorities which in turn means that the current plans for infrastructure, based on a twin stream system, need to be paused until that review is completed.
132. The County Council, working with Portsmouth and Southampton Cities will review the proposals for recycling infrastructure once the system review is complete and an update on the implications for the proposed spend under the capital programme will be provided in the next update.
133. It is worth noting that, in addition to the legislative uncertainty, there is no detailed information from Government about the funding streams that form part of Simpler Recycling and Extended Producer Responsibility. Also, the Government timeframes for implementation of 1 April 2026 mean that many Local Authorities will be seeking to procure infrastructure and equipment at the same time, leading to potential supply chain issues or increased prices that are also considered to be a significant risk to programme timelines.

### Flood Risk and Coastal Defence programme

134. The County Council’s Flood Risk and Coastal Defence Programme is an important part of its response to the challenge of climate change, in particular the impacts of intense rainfall events, surface water flooding and increased storminess. By drawing in local, regional, and national investment funding the programme supports the development and delivery of schemes to reduce the risk from all sources of flooding and increase the resilience of communities.
135. Over the next 3 years, new capital funding for the programme is £0.106million.
136. As this is a start-based programme, these figures do not include the value of schemes currently in design and delivery which commenced prior to 2024/25. The estimated value of the total programme is £24.9 million, funded by Flood Defence Grant in Aid (FDGiA), Regional Flood and Coastal

Committee (RFCC) Local Levy, other local authorities, local resources and developers contributions. Of this, £22 million is allocated to specific schemes prior to 2024/25 and at the time of writing, a programme of £1.5 million is forecast from 2024/25 to 2026/27 to be funded by new local resources and carry-forward from previous years.

137. Like the other areas within the Capital Programme, the development and delivery of schemes within the Flood Risk and Coastal Defence Programme is experiencing inflationary pressures. Accessing national Flood Defence Grant in Aid, and Local Levy from the Regional Flood and Coastal Committees, continues to be a challenge with the potential level of support from these sources diminishing where national funding criteria and local priorities and choices do not always align. Flooding almost always involves multiple stakeholders so partnership working and alignment of multiple priorities and resources will be a key driver for effective delivery.
138. The changes being experienced in terms of flood risk and the ever-increasing storms require a degree of flexibility in the programme. Future schemes will be identified as areas at highest risk of flooding become more apparent based on the Catchment Plans and Action Plans in accordance with our Flood and Water Management Strategy [Catchment Approach to Flood Risk Management | Hampshire County Council \(hants.gov.uk\)](https://www.hants.gov.uk/catchment-approach-to-flood-risk-management) These plans are in development and will set the programme for upcoming schemes prioritised on a risk based approach as detailed in the Catchment Plans and will be funded by the unallocated balance of £1.3 million. In addition, other sources of funding will be identified and bid for as applicable as and when new funding programmes are publicised.

## Revenue Implications

139. On the basis of the position outlined in this report, Table 13 summarises the Revenue Implications of the proposed capital investment.

Table 13: Revenue implications

	2024/25 £000	2025/26 £000	2026/27 £000	Total £000
Running costs	350	350	350	1,050
Capital charges	5,102	3,964	2,997	12,063
<b>Revenue implications</b>	<b>5,452</b>	<b>4,314</b>	<b>3,347</b>	<b>13,113</b>

140. The on-going service and maintenance implications of the proposed capital programme are funded from within the revenue budget. Some schemes are of an invest to save nature and thus have a positive impact on the revenue budget.
141. In line with proper accounting practice, the asset value resulting from capital expenditure is depreciated over the expected life of the asset with a

corresponding charge to the income and expenditure account. However, this accounting adjustment does not directly impact the cash limited budget of services.

### **Consultation and Equalities**

142. This is a financial report amending or proposing budgets for programmes and individual schemes, and therefore does not require a consultation.
143. Service changes or proposals for individual schemes will undertake their own specific consideration of equalities issues. This report has no direct effect on service users, so has a neutral impact on groups with protected characteristics.

### **Climate Change Impact Assessments**

144. 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.
145. The tools employed by the County Council to assess impacts on climate change adaptation and mitigation were utilised and found not to be applicable on grounds that the decision relates to a strategic programme rather than specific interventions. The tools will be applied to specific schemes and more detailed proposals in the future to assess any impacts and ensure they are reported.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<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 is a financial report amending or proposing budgets for programmes and individual schemes. Changes or proposals for individual schemes will undertake their own specific consideration of equalities issues. The decisions in this report are financial, and mainly relate to in-house management of accounts, and therefore have a neutral impact on groups with protected characteristics.

The schemes for which spend approval is sought in this report, have previously been assessed in association with earlier Executive Member decision reports, and the revised approach in each case is not anticipated to have any additional or different impacts on people with protected characteristics.

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## 2023/24 Revised capital programme - Universal Services

Programmes/Projects	£'000
<b>Flood and Coastal Defence Management</b>	424
<b>Waste &amp; Environment Total</b>	<b>424</b>
Hampshire Transport Management - Petersfield Vehicle Workshop Refurbishment	600
Vehicles for Hampshire Transport Management	7,039
<b>Highways Transport Management Total</b>	<b>7,639</b>
A27 Fareham to Portchester Active Travel	10,000
Andover Railway Station Placemaking	1,000
Andover: Weyhill Active Travel	200
Botley Village Placemaking	414
Calthorpe Park Crossing and Accessibility Improvements	368
Chapel Hill, Basingstoke Active Travel	350
Cycle and pedestrian crossing on Townhill Way	134
Fair Oak Placemaking	1,990
Integrated Transport schemes (<£250k)	1,500
Ivley Road/ Southwood Country Park	399
Manydown to Basingstoke TC Cycle route (initial works)	279
Market Town Fund - TBA c/fwd from 20/21	635
Minor Improvements - Local Highways fund	300
New Alresford - West Street Environmental Improvements	421
North Baddesley: Firgrove Rd to Castle Lane Cycle Track	517
Petersfield Rd/Park Rd Nth, Havant Active Travel	600
Redbridge Causeway Phase 4: Active Travel	1,706
Romsey Road, Clifton Terrace Winchester Phase 2	356
Safety Schemes & Traffic Management	1,500
Safety Schemes & Traffic Management b/fwd	1,060
SCR - Bishopstoke Road, Eastleigh	8,100
Tadley Active Travel	201
Totton Station Access for All	343
Warsash to A27 Bridge Road Congestion Reduction	800
Whitehill & Bordon GGGL – Hogmoor Road Traffic Measures	1,000
Winchester CIL Programme (introduced ETET Nov 2018) c/fwd from 20/21	303
Worthy Road Corridor active travel improvements, Winchester Phase 1	500
Worthy Road Corridor active travel improvements, Winchester Phase 2	2,000
SCR - Blue Star 2 bus improvements	530
<b>Integrated Transport Programme Total</b>	<b>37,506</b>

LED Street Lighting Replacement Scheme c/fwd from 20/21	3,556
Structural Maintenance of Non Principal Roads	31,626
Structural Maintenance of Roads & Bridges	52,262
<b>Structural Maintenance Total</b>	<b>87,444</b>
<b>Highways and Transport Total</b>	<b>132,589</b>
Country Park Transformation	428
Countryside (Bridges, Rights of Way, Improvements)	4,705
Titchfield Haven Nature Reserve	775
Hayling Billy Trail	600
<b>Total - Countryside</b>	<b>6,508</b>
County Farms - Lyde Green Farm - New slurry storage lagoon	550
County Farms - Hollam Hill Farm - new modern steel portal frame buildings	657
County Farms Improvement Projects	1,529
<b>Total - County Farms</b>	<b>2,736</b>
Basingstoke Canal - Swan Cutting Restoration	1,207
Basingstoke Canal - Continued management of canal assets	168
<b>Total - Basingstoke Canal</b>	<b>1,375</b>
<b>Recreation Total</b>	<b>10,619</b>
<b>Energy Performance Programme</b>	<b>1,268</b>
<b>Adults Health &amp; Care - Essential H&amp;S works</b>	<b>1,706</b>
<b>Corporate Estate Capital</b>	<b>2,238</b>
Office Accommodation capital projects	120
EII Court East - Podium Meeting Rooms	1,400
Fareham Parkway Improvements	2,500
<b>Total - Office Accommodation</b>	<b>4,020</b>
Heatherside Junior - Ground Source Heat Pump	558
Hiltingbury Junior - Ground Source Heat Pump	576
Nightingale Primary - Ground Source Heat Pump	622
<b>Total - Decarbonisation of Schools</b>	<b>1,756</b>
Hart Plain Junior School, Waterlooville, SCOLA recladding	1,573
Hiltingbury Junior School, Eastleigh, SCOLA recladding	3,811
Red Barn Primary, Fareham, Roof upgrade	700
Springwood Junior School, Waterlooville, Patent glazing upgrade	620
Fleet Infant School, Fleet, Re-roofing	750
Crookhorn College, Waterlooville, SCOLA recladding	3,300
Henry Beaufort School, Winchester, SCOLA recladding	3,100



Other SCA schemes - less than £500k	36,275
<b>Total - School Condition Allocation</b>	<u>50,129</u>
<b>Property Total</b>	<u>61,117</u>
<b>Programme contingency</b>	2,326
<b>Total 2023/24 revised programme for Universal Services</b>	<u><u>207,075</u></u>

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## Appendix 2

### Summary of total capital resources - Universal Services capital programme

	2024/25 £000	2025/26 £000	2026/27 £000	Total £000
Bridge Replacement Funding	2,500			2,500
Capital Priorities funding (County Council 29/9/22)	1,480			1,480
Capital Priorities funding (County Council 29/9/22) (deferred)		1,500		1,500
Capital Receipts - reserved for Office Accommodation (carry forward)	176			176
Capital Receipts - reserved for Outdoor Centres (carry forward)	190			190
CCBS Cost of Change (carry forward)	2,800			2,800
Developer Contributions	18,839	6,350	2,850	28,039
DfT Active Travel Fund	13,090			13,090
DfT Highways Incentive Grant	3,721	3,721	3,721	11,163
DfT Levelling Up Fund	10,000	7,000		17,000
DfT Levelling Up Fund/ATF bid		2,700		2,700
DfT Local Transport Plan - Integrated Transport	2,200	2,700	1,700	6,600
DfT Local Transport Plan - Structural Maintenance	14,886	14,886	14,886	44,658
DfT Network North Fund	4,225	13,760	13,760	31,745
DfT Pot Hole Grant	14,886	14,886	14,886	44,658
External contribution - Portal Trust (carry forward)	110			110
HCC Ringfenced Concessionary Fares	1,050			1,050
Invest to save reserve (carry forward)	261			261
ITS Replacement Funding	1,000			1,000
Local resources (carry forward)	283			283
Local resources guideline	2,442			2,442
National Highways		3,000		3,000
Other Local Authority	420			420
Payments Reserve	7,500	7,500		15,000
Prudential borrowing requirement	3,400	3,400	3,400	10,200
Revenue Reserve	10,112			10,112
Schools Condition Allocation Grant	20,388	25,680	29,264	75,332
Schools Condition Allocation Grant (carry forward)	500			500
South Downs National Park Authority	1,088			1,088
WCC CIL		500		500
<b>Grand Total</b>	<b>137,547</b>	<b>107,583</b>	<b>84,467</b>	<b>329,597</b>

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**Delegated Decisions since the last report**

Rushmoor Borough Council: Ively Road/Southwood Country Park pedestrian accessibility improvements – new addition to the 2023/24 capital programme at £399,000

East Hants District Council: Portsmouth Road Toucan Crossing, Liphook - new addition to the 2023/24 capital programme at £360,000

East Hants District Council: Lindford Link - new bridge linking Bordon to Lindford - new addition to the 2023/24 capital programme at £300,000

Havant Borough Council: Emsworth Primary School Accessibility Improvements – increase in value to £275,00 and rename to Emsworth Accessibility Improvements to incorporate the Emsworth Town Centre Accessibility Improvements scheme which will be deleted (£105,000)

Basingstoke and Deane Borough Council: Popley and Basing Wood Footpath Developments – new addition to the 2023/24 capital programme at £411,000

<b>Countryside Service – New additions to the 2023/24 capital programme</b>		
<b>Project name</b>	<b>Project value</b>	<b>Description</b>
Mapledurwell Byway Open to All Traffic 23	£11,000	Improvement of surfacing BOAT 23 by farm buildings.
Shortheath Common	£38,000	Creation of raised boardwalk
Hayling Billy Trail North	£31,000	Improvements to path network (in addition to but separate from £600k project)
Vehicle Bridge Titchfield Haven Nature Reserve	£70,000	Creation of vehicle bridge to facilitate safe movement around the reserve.
Dog Field 1 River Hamble Country Park	£25,000	Income generating hireable dog field
Dog Field 2 Crabwood	£25,000	Income generating hireable dog field
Manor Farm Play barn Covered Shades	£50,000	To create an open sided structure to protect visitors from the weather as an extension to the Playbarn
Bordon Green Grid Green Loop Relief Road	£40,000	Linking the Bordon Green Grid Green Loop together

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## Appendix 4

Project	Cost of Projects & Resources carried forward				Funding source
	Revised Programme Year			Total	
	2024/25	2025/26	2026/27		
	£'000	£'000	£'000	£'000	
Energy Performance Programme (EPP)	261			261	Invest to save reserve
Facilities Management	233			233	Local resources
Office Accommodation Capital Projects	226			226	£176k Capital receipts & £50k Local resources
Schools Condition Allocation (building improvements)	500			500	SCA grant
Calshot Futures (Interim Works)	1,000			1,000	CCBS Cost of Change
Hampshire Outdoor Centres Transformation Programme	2,100			2,100	£1.8m CCBS Cost of Change, £190k Capital receipt & £110k External contribution - Portal Trust
<b>Total</b>	<b>4,320</b>	<b>0</b>	<b>0</b>	<b>4,320</b>	

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Ref	Project	Construct- ion Works	Fees	Furniture Equipment Vehicles	Total Cost (excluding sites)	Revenue Effect in Full Year		Site Position	Contract Start		Remarks
						Running Costs	Capital Charges		Date	Duration	
						£'000	£'000		£'000	£'000	
<b>2024/25 Schemes</b>											
<b>Schemes Supported from Local Resources</b>											
<b>Highways and Transport</b>											
1	Structural Maintenance of Non Principal Roads #	20,541	2,282	-	22,823	-	834	N/A	1	12	Structural maintenance to improve road conditions.
2	Flood and Coastal Defence Management	88	18	-	106	-	2	N/A	-	-	Provision for works and strategies for coastal sites and flood defence including match funding for joint funded schemes with external bodies
3	Vehicles for Hampshire Transport Managent #	-	-	3,400	3,400	-	340	N/A	-	-	Continuing programme of replacing vehicles
<b>Property Services</b>											
4	Energy Performance Programme - Electric Vehicle Charging Points	224	37	-	261	-	26	Owned	1	12	Further investment in electric vehicle infrastructure as part of County Council's ongoing energy improvements programme
5	Facilities Management	200	33	-	233	-	5	Owned	1	12	Planned improvements to Facilities Management
6	Office Accommodation Capital Projects	194	32	-	226	-	5	Owned	1	12	Planned improvements to Office Accommodation
<b>Recreation</b>											
7	Basingstoke Canal	343	57	-	400	-	-	N/A	1	12	Continued management of canal assets including bank stabilisation, weirs and sluices and towpath
8	Calshot Futures (Interim Works)	858	142	-	1,000	-	20	Leasehold	1	12	Interim programme of essential condition works, health and safety improvements and minor improvements to contribute to income generation opportunities
9	Countryside Bridges & Rights of Way	498	82	-	580	-	23	N/A	1	12	Planned works to address backlog of essential work to the condition of countryside bridges and rights of way. Excludes £220k additional funding for Meon Valley Trail Enhancement (prior year scheme)
10	County Farms Building Improvements	429	71	-	500	-	10	Owned	1	12	Planned improvements to residential and farm buildings across the County Farms estate to ensure compliance with tenancy and agricultural regulations including energy efficiency measures
11	Hampshire Outdoor Centres Transformation Programme+	1,803	297	-	2,100	-	42	Owned	1	12	Programme includes range of improvements at Argoed Lwyd, Runways End and Tile Barn Outdoor Centres
12	Recreation Capital Projects (formerly CCBS Capital)	328	-	-	328	-	7	Owned	1	12	Provision of minor capital works across Recreation services
<b>Unallocated</b>											
13	Programme Contingency #	185	-	-	185	-	3	N/A	-	-	
<b>Total Programme Supported by Local Resources</b>		25,691	3,051	3,400	32,142	-	1,316				
<b>Schemes Supported by the Government and Other External Bodies</b>											
<b>Highways and Transport</b>											
14	Havant Station Footbridge*	7,500	2,500	-	10,000	-	400	N/A	4	12	Replacement of existing bridge
15	Manvdown to Basingstoke TC Cycle Route*	7,845	2,615	-	10,460	-	418	N/A	2	18	Cycling improvements
16	A30 SW Corridor Basingstoke Cycle Route & Bus Priority*	6,150	2,050	-	8,200	-	328	N/A	4	18	Cycling and bus improvements
17	Fleet Town Access Plan (priority scheme)+	2,850	950	-	3,800	-	152	N/A	4	12	Active travel improvements

Ref	Project	Construct- ion Works	Fees	Furniture Equipment Vehicles	Total Cost (excluding sites)	Revenue Effect in Full Year		Site Position	Contract Start		Remarks
						Running Costs	Capital Charges		Date	Duration	
						£'000	£'000		Qtr	Months	
<b>2024/25 Schemes (continued)</b>											
18	Andover Town Centre Placemaking*	1,911	637	-	2,548	-	102	N/A	4	16	Multimodal placemaking improvements
19	Pullens Lane, Petersfield Improvements+	975	325	-	1,300	-	52	N/A	4	6	Placemaking improvements and traffic management measures
20	Whitehill Bordon - Sleaford Lights Junction - A325/B3004*	750	250	-	1,000	-	40	N/A	4	12	Junction improvements
21	Bus Priority: Selected Vehicle Detection (County-wide)	600	200	-	800	-	32	N/A	1	12	Bus priority measures
22	Andover Eastern Access improvements*	450	150	-	600	-	24	N/A	4	9	Pedestrian & cycle improvements, public realm enhancements
23	Improved Access to Swanwick Station*	450	150	-	600	-	24	N/A	4	12	Pedestrian and cycle improvements
24	Minlev Road Multimodal*	398	132	-	530	-	21	N/A	4	6	Pedestrian and cycle improvements
25	Basing View to Basingstoke Placemaking*	338	112	-	450	-	18	N/A	4	6	Pedestrian improvements
26	NE Hook Footpath*	338	112	-	450	-	18	N/A	4	3	Provision of missing footpath link
27	Romsey to Timsbury cycle route*	338	112	-	450	-	18	N/A	4	12	Cycle improvements
28	Portsmouth Road Toucan Crossing - Liphook*	270	90	-	360	-	14	N/A	4	3	Pedestrian and cycle improvements
29	Anstey Road/Anstey Mill Lane Pedestrian Crossing*	225	75	-	300	-	12	N/A	4	4	Pedestrian improvements
30	Liphook Cycling & Pedestrian Improvements Ph 1*	188	63	-	251	-	10	N/A	4	4	Pedestrian and cycle improvements
31	Allbrook Hill active travel improvements*	188	62	-	250	-	10	N/A	4	6	Pedestrian improvements
32	Bus Real Time Information (County-wide)	188	62	-	250	-	10	N/A	4	12	Bus stop improvements
33	Boorley Green Placemaking*	113	37	-	150	-	6	N/A	4	4	Pedestrian and cycle improvements
34	Kingsclere Road Crossing, Basingstoke*	113	37	-	150	-	6	N/A	4	6	Pedestrian and cycle improvements
35	Schemes Costing Less than £250,000+	1,125	375	-	1,500	-	60	N/A	1	12	Local Improvements sub-programme
36	Safety Schemes and Traffic Management #	1,125	375	-	1,500	-	60	N/A	1	12	Casualty Reduction Programme & Traffic Management
37	Minor Improvements+	225	75	-	300	-	12	N/A	1	12	Improvement schemes costing less than £100,000 each.
38	Structural Maintenance of Roads and Bridges #	33,946	3,772	-	37,718	-	1,509	N/A	1	12	Structural maintenance to improve road conditions and structural maintenance and strengthening of bridges
<b>Property Services - Schools Condition Allocation (SCA)</b>											
39	Hart Plain Infant, Waterlooville*	1,202	198	-	1,400	-	28	Owned	2	9	SCOLA recladding
40	Schools Energy/Carbon Efficiency Revolving Fund*	858	142	-	1,000	-	20	Owned	1	12	Revolving fund for use by schools for energy efficiency projects e.g. LED lighting replacement
41	The Butts Primary, Alton*	1,202	198	-	1,400	-	28	Owned	2	9	SCOLA recladding (Includes £600k funding from Children's Services developer contributions)
42	Schools Condition Allocation (schemes costing less than £500,000)*	15,183	2,505	-	17,688	-	354	Owned	-	-	Major improvements to school buildings
<b>Total Programme Supported by the Government and other bodies</b>		87,041	18,364	-	105,405	350	3,786				
<b>Total Programme</b>					137,547	350	5,102				# Projects controlled on an accrued expenditure basis + Projects partly funded from external contributions * Projects externally funded

Ref	Project	Construct- ion Works	Fees	Furniture Equipment Vehicles	Total Cost (excluding sites)	Revenue Effect in Full Year		Site Position	Contract Start		Remarks
						Running Costs	Capital Charges		Date	Duration	
						£'000	£'000		£'000	£'000	
<b>2025/26 Schemes</b>											
<b>Schemes Supported from Local Resources</b>											
<b>Highways and Transport</b>											
43	Structural Maintenance of Non Principal Roads #	6,750	750	-	7,500	-	300	N/A	1	12	Structural maintenance to improve road conditions.
44	Vehicles for Hampshire Transport Managent #	-	-	3,400	3,400	-	340	N/A	-	-	Continuing programme of replacing vehicles
<b>Property Services</b>											
45	Corporate Estate Schemes	1,288	212	-	1,500	-	30	Owned	1	12	Planned improvements across the Corporate Estate to address backlog of condition based maintenance and ensure safety, compliance and business continuity for essential buildings
<b>Total Programme Supported by Local Resources</b>		8,038	962	3,400	12,400	-	670				
<b>Schemes Supported by the Government and Other External Bodies</b>											
<b>Highways and Transport</b>											
46	Gosport Town Centre to Ferry Cycle Route*	5,250	1,750	-	7,000	-	280	N/A	4	12	Cycle improvements
47	Cart and Horses junction improvements+	4,125	1,375	-	5,500	-	220	N/A	4	12	Junction improvement
48	Petersfield Rd/Park Rd Nth, Havant Active Travel Phase 2*	2,025	675	-	2,700	-	108	N/A	4	12	Pedestrian and cycle improvements
49	Hamble Lane Multimodal+	1,875	625	-	2,500	-	100	N/A	4	12	Multimodal improvements
50	West End High Street Placemaking*	750	250	-	1,000	-	40	N/A	4	6	Placemaking and active travel improvements
51	Four Marks Five Lane junction drainage enhancements*	188	63	-	250	-	10	N/A	4	4	Drainage Improvements
52	Schemes Costing Less than £250,000+	1,125	375	-	1,500	-	60	N/A	1	12	Local Improvements sub-programme
53	Safety Schemes and Traffic Management #	1,125	375	-	1,500	-	60	N/A	1	12	Casualty Reduction Programme & Traffic Management
54	Minor Improvements+	225	75	-	300	-	12	N/A	1	12	Improvement schemes costing less than £100,000 each.
55	Structural Maintenance of Roads and Bridges #	42,528	4,725	-	47,253	-	1,890	N/A	1	12	Structural maintenance to improve road conditions and structural maintenance and strengthening of bridges
<b>Property Services - Schools Condition Allocation (SCA)</b>											
56	Hamble School, Southampton*	2,575	425	-	3,000	-	60	Owned	-	-	SCOLA recladding
57	Warblington School, Havant*	2,575	425	-	3,000	-	60	Owned	-	-	SCOLA recladding
58	Schools Condition Allocation (schemes costing less than £500,000)*	16,893	2,787	-	19,680	-	394	Owned	-	-	Major improvements to school buildings
<b>Total Programme Supported by the Government and other bodies</b>		81,258	13,925	-	95,183	350	3,294				
<b>Total Programme</b>					107,583	350	3,964				

# Projects controlled on an accrued expenditure basis  
 + Projects partly funded from external contributions  
 \* Projects externally funded

Ref	Project	Construct- ion Works	Fees	Furniture Equipment Vehicles	Total Cost (excluding sites)	Revenue Effect in Full Year		Site Position	Contract Start		Remarks
						Running Costs	Capital Charges		Date	Duration	
						£'000	£'000		Qtr	Months	
2026/27 Schemes											
Schemes Supported from Local Resources											
<u>Highways and Transport</u>											
59	Vehicles for Hampshire Transport Managent #	-	-	3,400	3,400	-	340	N/A	-	-	Continuing programme of replacing vehicles
<b>Total Programme Supported by Local Resources</b>		-	-	3,400	3,400	-	340				
<b>Schemes Supported by the Government and Other External Bodies</b>											
<u>Highways and Transport</u>											
60	Twyford Road, Eastleigh Active Travel+	750	250	-	1,000	-	40	N/A	4	12	Pedestrian and cycle improvements
61	Stoneham Park, Eastleigh Placemaking*	188	63	-	250	-	10	N/A	4	4	Placemaking and active travel improvements
62	Schemes Costing Less than £250,000+	1,125	375	-	1,500	-	60	N/A	1	12	Local Improvements sub-programme
63	Safety Schemes and Traffic Management #	1,125	375	-	1,500	-	60	N/A	1	12	Casualty Reduction Programme & Traffic Management
64	Minor Improvements+	225	75	-	300	-	12	N/A	1	12	Improvement schemes costing less than £100,000 each.
65	Structural Maintenance of Roads and Bridges #	42,528	4,725	-	47,253	-	1,890	N/A	1	12	Structural maintenance to improve road conditions and structural maintenance and strengthening of bridges
<b>Property Services - Schools Condition Allocation (SCA)</b>											
66	Baycroft School, Fareham*	2,146	354	-	2,500	-	50	Owned	-	-	SCOLA recladding and building refurbishment
67	Henry Cort Community College, Fareham*	2,146	354	-	2,500	-	50	Owned	-	-	SCOLA recladding
68	Marchwood Infant School, Southampton*	944	156	-	1,100	-	22	Owned	-	-	Recladding and building upgrade
69	Samuel Cody School, Farnborough*	2,575	425	-	3,000	-	60	Owned	-	-	SCOLA recladding
70	Testbourne Community School, Whitchurch*	1,717	283	-	2,000	-	40	Owned	-	-	SCOLA recladding
71	Schools Condition Allocation (schemes costing less than £500,000)*	15,591	2,573	-	18,164	-	363	Owned	-	-	Major improvements to school buildings
<b>Total Programme Supported by the Government and other bodies</b>		71,060	10,007	-	81,067	350	2,657				
<b>Total Programme</b>					84,467	350	2,997				# Projects controlled on an accrued expenditure basis + Projects partly funded from external contributions * Projects externally funded

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Universal Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	2024/25 Revenue Budget Report for Universal Services
<b>Report From:</b>	Director of Universal Services

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#### Section A: Purpose of this Report

1. The purpose of this report is to set out proposals for the 2024/25 budget for Universal Services in accordance with the Council's Medium Term Financial Strategy (MTFS) approved by the County Council in November 2023. It also proposes a revised budget for Universal Services for 2023/24.

#### Section B: Recommendation

To approve for submission to the Leader and the Cabinet:

2. The revised revenue budget for 2023/24 as set out in Appendix 1.
3. The summary revenue budget for 2024/25 as set out in Appendix 2

#### Section C: Executive Summary

4. This report provides the summary outputs of the detailed budget planning process undertaken by Universal Services for 2024/25 and the revised budget for 2023/24. This process has been undertaken against the backdrop of a budget gap of £132m by 2025/26, which the Council is unable to close through savings alone, and escalating cost pressures within key demand led services, including Adult Social Care and School Transport. Over £130m of inflation, pressures and growth has been added to budgets since 2023/24, significantly exceeding increases in the Council's funding. The current high inflationary environment also continues to present particular challenges in balancing budget certainty for Directorates with levels of affordability for the Council.

5. Disappointingly, the Autumn Statement delivered by the chancellor on 22 November didn't include any additional financial measures to ease the pressures facing local authorities. The announcement of a higher National Living Wage for 2024/25 than had previously been forecast is likely to result in additional financial pressures for the Council, both through increasing costs for our service providers and also impacting future local government pay awards. It was also notable that the tightening of medium term spending limits set by the government suggests a worrying direction of travel for future funding settlements.
6. The anticipated delay to delivery of some aspects of the remaining Transformation to 2021 (Tt2021) programme and Savings Programme to 2023 (SP2023) have been factored into our financial planning, and one-off Directorate funding will be provided where required to bridge the forecast savings gap in 2024/25. As of September 2023, £10.2m of Tt2021 savings and £11.4m SP2023 savings have yet to be delivered across the Council. Plans are in place to deliver most of the remaining Tt2021 and SP2023 savings by 2024/25, however this presents a considerable challenge for directorates in addition to the £17.1m SP2025 savings due to be delivered next year. The report discusses the specific issues impacting delivery of the savings programmes for Universal Services in Sections F, G and H.
7. The report also provides an update on the business as usual financial position for the current year as at the end of September and the outturn forecast for the Directorate for 2023/24, is a budget pressure of £2.455m, which will be offset by a draw from the Cost of Change reserve to balance the budget. The revised budget is shown in Appendix 1.
8. The proposed budget for 2024/25 analysed by service is shown in Appendix 2.
9. This report seeks approval for submission to the Leader and Cabinet of the revised budget for 2023/24 and detailed service budgets for 2024/25 for Universal Services. The report has been prepared in consultation with the Executive Lead Member and will be reviewed by the Universal Services Select Committee. It will be reported to the Leader and Cabinet on 6 February 2024 to make final recommendations to County Council on 22 February 2024.

#### **Section D: Contextual Information**

10. In November 2023, Full Council approved the Medium Term Financial Strategy and Savings Programme to 2025 (SP2025) which set out the scale of the financial challenges which the Council currently faces and the proposed measures which will begin to address the budget gap of £132m to 2025/26. However, for the first time the Council finds itself in the position of being unable to close the budget gap through savings proposals alone, with a substantial recurring shortfall of £41.6m remaining from 2025/26 after accounting for SP2025 savings.

11. As reported to Cabinet in December, the cost pressures facing the County Council have worsened further since the MTFs was set, most notably within Adult Social Care, Special Educational Needs and School Transport. Where the impact of these pressures is known, additional funding has been included in the provisional cash limits and allocated to services as part of the detailed budget setting process undertaken by directorates.
12. The provisional cash limits for 2024/25 include over £130m of inflation, pressures and growth added to budgets since 2023/24. This represents an average increase in directorate cash limits of over 12% in a single year, which is clearly an unsustainable position when set against a maximum increase in Council tax of 5%. It is therefore not surprising that the Council expects to draw some £86m from reserves to balance the budget for the forthcoming year.
13. Setting a budget in a high inflationary environment presents particular challenges in balancing budget certainty for Directorates with levels of affordability for the Council, given the potential for the position to worsen or improve substantially throughout the year in line with changes in the economic picture. The budget for Universal Services therefore represents a prudent assessment of the funding level required to deliver services, with additional corporately held risk contingencies playing an important role to mitigate the impact of financial uncertainty on service delivery.
14. The Council's approach to planning and delivering savings over a two year period means that the 2024/25 cash limits do not include any new savings proposals. However, given that the balance of the Budget Bridging Reserve will be fully utilised in 2024/25, all SP2025 savings delivered in the forthcoming year will be transferred to the BBR at the end of the financial year.

### **Autumn Statement**

15. The Government announced the 2023 Autumn Statement on 22 November. Disappointingly, the Statement didn't include any additional financial measures to ease the pressures facing local authorities, despite strong lobbying from the sector in the period leading up to the Statement, which attracted widespread press coverage.
16. Of particular significance for Local Government was the announcement of a 9.8% increase in the National Living Wage for 2024/25 to £11.44 per hour. This significantly exceeds the previous central estimate of £11.16 published by the Low Pay Commission in May on which the current MTFs forecasts are based. This increase is likely to result in additional financial pressures for the Council, both through increasing costs for our service providers and also impacting future local government pay awards.
17. The Economic and Fiscal Outlook published by the Office for Budgetary Responsibility alongside the Statement showed that Local Authority spending has fallen from 7.4% of GDP to just 5% since 2010/11 and the Government's current spending plans suggest that spending outside the NHS will fall further in

real terms over the next five years. This sets a worrying backdrop for the medium term outlook for local government finance and suggests that there is unlikely to be sufficient scope to address the funding shortfalls faced by Councils within the government's current spending plans.

### **Operating model changes**

18. The Council transitioned to a new operating model in January 2023 which established new directorates for the delivery of place shaping services and our Hampshire 2050 vision. When the 2023/24 budget was set, it was highlighted that further changes to budgets would be required to ensure budget allocations accurately match the services and roles aligned to each Directorate. The 2023/24 original budget has therefore been restated to reflect the detailed work undertaken on the later phases of the restructure since the budget was set in February 2023.
19. In addition to the early delivery of some SP2025 savings, the Fit for The Future operating model reviews will continue to be progressed and will ensure that the Council's corporate enabling functions, transformation and administrative activity are delivered as efficiently as possible, and that our contact model takes full advantage of new technologies and the changing ways in which residents interact with the Council. It is anticipated that these reviews will identify some further efficiency savings, however these will not be sufficient to bridge the remaining budget gap.
20. Universal Services has been developing its service plans and budgets for 2024/25 and future years in keeping with the County Council's priorities and the key issues, challenges and priorities for the Directorate are set out below.

### **Section E: Directorate Challenges and Priorities**

21. The Universal Services Directorate delivers a wide range of services to most, if not all, the residents of Hampshire, with total gross expenditure of £281m a year and income streams of £125m, leaving a cash limit of £156m. In addition, the Directorate is responsible for the Coroners Service and the Hampshire Transport Management business unit, which sit outside the Universal Services cash limit, as well as managing the River Hamble Harbour Authority and the Sir Harold Hillier Gardens.
22. The Directorate's underlying budget strategy continues a relentless focus on core service delivery around Highways Maintenance; Waste Management; Transport; management of our Country Parks, sites, Rights of Way and outdoor centres; maintaining the corporate estate through Property Services and Facilities Management; and a suite of regulatory services including Registration and Trading Standards.

#### Highways Maintenance



23. The challenge posed by the deteriorating condition of the highways network due to long-term underfunding from central government at a national level has long been recognised, with the maintenance backlog in Hampshire currently estimated at a cost of around £500m. External factors such as Brexit, Covid and the war in Ukraine have led to increased market volatility and spiralling inflation that has particularly impacted the construction industry, thereby worsening the pressure on highways maintenance. This has all been compounded by the harsh weather over the winter of 2022/23 with the prolonged, heavy freezing conditions mixed with further wet periods having a devastating impact on the highway network, generating unprecedented levels of enquiries, pothole reports, other defects, and damage claims, as well as dramatically accelerating the deterioration in the highways network.
24. Since 2010, the County Council has provided an additional £10m revenue funding per year, which is capitalised for structural planned maintenance activities (such as carriageway resurfacing and other surface treatments), to supplement ringfenced grant funding from the Department for Transport for planned maintenance, although it should be noted that £7.5m of this now forms part of the SP25 savings proposals. The County Council has also substantially increased revenue funding for reactive maintenance (targeting potholes and other carriageway defects) over recent years.
25. Cabinet agreed in March 2020 for £2m per annum to be added in-year to the Highways Maintenance budget, utilising any underspend from the prior year on the Winter Maintenance budget, topped up to £2m from corporate contingencies if required. From 2024/25 the £2m has been added to the permanent base budget.
26. In November 2021 the County Council agreed to provide an additional £7m per year for Highways Maintenance, initially focussed on reactive revenue-funded repairs but with the intention over time to support structural maintenance capital work programmes, prioritising those which provide the best value in terms of cost-effective improvements in the overall network condition. In March 2022, just as the war in Ukraine started, the Highway Network Recovery Strategy was approved, setting out a 10-year plan to arrest the deterioration of the highway network condition. However, the rapid and sustained increase in construction industry inflation has meant that whilst the £7m new funding has been vital in ensuring previously planned work programmes could continue, it has not yet been possible to fully realise the benefits originally envisaged, and in November 2023, the Executive Lead Member for Universal Services agreed to further postpone the Highway Network Recovery Strategy until the 2025/26 financial year at the earliest, subject to a review in Autumn 2024.
27. In the Spring 2023 Budget, and in response to the impact of the harsh winter weather, central government announced an additional £200m nationally for highway maintenance, of which the County Council's share was £5.9m. Whilst very welcome, this funding is far below the level required to make a substantial difference. Furthermore, the nature of this funding meant that all Local Authorities were effectively competing for limited resources to undertake the

work, although the County Council mobilised resources quickly enabling it to counter this.

28. In July 2023 the County Council approved further funding of £22.5m over three years for the Stronger Roads Today campaign, to provide a direct response to the deterioration caused by the severe weather. The strategy includes a significant increase to frontline operational resources and changes to working practices to provide a swift response to reported defects, which have already been implemented, and have ensured that the County Council is much better prepared for any harsh weather conditions this winter.
29. Innovative and proactive approaches are being trialled and developed to increase productivity and improve public perception, and the additional resources will be utilised to undertake large programmes of reactive carriageway repairs, which in the longer-term will be protected by increased programmes of surface treatments to improve the longevity and resilience of the repairs, prolonging the life of the road network. However, the funding is still nowhere near enough to address the maintenance backlog and will only, as a minimum, slow down, and, at best, arrest the deterioration in the highway network.
30. On 17 November 2023, central Government announced further capital funding totalling £8.3billion nationally for local road resurfacing and wider maintenance activity on the local highway network. Hampshire's allocation of this funding is a minimum of £132.297m over the eleven-year period up to and including 2033/34, with allocations of £4.225m per annum confirmed for the 2023/24 and 2024/25 financial years. This significant funding boost is planned to be used to reintroduce more planned works such as surface treatments, resurfacing schemes and structural repairs, which as above had previously been scaled back to focus on reactive maintenance. However, expectations still need to be tempered in so far as more funding will not yield a quick fix to an already weakened network.

### Waste Management

31. The Environment Act received Royal Assent in November 2022, introducing radical changes to waste and recycling, including the introduction of a deposit return scheme, extending producer responsibility to pay the net cost of disposal of their products and implementing greater consistency of recycling collections which will bring major changes including the requirement to collect food waste separately. However ongoing delays in central Government clarifications and the ensuing continuing uncertainty have severely impacted timescales for completing delivery of the Tt2021 savings as set out in Sections F and H below.
32. The Simpler Recycling announcement from Government on 21 October has provided some clarity on requirements. However, the exemptions now available that allow for a fully co-mingled collection waste system would not be compatible with the proposed twin-stream Material Recycling Facility (MRF) which was planned to be operational by Summer 2025. Therefore, these plans have had to be put on hold until such time as an agreement between the

Hampshire Waste Authorities (including Portsmouth & Southampton City Councils) has been reached on the future collection methodology. There remains ongoing uncertainty surrounding the deposit return scheme, whilst the extended producer responsibility (EPR) regime is not anticipated to commence until 2025, which continues to delay delivery of the Tt2021 savings. The Leader of the County Council has written to the Secretary of State for Environment, Farming and Rural Affairs to stress the impact of the delays in these schemes and urge resolution.

33. In response to the uncertainty, the County Council has written to all District & Borough Councils informing them that we are pressing ahead with plans to retain all recycling income from the existing MRFs, which had previously been passed through to the waste collection authorities, to meet a substantial part of the Tt2021 savings shortfall, with the remainder expected to be largely met in the following financial year by utilising the anticipated EPR income and from efficiencies in the disposal of wood waste, with just a small balance expected to be delivered from the 2026/27 financial year.
34. Since 1 June 2016, the County Council has been charging a small fee for residents to dispose of DIY waste (soil & rubble; plasterboard and asbestos) at their local Household Waste Recycling Centre to contribute towards the significant cost of dealing with these non-household wastes and ensure that the cost burden was borne by the waste producer, rather than all taxpayers. However, the Government announced on 18 June 2023 that it would be prohibiting charges on DIY waste, and on 21 November 2023, legislation was passed requiring all local authorities to comply by 1 January 2024.
35. It is difficult to quantify the cost impact of this change given that disposal costs and disposal habits of residents in relation to DIY waste have changed since the introduction of charges in June 2016. £0.935m has been added to the proposed budget for 2024/25 to partly address this pressure, based on the costs of disposal before charges were introduced. However, it is not unreasonable to assume that allowing for inflation, the actual costs of disposing of DIY waste should tonnages return to 2016 levels is likely to be in the range of £1.5 - £2.5m and therefore a further addition to the budget from the corporate waste contingency is expected in due course. Additionally, it has removed the County Council's ability to charge for other types of DIY waste with high disposal costs, further impacting delivery of the Tt2021 savings.
36. The Government has also recently announced that from 2028 Energy Recovery Facilities will need to comply with the Emissions Trading Scheme, effectively adding a tax per tonne for all waste being incinerated. This will have significant future cost implications, potentially as much as £11million per annum based on current tonnage and existing carbon market prices.

#### Passenger Transport

37. The County Council established an Enhanced Bus Partnership with bus operators in Hampshire during 2022 in response to the publication of the first ever National Bus Strategy for England, published in March 2021. The Bus

Service Improvement Plan (BSIP) co-developed by the Partnership initially received a zero financial settlement from Government, but in the second tranche of BSIP funding (BSIP Plus) announced in May 2023, the County Council was awarded a total of £7.159m split across the 2023/24 and 2024/25 financial years.

38. On 18 September the Executive Lead Member for Universal Services approved that the BSIP Plus funding be allocated to measures that would support and improve local bus services and associated infrastructure, but given that this area of spend is considered a discretionary service and in light of SP25 savings proposals, these measures would be focused on improving those services with longer term viability or to support making services commercially sustainable, so as not to generate an on-going funding requirement from the County Council.
39. The operating environment for bus companies remains challenging with the high costs of fuel, staff retention challenges and passenger numbers still below pre-pandemic levels. To date the operators have been able to continue to run commercial services using Government funding and have been supported by County Council decisions on reimbursement of Concessionary Fares. On 27 November the Executive Lead Member for Universal Services approved that, in line with Department for Transport guidance, from 2024/25 the reimbursement of Concessionary Fares will revert fully to the standard principles whereby operator reimbursements are determined by the number of concessionary travel journeys made on Hampshire services (during the pandemic and extended to the end of the current financial year, operators were reimbursed based on pre-pandemic passenger levels rather than actual, lower passenger levels). As this additional funding comes to an end, there is a risk that some bus routes will cease to be commercially viable and will be withdrawn, exacerbating the impact of proposed SP25 savings in this service area.
40. The sector remains an important part of any strategy to reach net zero carbon targets for transport and reductions in passenger transport service levels would clearly hamper progress in this area.

#### General Directorate Challenges and Priorities

41. The Universal Services areas supported by cash limit funding already rely on income and recharges to fund 45% of the gross costs of service delivery. Much (but not all) of the income relates to discretionary service provision that we are not required to provide by law, but that has a wider public benefit. Set against the background of ever decreasing central Government funding, a key objective of the Directorate has for some time been to ensure these discretionary services fully cover their operating costs through income, to be cost neutral to the County Council. Furthermore, by providing combined statutory and income generating discretionary services, efficiencies can be made which effectively lower the cost of providing statutory services, and in many areas effectively subsidise statutory services, such as income from the Country Parks contributing to the cost of providing statutory Countryside services.

42. Maintaining existing levels of income from 'choose to use' services such as Country Parks and Outdoor Centres is challenging and depends at least in part on ongoing digital, marketing, and other investment to ensure the services remain attractive and relevant to Hampshire residents and visitors. The cost-of-living crisis represents an added dimension to income streams and although generally in most areas this doesn't appear to have negatively impacted income as was at first feared, Hampshire Outdoors Centres are the exception to this and have experienced a number of cancelled bookings from schools attributed to the cost-of-living. Furthermore, other income generating service areas are experiencing increased costs that are not able to be fully passed onto customers leading to cost pressures.
43. The tightening of public sector finances has a twofold impact on some services within the Directorate, such as Hampshire Engineering Services and Property Services, which receive recharge income from County Council capital projects funded from government grants and income for services provided to other local authorities, schools and other public bodies. This income is at risk of declining as a result of the restriction of public sector finances. Anticipated reductions in climate change spend is also likely to affect the Directorate.
44. Most services within the Directorate continue to face increasing challenges in retaining and recruiting staff at all levels, which has an impact on both service delivery and cost (agency cover being typically more expensive if available) and also on the wellbeing of existing staff having to cover additional workload often for extended periods of time which in turn has an adverse impact on retention.
45. Whilst latest reporting from the Office for National Statistics shows that nationally the level of vacancies is on a downward trend, it is clear that despite the fall, the County Council continues to experience recruitment difficulties, particularly in professions that are routinely hard to fill, many of which are roles recognised by Central Government as shortage occupations. The County Council has always faced challenges in recruiting and retaining technical and professional roles in the construction industry such as engineers and quantity surveyors, particularly during periods of economic growth where relatively secure and better paid opportunities are available in the private sector. Previously, local authorities were perceived as being more secure when compared to private sector roles during economic slowdowns, however greater coverage of the severe financial pressures faced by councils across the country means that these perceptions have changed, and therefore competing with the private sector is now difficult regardless of the national economic context.
46. Recent wider labour shortages from a number of factors including the departure of many EU citizens and many older workers opting for early retirement post pandemic, together with surging demand in new sectors (e.g., online retail and delivery drivers) have continued to mean there is higher availability of both low and high skill work with higher pay. This has had adverse impacts on service delivery across the Directorate ranging from Facilities Management to catering in Country Parks where non-financial benefits such as hybrid working are less applicable and although the County Council has increased pay in accordance

with the national pay award for local government employees, the private sector is still able to respond far more quickly in offering higher pay.

47. If not carefully managed, the SP25 proposals have the potential to exacerbate these recruitment and retention difficulties and therefore a significant focus of the Directorate will be in managing the messaging to staff and investing in staff wellbeing to ensure that the Directorate maintains staff morale and retains our valuable staff that are so important in delivering our services to Hampshire residents. Actions are being taken at service, Directorate and a corporate level to mitigate the immediate impacts and build greater resilience for the future.

## **Section F: 2023/24 Revenue Budget**

48. Enhanced financial resilience reporting, which looks not only at the regular financial reporting but also at potential pressures in the system and the achievement of savings being delivered through transformation, has continued through periodic reports to the Corporate Management Team (CMT) and to Cabinet.
49. The services making up the Universal Services Directorate have a long-standing approach of minimising non-essential spend, seeking to develop a broader client base for sold services and adopting a prudent approach to vacancy management. This approach is driven both by the ongoing and emerging pressures on the Council's financial position, and the additional delays in delivering the Directorate's Tt2021 and SP23 savings from the Waste and Traffic & Safety budgets will need significant cash flow funding from the Directorate's Cost of Change reserve. This approach has therefore continued to feature strongly in the Directorate's overall financial management.
50. The anticipated business as usual outturn forecast for 2023/24 is a budget pressure of £2.455m, which will be offset by a draw from the Cost of Change reserve to balance the budget. This position includes a pressure of £0.574m arising from energy price inflation, primarily in relation to streetlighting, illuminated traffic signals and the countryside service, which will be covered by corporate funding set aside for this purpose. The underlying business as usual position is therefore a net pressure against the budget of £1.881m, made up as follows:
  - £7.322m pressure relating to one-off planned investment, and cash flow support for the delayed Tt2021 savings in Waste Disposal and delayed SP23 savings in Traffic and Safety, to be funded from the Cost of Change reserve.
  - Staff savings from recruitment and retention difficulties as well as planned vacancy management totalling £2.155m across a range of services.
  - £1.279m saving relating to Concessionary Fares. This will be ringfenced to reinvest in supporting Hampshire's local bus operators whilst patronage

levels recover from the covid pandemic, to help protect the existing bus network from further contraction.

- £0.9m saving from the County Council's share of income from the Energy Recovery Facilities, which under the terms of the Waste Disposal Contract with our provider is payable from 1 January 2024. This additional income stream is based on current energy prices and therefore subject to fluctuations in the energy market.
  - Net savings on direct service provision of £1.107m which includes the overachievement of income targets across numerous services.
51. A revised profile for the delivery of the remaining Waste Tt2021 savings of £7.999m was approved by Cabinet on 7 December 2021 with the delay at that time largely due to the Covid pandemic and therefore cash-flow support was given through a combination of drawing down from the one off Covid 19 funding that the Council had set aside and the Directorate's Cost of Change reserve.
  52. The waste savings programme is complex and involves changing the financial relationship between the County Council as the Waste Disposal Authority and the district and borough councils as Waste Collection Authorities (with legal responsibility for recycling). The majority of the savings in this area were inextricably linked to changes in Government Policy around waste, recycling and the environment, and therefore the delays in this legislation have further delayed the achievement of these savings, with key areas such as Extended Producer Responsibility not now expected to come into force until 2025, and the allowance of fully co-mingled waste collection under the Simpler Recycling Government announcement resulting in the County Council's plans for the new twin-stream MRF being put on hold.
  53. The County Council has notified all collection authorities that from April 2024 all recycling income from the existing MRFs, which had previously been passed through to the waste collection authorities, will be retained to meet a large part of the Tt2021 savings shortfall, but full delivery is not now expected until the 2026/27 financial year.
  54. A one-year delay of £1.315m in the moving traffic management enforcement SP23 savings is expected, due to a combination of delays in Government enacting the relevant legal powers; the unexpected inclusion of a six-month initial period for each site where enforcement is proposed with warning letters only, with no fines to be issued; and inflation and supply issues leading to delays in securing the necessary specialist equipment.
  55. Lastly a shortfall of £149,000 is expected on the additional income generation SP23 saving within Outdoors Centres. The savings were originally based upon investment being made to improve the facilities at Calshot Activities Centre, however the investment has been paused whilst future maintenance options are considered. Alternatives for additional income generation without the investment are under review.

56. The budget for Universal Services has been updated throughout the year and the revised budget is shown in Appendix 1. The revised budget shows an increase of £3.2m made up of:
- £5.274m one-off funding from corporate contingencies to offset further delays in the T21 savings as set out above.
  - A one-off increase to Highways Maintenance of £2.0m funded from the use of corporate contingencies as agreed by Cabinet in February 2020. From 2024/25 this will be a permanent base budget uplift.
  - A reduction of £1.452m to Street Lighting budgets for revised profiling of PFI payments between capital repayments and interest to reflect the contingent rental element (a technical accounting adjustment with the overall cost remaining the same).
  - A reduction of £3.306m to support capital programmes including structural maintenance within Highways and supporting climate change initiatives at River Hamble Country Park and tree planting.
  - £702,000 total one-off increases for grants including LEVI Capability Fund Grant to support the transition to electric vehicles, and various Trading Standards grants in relation to product safety and standards.
  - An increase of £209,000 to address Ash Dieback (part of the allocations agreed by Cabinet in February 2020, December 2020, and July 2022).
  - A net reduction of £270,000 from transfers between directorates including IT growth charges.

### **Section G: 2024/25 Revenue Budget Pressures and Initiatives**

57. In addition to the issues covered in Section E, which cover the ongoing issues and challenges affecting Universal Services, there are a number of pressures specifically relating to the 2024/25 financial year.
58. Universal Services are continuing to face inflationary pressures and shortages of labour and materials, in particular for construction related activity. Although inflation is on a downward trend, there is a delay in this filtering through to the construction industry and therefore inflated prices are expected to continue for at least the coming year. This affects the cost of works and is increasingly causing delays to contractors being able to start work on site with resultant slippage. As a result of the increased costs, capital schemes may need to be reduced in scope to ensure they remain within budget, due to the County Council usually having to bear any increase in costs of grant funded schemes, and in some cases, it may be necessary to pause or even stop completely approved schemes if alternative sources of funding to address inflationary cost pressures cannot be found.
59. Energy price inflation is a risk for the Directorate given the nature of the services provided. The inflation pressures and volatility in some markets have been unprecedented in recent years resulting from a combination of factors



including the pandemic, Brexit, the war in Ukraine and global supply chain issues, but are expected to start to reduce. However, with high value, long term contracts such as the Waste Disposal and Highways Maintenance contracts being uplifted using inflation rates set in Autumn 2023, the impact of these will continue to be seen in to 2024/25.

60. Universal Services is still a relatively new directorate, having only been in existence for one year and staffing resource is still being invested in embedding the new, more efficient ways of working that the corporate restructure entailed. The development and implementation of SP25 proposals will bring a further period of significant change and uncertainty, all the while, whilst the directorate continues to keep the huge range of day-to-day public services running. The nature of services provided means that programmes led by other directorates may also impact on Universal Services, such as the rationalisation of the corporate office accommodation being led by the Hampshire 2050 directorate, that will inevitably have a major impact on the Property Services and Facilities Management teams within Universal Services.
61. Finally, the directorate needs to remain agile enough to respond to one-off work programmes be they expected, such as the need to expand Archives storage capacity or ensuring economy of scale efficiencies are achieved from on-street parking enforcement recently taken back from the District and Borough Councils, or unexpected work programmes such as Property Services' immediate response to the recent elevation in prominence of the Reinforced Autoclaved Aerated Concrete (RAAC) risks.

## **Section H: Revenue Savings Proposals**

62. The County Council's financial strategy is continuing with a two year approach to planning for savings. Consequently, no new savings are proposed for 2024/25 and savings proposals for 2025/26 have been developed through the Savings Programme to 2025 and were approved by Executive Members in September 2023, and by Cabinet and County Council in October and November 2023. In recognition of the size of the financial challenge which the Council faces, directorates were not issued with savings targets as per previous savings programmes but were instead instructed to review what savings might be achievable if we were to move towards a 'legal minimum' provision of services.
63. The total Savings Programme to 2025 is insufficient to meet the forecast budget gap for 2025/26 and taking account of the planned timing of savings delivery, a significant budget gap of £56.9m remains for 2025/26. Given the shortfall within the Budget Bridging Reserve beyond 2024/25, SP2025 savings delivered in 2024/25 will be transferred to the BBR at the end of the financial year.
64. Since transfers to the BBR will reflect actual savings delivered, the 2024/25 cash limits have not been adjusted in line with planned savings. For Universal

Services total savings for 2025/26 are £19.279m of which £1.160m are currently anticipated to be delivered during 2024/25.

65. Delivery of these savings presents a significant challenge for the directorate, particularly against a backdrop of continued high inflation. Rigorous monitoring of the implementation of the programme will begin during 2024/25, to ensure that the Directorate is able to deliver its SP2025 savings in line with planned timescales.
66. This early action in developing and implementing the Savings Programme to 2025 means that the County Council is in the best possible position for setting a balanced budget in 2024/25 and that no new savings proposals will be considered as part of the budget setting process for the forthcoming financial year.
67. Additionally, it is anticipated that £3.069m of Tt2021 Waste savings and £1.349m of SP2023 savings will remain to be achieved in 2024/25.
68. As discussed in sections E and F above, the Tt2021 Waste savings are highly complex, involving changing the relationship with the Waste Collection Authorities and being inextricably linked to changes in Government waste policy. The main reasons for the delay in savings delivery are expected income from the Government's Extended Producer Responsibility scheme, whereby producers will be required to contribute towards the costs of disposing of the packaging they produce, being delayed and now not expected until the 2025/26 financial year; and uncertainty caused by the Government's consultation and resulting impact on the wood market meaning efficiencies in the disposal of wood waste will only be implemented part way through the 2024/25 financial year.
69. Again as set out in section F, the main reasons for the late delivery of the SP23 savings are a combination of delays in Government enacting the relevant legal powers and supply issues of specialist equipment in relation to the moving traffic enforcement cost recovery saving; and the County Council's decision to pause investment in the Calshot Activities Centre affecting the targeted additional income.
70. The shortfall against target in 2024/25 will be met from a combination of corporate cash flow support and the cost of change reserve.
71. Rigorous monitoring of the delivery of the programme will continue during 2024/25, to ensure that the Directorate is able to stay within its cash limited budget as set out in this report.

## **Section I: 2024/25 Review of Charges**

72. For Universal Services, the 2024/25 revenue budget includes income of £52.1m from fees and charges to service users. This is an increase of £2.7m (5.4%) on the revised budget for 2023/24.

73. Universal Services consists of a wide range of services with a variety of different fees and charges, which range from charges to other public sector or private sector organisations such as hourly charge out rates for Property staff, Scientific Services sample testing, materials testing at the Highways laboratory; or charges to private individuals such as admission prices for events at the Country Parks, statutory fees such as charging for death certificates, skip licences, car parking charges, or the price of food and drink at one of the cafes. Therefore, each individual charge has not been listed in this report.
74. However, all fees and charges are regularly reviewed and uplifted annually for inflation and with consideration of the prevailing market conditions as appropriate, and many are published separately on the Council's web pages, in some cases as required by legislation. The annual review of individual charges also includes, where relevant, benchmarking against other Local Authorities to ensure any inflationary uplifts are reasonable.
75. Any new fees and charges, significant above-inflation increases, or any other significant changes to individual fees and charges, will be brought to the Executive Lead Member for Universal Services for decision via a separate report, which will include the required equality impacts assessment.

#### **Section J: 2024/25 Revenue Budget Other Expenditure**

76. The budget includes some items which are not counted against the cash limit. For Universal Services these are the Coroners Service, the Hampshire Transport Management business unit and the River Hamble Harbour Authority as shown in Appendices 1 and 2. The directorate also provides management support to the Sir Harold Hillier Gardens, which is a charity funded from visitor income, grants and donations, and therefore reports its budget separately under the Charities Act legislation.
77. As reported within the Provisional Cash Limits report presented to Cabinet on 12 December 2023, the Coroners Service continues to face ongoing pressure arising from an increase in both case numbers and complexity. Significant investment has been made over the last year to improve accommodation; to introduce new, more efficient ways of working; and an increase in staffing levels to address the pressures being faced. Nonetheless, further pressures are anticipated of £1.0m which have been included within the 2024/25 budget.
78. The Hampshire Transport Management business unit is funded entirely by income - both internal recharge income from County Council schools and directorates, and external income from customers including School Academies and our Hampshire Highways partner Milestones. The business unit is targeted with achieving a net surplus for the 2024/25 financial year of £24,000, which will be added to a ringfenced reserve to fund future one-off investment spend required by the business unit.
79. The River Hamble Harbour Authority is funded entirely by external income, primarily Harbour Dues from mooring holders. The 2024/25 budget was

recommended for approval by the River Hamble Harbour Committee at its meeting of 8 December 2023 and is being put before the River Hamble Harbour Board for approval on the 12 January 2024.

80. HCC Property Services offers a Service Level Agreement (SLA) to Community, Controlled, Foundation and Aided schools in Hampshire which 95% of schools sign up to. This SLA includes statutory testing, inspection and servicing as well as regular surveys of the school estate. Schools make a contribution into a pooled fund based on a formula taking into account the number of pupils, the floor area of the building and whether there is a pool on site. A % uplift will be applied to the rates charged in 2023/24 based on Local Authority maintenance indices (BCIS), construction price inflation information and the contractually allowable cost increases confirmed by the Term Maintenance Contractors. The Schools SLA budget for 2023/24 was £14.868m and in 2024/25 will be determined by potential academy conversions and the number of schools that choose to renew their participation but is expected to total in the region of £15m. All revenue work funded by the schools SLA budget will be called off within Chief Officer Delegations.

### **Section K: Budget Summary 2024/25**

81. The budget update report presented to Cabinet on 12 December 2023 included provisional cash limit guidelines for each Directorate. The cash limit for Universal Services in that report was £155.753m, a £9.134m increase on the previous year. The increase comprised of:
- £7.570m increase for inflationary and growth pressures, including a combined total of just over £5.5m inflation on the Highways Maintenance and Waste Disposal contracts, both of which are index-linked; growth recognising the increase in highways assets to be maintained; and demographic growth in Waste.
  - £2.0m permanent increase to the Highways Maintenance budget as agreed by Cabinet in February 2020, but previously this had been enacted as a temporary increase each year funded from any underspend in the prior year on Winter Maintenance, topped up to £2m from corporate contingencies.
  - £0.935m increase to the Waste budget for the impact of Government legislation prohibiting charges for DIY waste at Household Waste Recycling Centres from 1 January 2024. As referenced in paragraph 35 above, a further increase to the budget is anticipated in-year to reflect the actual increased costs, which are expected to total c£2m.
  - A reduction of £1.592m to Street Lighting budgets for revised profiling of PFI payments between capital repayments and interest to reflect the contingent rental element (a technical accounting adjustment with the overall cost remaining the same).

- £293,000 increase funded by grants (primarily LEVI Capability Fund Grant to support the transition to Electric Vehicles for Traffic Management and Road Safety).
  - A net decrease of £72,000 from transfers between directorates, mostly relating to internal restructures and ongoing IT charges.
82. Appendix 2 sets out a summary of the proposed budgets for the service activities provided by Universal Services for 2024/25 and show that these are within the cash limit set out above.
83. In addition to these cash limited items there are further budgets which fall under the responsibility of Universal Services, which are shown in the table below:

	2024/25	
	£'000	£'000
Cash Limited Expenditure	280,746	
Less Income (Other than Government Grants)	(124,993)	
<b>Net Cash Limited Expenditure</b>		<b>155,753</b>
Trading Units Net (Surplus) / Deficit		(80)
Flood Protection Levy		739
Coroners		4,186
Less Government Grants:		
• Bus Service Operators Grant	(1,068)	
• Product Safety and Standards	(175)	
• England Coastal Path	(50)	
• Local Electric Vehicle Infrastructure (LEVI) Capability Fund	(294)	
Total Government Grants		(1,588)
<b>Total Net Expenditure</b>		<b>159,010</b>

## Section L: Climate Change Impact

84. 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.

85. This report deals with the revenue budget preparation for 2024/25 for the Universal Services Directorate. Climate change impact assessments for individual services and projects will be undertaken as part of the approval to spend process. There are no further climate change impacts as part of this report which is concerned with revenue budget preparation for 2024/25 for the Universal Services Directorate.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<p><u>Title</u> Savings Programme to 2025 – Revenue Savings Proposals (Executive Lead Member for Universal Services) <a href="#">Report.pdf (hants.gov.uk)</a></p>	<p><u>Date</u> 18 September 2023</p>
<p>Medium Term Financial Strategy Update and Savings Programme to 2025 Savings Proposals <a href="https://democracy.hants.gov.uk/mgAi.aspx?ID=63758#mgDocuments">https://democracy.hants.gov.uk/mgAi.aspx?ID=63758#mgDocuments</a></p>	<p>Cabinet – 10 October 2023 / County Council – 9 November 2023</p>
<p>Budget Setting and Provisional Cash Limits 2024/25 <a href="#">Financial Update and Budget Setting and Provisional Cash Limits 2024/25 (hants.gov.uk)</a></p>	<p>Cabinet – 12 December 2023</p>
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<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 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:**

The budget setting process for 2024/25 does not contain any proposals for major service changes which may have an equalities impact. Proposals for budget and services changes which are part of the Savings Programme to 2025 Programme were considered in detail as part of the approval process undertaken in September, October and November 2023 and full details of the Equalities Impact Assessments relating to those changes can be found in Appendices 3 to 7 of the October Cabinet report linked below:

<https://democracy.hants.gov.uk/mgAi.aspx?ID=62985#mgDocuments>

For proposals where a Stage 2 consultation is required, the EIAs are preliminary and will be updated and developed following this further consultation when the impact of the proposals can be better understood. The results of these consultations and any changes to equality impacts will be reported to the relevant Executive Member as the savings proposals are further developed and implemented.



## Budget Summary 2023/24 – Universal Services

<b>Service Activity</b>	<b>Adjusted Original Budget 2023/24 £'000</b>	<b>Revised Budget 2023/24 £'000</b>
Highways Maintenance	27,125	27,608
Street Lighting	10,551	9,099
Winter Maintenance	6,489	6,489
Traffic Management and Road Safety	2,034	2,902
Capital Works Implementation	449	494
Concessionary Fares	11,718	11,718
Passenger Transport	4,223	4,223
<b>Highways, Engineering &amp; Transport</b>	<b>62,589</b>	<b>62,533</b>
Waste Disposal	53,430	62,218
Environment	538	490
Development Management, Minerals and Waste Policy	160	193
Asbestos	75	68
Scientific Services	204	559
Trading Standards	1,746	1,783
<b>Waste &amp; Environmental Services</b>	<b>56,153</b>	<b>65,311</b>
Countryside Services	3,262	3,506
Outdoor Centres	291	404
Rural Estates (County Farms)	(316)	(316)
Sir Harold Hillier Gardens (room hire)	64	64
Registration	(1,026)	(1,028)
Archives	728	843
<b>Recreation, Information &amp; Business Services</b>	<b>3,003</b>	<b>3,473</b>
Business Support	1,164	1,459
Business Development Team	754	909
Business Strategy & Improvement and Transition	1,311	1,311

Contact Centre Team	278	366
Departmental and Corporate Support	2,161	2,351
Facilities Management	4,474	4,464
The Great Hall	13	13
PrintSmart	(57)	(57)
Hampshire Printing Services	(24)	(25)
Property Services	4,296	4,307
Repairs & Maintenance	9,980	9,960
Feasibility	1,035	1,035
Corporate Estate	(177)	(177)
Sites for Gypsies and Travellers	44	44
Development Account and Other Miscellaneous	(378)	(378)
<b>Property, Business Development &amp; Transformation</b>	<b>24,874</b>	<b>25,582</b>
Net Contribution To / (From) Cost of Change	-	<b>(7,123)</b>
<b>Net Cash Limited Expenditure</b>	<b>146,619</b>	<b>149,776</b>
Hampshire Transport Management	(42)	(42)
River Hamble	(52)	(52)
<b>Universal Services Trading Units</b>	<b>(94)</b>	<b>(94)</b>
<b>Coroners</b>	<b>2,968</b>	<b>3,143</b>

## Budget Summary 2024/25 – Universal Services

<b>Service Activity</b>	<b>Adjusted Original Budget 2023/24 £'000</b>	<b>Proposed Budget 2024/25 £'000</b>
Highways Maintenance	27,125	31,150
Street Lighting	10,551	9,252
Winter Maintenance	6,489	6,877
Traffic Management and Road Safety	2,034	2,291
Capital Works Implementation	449	431
Concessionary Fares	11,718	12,288
Passenger Transport	4,223	4,634
<b>Highways, Engineering &amp; Transport</b>	<b>62,589</b>	<b>66,923</b>
Waste Disposal	53,430	58,304
Environment	538	441
Development Management, Minerals and Waste Policy	160	235
Asbestos	75	74
Scientific Services	204	178
Trading Standards	1,746	1,735
<b>Waste &amp; Environmental Services</b>	<b>56,153</b>	<b>60,967</b>
Countryside Services	3,262	3,119
Outdoor Centres	291	173
Rural Estates (County Farms)	(316)	(313)
Sir Harold Hillier Gardens (room hire)	64	64
Registration	(1,026)	(1,125)
Archives	728	728
<b>Recreation, Information &amp; Business Services</b>	<b>3,003</b>	<b>2,647</b>
Business Support	1,164	1,129
Business Development Team	754	759

Business Strategy & Improvement and Transition	1,311	1,315
Contact Centre Team	278	278
Departmental and Corporate Support	2,161	2,051
Facilities Management	4,474	4,511
The Great Hall	13	5
PrintSmart	(57)	(57)
Hampshire Printing Services	(24)	(27)
Property Services	4,296	4,233
Repairs & Maintenance	9,980	10,291
Feasibility	1,035	1,035
Corporate Estate	(177)	(174)
Sites for Gypsies and Travellers	44	42
Development Account and Other Miscellaneous	(378)	(376)
<b>Property, Business Development &amp; Transformation</b>	<b>24,874</b>	<b>25,015</b>
Net Contribution To / (From) Cost of Change	-	<b>201</b>
<b>Net Cash Limited Expenditure</b>	<b>146,619</b>	<b>155,753</b>
Hampshire Transport Management	(42)	<b>(24)</b>
River Hamble	(52)	<b>(56)</b>
<b>Universal Services Trading Units</b>	<b>(94)</b>	<b>(80)</b>
<b>Coroners</b>	<b>2,968</b>	<b>4,099</b>

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Universal Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Traffic Order Proposals: 30 Miles Per Hour Speed Limit in C125 Redbridge Lane at Nursling
<b>Report From:</b>	Director of Universal Services

**Contact name:** Mandy Ware

**Email:** mandy.ware@hants.gov.uk

#### Purpose of this Report

1. The purpose of this report is to seek approval from the Executive Lead Member for Universal Services to make an exception to the current Traffic Management Policy. At present all speed limits are set for road safety reasons and a decision is needed to allow the existing short section of 40mph speed limits on Redbridge Lane, Nursling, to be adjusted to 30mph to reflect the recent changes in the built environment and bring the whole road under one speed limit on Redbridge Lane.

#### Recommendations

2. That the Executive Lead Member for Universal Services notes the current Traffic Management Policy position in relation to speed limits and permits an amendment of the speed limit on Redbridge Lane, Nursling to be progressed to allow for a reduction for a section of 375m outside the Bodding Avenue estate from 40mph to 30mph in line with the current 30mph speed limit on either end of Redbridge Lane.
3. That the Executive Lead Member for Universal Services gives authority to make a traffic order under the Road Traffic Regulation Act 1984 (RTRA), the effects of which will be to impose a 30 miles per hour speed limit (existing 40mph) on that length of C125 Redbridge Lane, Nursling between a point 215 metres south-west of its junction with A3057 Romsey Road and a point 415 metres south-west of that point. This order will revoke the provisions contained in The Hampshire (Various Roads Hillyfields Nursling) (Restricted Road) Order 1995 and The Hampshire (C125 Redbridge Lane Nursling) (40 mph Speed Limit) Order 2004 and re-enact them with no change of substance save for the change described above.

#### Executive Summary

4. This paper seeks approval to make an exception to the current Traffic Management Policy. At present all speed limits are set for road safety and

casualty reduction reasons and a decision is needed to allow the existing short section of 40mph speed limit on Redbridge Lane, Nursling, to be adjusted to 30mph to reflect the recent changes in the built environment and bring the speeds in line with the rest of the carriageway on Redbridge Lane.

5. If approved, a Traffic Order will be implemented under the Road Traffic Regulation Act 1984 (RTRA), the effects of which will be to impose a 30 miles per hour speed limit (existing 40mph) on that length of C125 Redbridge Lane, Nursling between a point 215 metres south-west of its junction with A3057 Romsey Road and a point 415 metres south-west of that point, as per the plan shown as Appendix A.
6. This order will revoke the provisions contained in The Hampshire (Various Roads Hillyfields Nursling) (Restricted Road) Order 1995 and The Hampshire (C125 Redbridge Lane Nursling) (40 mph Speed Limit) Order 2004 and re-enact them with no change of substance save for the change described in the above paragraph.

### **Contextual information**

7. The above Traffic Order is proposed to support a speed limit reduction for a section of Redbridge Lane in Nursling. The speed limit for this section is currently 40mph, and the new proposed speed limit will be 30mph outside the Bodding Avenue Estate in line with the rest of Redbridge Lane.
8. Changing the 40mph speed limit will mirror the existing speed limit for the majority of Redbridge Lane which is subject to a 30mph speed limit due to the proximity to residential areas, the Oasis Academy School entrance, the Rugby Field and the car park entrance to community green space. Furthermore, a lower speed limit will improve the environment for pedestrians crossing this section of Redbridge Lane from the residential area (Bodding Avenue), to continue along Redbridge Lane and to access the school, football club and playing fields opposite. Concerns with the current speed limit have been raised by the local County Councillor and local residents and the change is publicly supported. A number of residents of Redbridge Lane and the Bodding Avenue estate have commented that they consider the existing 40mph speed limit unsuitable in this location and have requested that the speed limit be reviewed and reduced to 30mph for the following reasons:
  - The presence of the Oasis Academy and that children cross within the existing 40mph speed limit to access this school.
  - The residential development of Bodding Avenue estate, also known as Fen Meadows.
  - Access between the residential Bodding Avenue estate and the recreation ground opposite.
  - Existing traffic speeds and volume, particularly around school start and finish times.
  - The increase in child pedestrians and cyclists in recent years.
  - The number of families with younger children living in the Bodding Avenue estate.

9. It would be possible to extend both existing 30mph speed limits either end of the existing 40mph speed limit to beyond Bodding Avenue (north and south), which would reflect the change in the built environment from the introduction of the Bodding Avenue housing development. However, with the development of over 100 family properties built adjacent to the western carriageway and the introduction of a football club within the community sports field on the eastern carriageway, this is deemed inappropriate as, the increase in car traffic turning into both built estates, the increase in the built environment has increased pedestrians requiring to cross the carriageway to access the community green space on the eastern side of the road. To raise drivers' awareness of the need to reduce speed, the change in speed limit could be emphasised with yellow-backed terminal signs on either side of the carriageway with an adjacent 'SLOW' carriageway marking on a red pad.
10. Extending the existing 30mph speed limits in this way would be the typical response to a change in the built environment but is rejected in this case because the resulting length of 40mph speed limit in between is considered too short. In these circumstances the remaining length of 40mph is expected to be approximately 375m. Department for Transport guidance circular 01/2013 recommends that the minimum length of speed limit should generally not be less than 600m but that in exceptional cases this could be reduced to 400m for lower speed limits. This aims to avoid frequent speed limit changes that cause confusion for drivers, that affect compliance and are difficult to enforce.
11. It would be possible to leave the extents of the current speed limits unaltered, but to use measures such as yellow-backed terminal signs and 'SLOW' carriageway markings to highlight the need to slow down. This is rejected because it would not reflect the change in the built environment and make drivers aware of the increase in pedestrians being in the road.
12. It should also be noted that at the Hillyfields end, the 30mph terminal sign is already yellow-backed and a red carriageway surface treatment has been applied. As such, these measures would not address concerns with the current speed limit.
13. A minor works scheme is proposed to provide an uncontrolled facility to aid pedestrians crossing between the residential area and the public field opposite which is owned by Southampton City Council. This scheme includes the construction of a new footway link and crossing point supporting an established desire line and it is suggested that a 30mph speed limit will support this scheme. Additional signage will also be implemented to make drivers aware of the pedestrian crossing and pedestrians crossing the road.
14. Due consideration has been given to RTRA 1984 sections 122(1) and 122(2) and any other relevant legislation. In this case the Local Highway Authority considers this TRO expeditious, for the convenient and safe movement of vehicular and other traffic (including pedestrians).
15. The decision outlined in paragraph 14 (above) to exercise the functions of the Local Highway Authority under RTRA 1984 sections 122(1) and 122(2) has been reached on the basis of what is reasonably practicable.

## **Finance**



16. The cost of the Traffic Regulation Order and works to introduce a 30mph speed limit will be delivered as part of the A3057 Nursling & Rownhams Junction improvements scheme to the sum of £50,000 which is funded from S106 developer contributions.

### **Consultation and Equalities**

17. The proposed Traffic Regulation Order has been advertised and notices placed on site to invite public comment. No objections were received from the public during the public consultation period which took place between 21<sup>st</sup> July and 11<sup>th</sup> August 2023.
18. The local Member supports the proposed reduction of the speed limit.
19. The Police object to the proposal for the following reasons:
- The higher rate of speed monitored along this stretch of road is currently recorded as over 40mph indicating that this length of road is considered, by drivers, to be a 40mph speed limit. However, this could be due to 40mph signs being present outside the housing development.
  - There are no recorded accidents along Redbridge Lane. The police note that the development-generated crossing movements have been occurring for five years with no recorded casualties, indicating the existing 40mph speed limit is satisfactory.
  - The proposal does not fit DfT guidelines on setting speed limits as the 375m section falls short of the DfT guidelines of 600m, which evidence suggests could result in average speeds increasing from the existing figures as the speed limit signs would be removed and would create unnecessary enforcement requests to which the police could not assist.
20. For these reasons the police have objected to this proposal unless serious traffic calming along the whole length of the proposal is implemented.
21. It is considered that the proposal will have a neutral impact on protected groups. The establishment of a lower speed limit will support the proposed minor works scheme to introduce an uncontrolled crossing point.

### **Officer response**

22. The reasons given by the police in objection to the proposal are acknowledged. It is recognised that the proposal is inconsistent with DfT guidelines on setting speed limits and also with current Hampshire County Council policy relating to speed limits.
23. The option to leave the current speed limits unaltered was considered but rejected because it would not reflect the change in the built environment and the requirement to reduce the speed limit to 30mph in line with the rest of the road and aid the movements of additional turning vehicles into the new estates or the safe crossing of pedestrians to the community space and the football club. It is acknowledged that the Bodding Avenue development has been in place for some time, but issues have been raised previously by the residents to members of Test Valley Borough Council and the County Council which is why it has been

included within the design work for the A3057 Nursling & Rownhams Junction Improvement Scheme which is set to start construction in early 2024.

24. The alternative option to extend both existing 30mph speed limits either end of the existing 40mph speed limit to beyond Bodding Avenue (north and south) would reflect the change in the built environment but is rejected because the resulting length of 40mph speed limit in between is considered too short.
25. The change in speed limit is considered necessary to reflect the changes in the built environment and increased traffic movements and pedestrian movements around the junctions and into the community space, rugby grounds, football club or the altered entrance to the Oasis academy school, which has been relocated onto Redbridge Lane. The request for traffic calming from the police is considered disproportionate given the good safety record at this time. However, it is recognised that creating a single 30mph speed limit along the length of Redbridge Lane will result in the removal of the current 30mph terminal signs which serve as prompts for drivers to slow down, and consideration will be given to supplemental measures such as Speed Limit Reminder signs and pedestrian crossing signs to mitigate this loss.
26. In the event of poor driver compliance which does not improve with low cost supplemental measures, then subject to available funding consideration may be given to traffic calming measures as envisaged by the police to achieve compliance.

### **Climate Change Impact Assessments**

27. 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**

28. The climate change tool was not applicable because this report relates to a change in speed limit only and not to physical infrastructure.

### **Carbon Mitigation**

29. The setting of speed limits is important in supporting strategic transport policy, including achieving transport-related climate change outcomes. Helping support Hampshire residents walk and cycle is expected to reduce reliance on private cars and will support the climate change target to be carbon neutral by 2050.

### **Conclusions**

30. This report seeks approval to make an exception to the current Traffic Management Policy allowing the existing 30mph speed limits on Redbridge Lane, Nursling, to be adjusted to reflect recent changes in the built environment

without creating a short section of 40mph speed limit outside the development of Bodding Avenue estate.

31. The police have objected to the proposal citing, amongst other concerns, the departure from DfT guidance on setting speed limits. Alternative options to resolve the police objection have been considered but rejected, with the proposal for a single 30mph speed limit on Redbridge Lane considered the better solution.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
Executive Lead Member for Universal Services. Project Appraisal: A3057 Nursling and Rownhams Junctions Improvements	13 March 2023

**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.

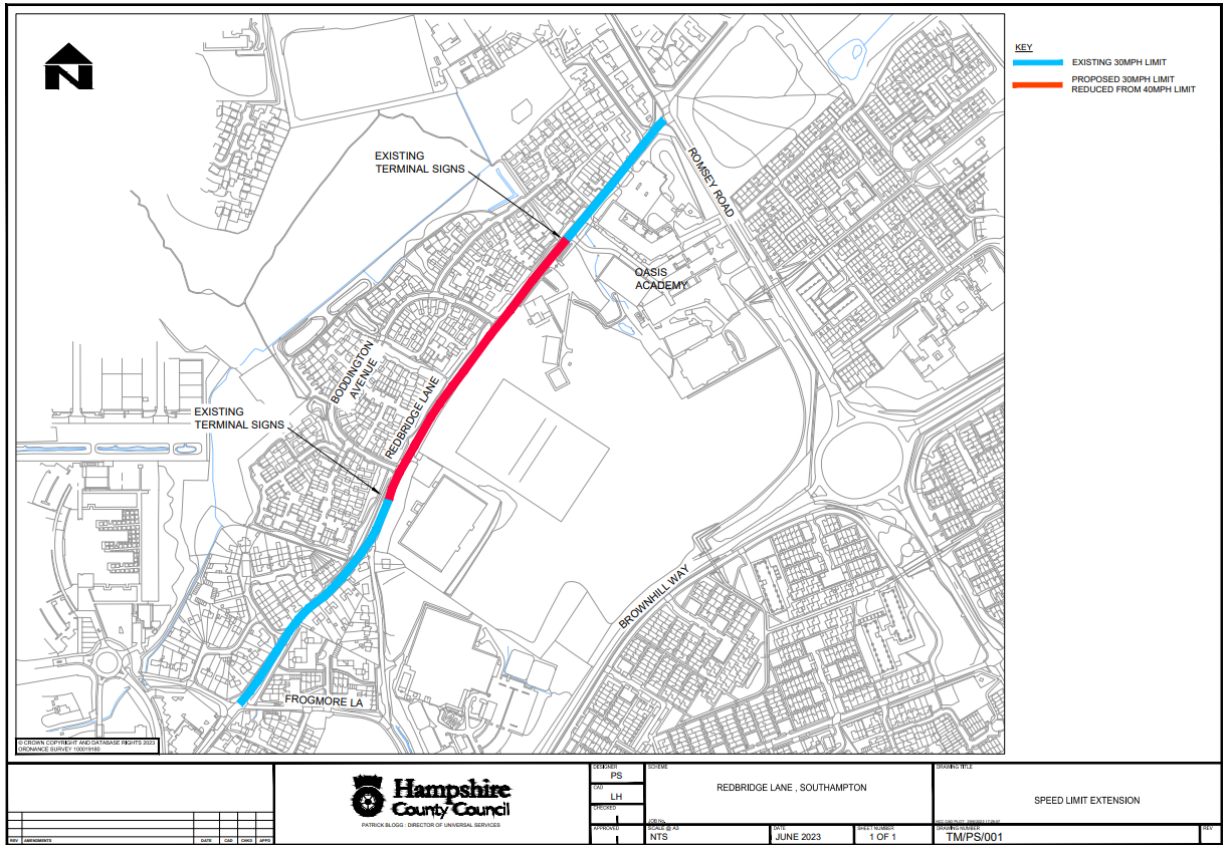
Due regard in this context involves having due regard in particular to:

- 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:**

It is considered that the proposal will have a neutral impact on protected groups. The establishment of a lower speed limit will support the proposed minor works scheme to introduce an uncontrolled crossing point.

# APPENDIX A



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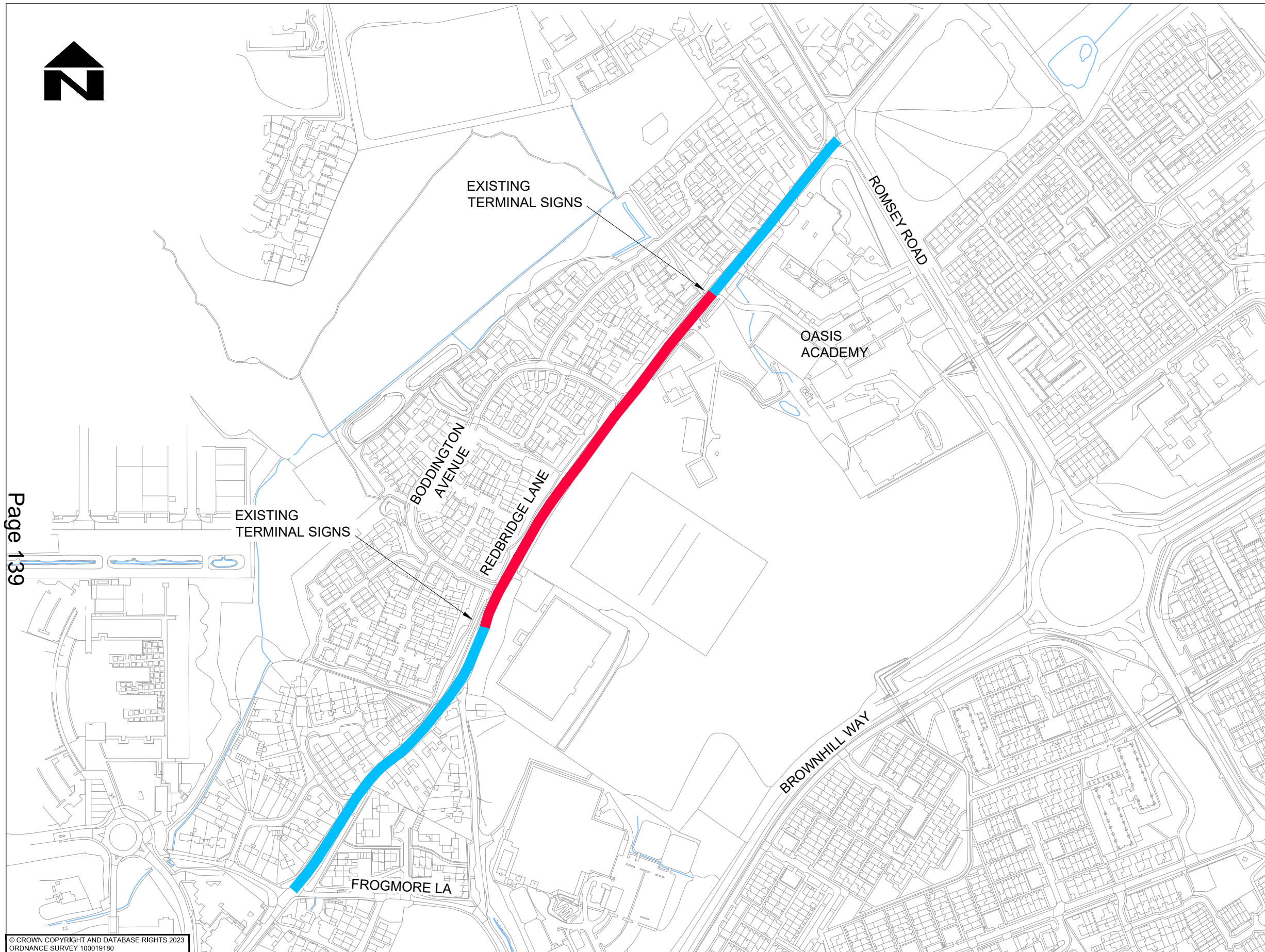


**KEY**

█ EXISTING 30MPH LIMIT

█ PROPOSED 30MPH LIMIT  
REDUCED FROM 40MPH LIMIT

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REV	AMENDMENTS	DATE	CAD	CHKD	APPD



DESIGNER PS	SCHEME REDBRIDGE LANE , SOUTHAMPTON		DRAWING TITLE SPEED LIMIT EXTENSION	
CAD LH	JOB No.		HCC CAD PLOT: 29/6/2023 17:29:57	
CHECKED	SCALE @ A3 NTS	DATE JUNE 2023	SHEET NUMBER 1 OF 1	DRAWING NUMBER TM/PS/001
APPROVED				REV

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## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Universal Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Bus Contracts for Basingstoke Area
<b>Report From:</b>	Director of Universal Services

**Contact name:** Mike Griffin-Thorn

**Email:** Mike.griffin-thorn@hants.gov.uk

### Purpose of this Report

1. The purpose of this report is to detail the outcomes of tenders to provide four bus services in the Basingstoke area. The services have been tendered via the Dynamic Purchasing System for the Provision of Passenger Transport Services.

### Recommendations

2. That the Executive Lead Member for Universal Services gives approval to spend and enter into contractual arrangements (in consultation with the Head of Legal Services) for new contracts for the Basingstoke local bus services, as set out in the supporting report, to commence from 2 April 2024 for a period of one year at a total cost of £508,450 funded from contributions from Developer Contributions, Basingstoke and Deane Borough Council, Local Transport Fund (LTF) and the Local Bus Budget.
3. That the Executive Lead Member for Universal Services delegates authority to the Director of Universal Services, in consultation with the Executive Lead Member for Universal Services, to make minor amendments to the contracts detailed above.

### Executive Summary

4. Hampshire County Council tendered for four bus services in the Basingstoke area. The overall cost to provide these services equate to £508,450 that will be funded by Developer Contributions, Basingstoke and Deane Borough Council, and the Local Bus Budget.
5. This paper seeks to propose a course of action to ensure that public transport services continue to support access to work, education, retail, and health for the widest section of the community, thereby supporting quality of life and wellbeing while achieving value for money.
6. The proposed bus tenders retain the existing level of service as far as is affordable and take account of any known changes to the commercial network.

## Contextual information

7. The Covid-19 pandemic has had a negative impact on all passenger transport services in Hampshire, from rail, to ferry, to bus to community transport. Patronage on these services dropped sharply at the outset of the pandemic and, due to a number of factors, including changes in the way people work, shop and choose to travel, patronage levels have not recovered. This is especially the case for passengers who hold either an Older Persons' or Disabled Persons concessionary bus pass.
8. This reduction in patronage has led to a fall in fare revenue for all passenger transport services which means it is now more expensive than pre-covid to provide these services. Severe driver shortages and inflationary pressures through rises in energy, staff and fuel costs have further increased these costs.
9. The County Council continues to enjoy a strong working relationship with all bus operators in Hampshire which not only ensures that both the Council and operators have an understanding of the challenges that each partner faces, but also that the County Council can support bus operators in Hampshire with issues such as driver recruitment. This national issue tends to have localised areas where recruitment is more difficult, several of these being in Hampshire.
10. The services within this report were last tendered in 2016. They were extended via Single Tender Agreement throughout the pandemic to ensure continuity of service.
11. The services have now been competitively tendered via the Dynamic Purchasing System for the Provision of Passenger Transport Services where several Lots or options were tendered:
  - a. **Service 4 (Basingstoke)**  
Lot 1 Existing timetable (Monday to Saturday)
  - b. **Service 12/15/17 (Basingstoke)**  
Lot 1 Existing timetable (Monday to Saturday)
  - c. **Service 14 (Basingstoke)**  
Lot 1 Existing timetable (Monday to Saturday)
  - d. **Service 74 (Basingstoke)**  
Lot 1 Existing timetable (Monday to Saturday)
12. This report proposes that the following are awarded:

<b>Service</b>	<b>Proposed Lot to be awarded</b>	<b>Proposed New Annual Contract Value</b>	<b>Difference in service levels</b>
4	Lot 1 - 1yrs	£221,000	None
12/15/17	Lot 1 - 1yrs	£125,000	None
14	Lot 1 - 1yrs	£149,000	None
74	Lot 1 - 1yrs	£13,450	None
<b>Total value</b>		<b>£508,450</b>	

13. Due to the requirements set out in the Memorandum of Understanding between the County Council and Department for Transport (DfT) for the provision of BSIP+ grant funding, the County Council should aim to protect vital bus services for the duration of the funding period i.e. until 31 March 2025.
14. In contrast to this, the County Council is facing a severe shortfall to its budget from 1 April 2025 and will be consulting on withdrawing its discretionary functions, including public bus services, early next year. With the uncertainty of the outcome of this consultation, the decision was taken to procure the routes on a maximum tenure of one year with this report proposing a one-year award.

## Finance

15. If approved, the contracts will operate from 2 April 2024 until 1 April 2025 with no extension period.
16. The contracts will be funded primarily from within existing budgets, which includes various contributions as set out below. However, overall, this tendering round represents a £161,625 higher cost per annum than the previous contracts and this additional element is not covered by base budget but is instead intended to be met from grant funding.
- 17.

Service	PT Value	LTF	Dev Cons	OLA	TOTAL
4	£62,964	£5,916	£95,817	£56,303	£221,000
12/15/17	£30,263	£94,737			£125,000
14	£75,452	£61,636	£11,912		£149,000
74	£13,450				£13,450
<b>TOTAL</b>	<b>£182,129</b>	<b>£162,289</b>	<b>£107,729</b>	<b>£56,303</b>	<b>£508,450</b>

18. Section 106 Developer contributions to operate Service 4 and Service 14 amount to £107,729 per annum.
19. Additional contributions from Basingstoke and Deane Borough Council towards Service 4 amount to £56,303 per annum.
20. The local bus budget to support these routes equates to £182,129. The shortfall of this will be supported by LTF as per section 21.
21. LTF will support the shortfall on the local bus budget. This amounts to £162,289 per annum.
22. In May 2023 the Department for Transport announced that Hampshire County Council was successful in being awarded £3.6million of BSIP+ (Bus Service Improvement Plan Plus) funding in 2023/24 with a further £3.6million due in 2024/25. In addition, the County Council is in receipt of the Local Transport Fund (LTF), a government grant provided to Local Transport Authorities (LTAs) for the provision of bus services which require local authority support, including tendered bus services. The Grant provides funding in addition to, but not as a replacement of any normal funding the LTA receives for the running of tendered

bus services. The terms and conditions of this grant do not mandate a specific or minimum level.

23. Contrary to that of paragraph 23, BSIP+ funding T&C's do not permit us to use the funding to support services that are already supported by the Local Authority but instead allow us to use against other areas of the business such as infrastructure and incentives. LTF funding T&C's offer us the opportunity to use the funding to fund Local Authority supported services. Taking this into account, we will only be able to utilise the funding from LTF and not BSIP+.
24. It is proposed that the County Council will utilise any relevant and available external funding streams, such as those set out in paragraph 22 above, to meet the shortfall in budget. Following the Executive Lead Member for Universal Services giving approval to the proposed arrangements for the local administration of LTF at his decision day in July 2023, if approved this will be used as a source of funding for these services for one year.
25. As set out in paragraph 8 of this report, the operating environment for bus operators is exceptionally challenging. As a result, the County Council has been anticipating a large increase in tender prices for some time, setting this out in a number of reports which have been considered by the Executive Lead Member for Universal Services.
26. These external funding sources are finite and therefore, using them to cover this shortfall will have an impact on the availability of funding elsewhere around the County. Despite this, it is considered that utilising this funding for this purpose still represents good value for money for the Council due to the impact that reductions in these services at this time would have on passengers, particularly those with protected characteristics.
27. LTF expiration is based on the amount of funding remaining and has no specific expiration date. The County Council has £1,086,721 of grant remaining that can be used to offset any additional cost that is outside of the available base budget. The majority of supported local bus services have now been retendered with Ten New Forest contracts remaining to be retendered in early 2024. Five of these contracts are heavily supported by Home to School Transport budgets within the Childrens Services Directorate but to ensure to get the best possible outcomes and value for money, they are tendered along with the local bus network. The cost to operate these five contracts will be met through a contribution from Home to School Transport budgets and the local bus base budget.

## **Performance**

28. This section outlines the new service levels on a service-by-service basis.
  - a. Service 4 currently operates as a fixed timetable service. It is proposed that the new service will continue to operate a fixed timetable Monday to Saturday.
  - b. Service 12/15/17 currently operates as a fixed timetable service. It is proposed that the new service will continue to operate a fixed timetable Monday to Saturday.

- c. Service 14 currently operates as a fixed timetable service. It is proposed that the new service will continue to operate a fixed timetable Monday to Saturday.
- d. Service 74 currently operates as a fixed timetable service. It is proposed that the new service will continue to operate a fixed timetable Monday to Saturday.

### **Consultation and Equalities**

- 29. The County Council carried out a Passenger Transport consultation in 2022 to inform the Council on how it could best implement its savings in 2023. Views were sought from users of all subsidised bus services including the services this report focusses on.
- 30. When designing the various lots that were tendered and drawing up recommendations for approval, consideration was not given to reduce the level of service following the release of the terms and conditions as set out by DfT for BSIP+ Funding. The tendering would not see a reduction or increase in service levels provided.
- 31. Data shows that the main users of these services tend to belong to groups with the following protected characteristics: Age, Disability, Gender, Pregnancy & Maternity, Race, Rurality and Poverty. Therefore, the ongoing provision of the unchanged services is expected to have a neutral impact on these groups.
- 32. It is expected that service users who belong to groups with the following protected characteristics: Gender Reassignment, Religion or Belief, Sexual Orientation and Marriage & Civil Partnership will be neutrally impacted as there is no evidence to suggest that people with these characteristics are more likely to use public transport than those without.

### **Climate Change Impact Assessments**

- 33. 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.
- 34. These tools are not designed to be applied to public transport services and therefore are not relevant in this instance.
- 35. Public transport offers an alternative to individuals travelling in a private car thus can help reduce carbon emissions on Hampshire's roads.
- 36. Work will be undertaken to ensure these services are well publicised and promoted within their relevant communities to ensure that as many people as possible benefit from their positive climate credentials.



## **Conclusions**

37. The recommendations offer the best value which can be achieved at this time given the challenging environment surrounding public transport at the time of tendering.
38. The proposed approach within this report ensures that the communities served by these services retain their local transport links which improve their access to retail, health, education and leisure facilities.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<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:**

Data shows that the main users of these services tend to belong to groups with the following protected characteristics: Age, Disability, Gender, Pregnancy & Maternity, Race, Rurality and Poverty. Therefore, the ongoing provision of the unchanged services is expected to have a neutral impact on these groups.

It is expected that service users who belong to groups with the following protected characteristics: Gender Reassignment, Religion or Belief, Sexual Orientation and Marriage & Civil Partnership will be neutrally impacted as there is no evidence to suggest that people with these characteristics are more likely to use public transport than those without.

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Countryside and Regulatory Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Annual Review of the Policy for the Regulation of Investigatory Powers Act 2000
<b>Report From:</b>	Director of Universal Services

**Contact name:** Richard Strawson

**Email:** richard.strawson@hants.gov.uk

#### Purpose of this Report

1. The purpose of this report is to seek approval of the County Council's updated Policy in relation to the use of covert investigative techniques as required annually under the Codes of Practice issued by the Home Office associated with the Regulation of Investigatory Powers Act (RIPA).

#### Recommendation

2. That the County Council's proposed Policy in relation to the use of covert investigative techniques, attached as appendix 1 to the report, be approved.

#### Executive Summary

3. This paper seeks approval of the County Council's Policy in relation to the use of covert investigative techniques under the Codes of Practice issued by the Home Office associated with the Regulation of Investigatory Powers Act (RIPA). This relates predominantly to the Trading Standards Service but does apply to any relevant activities undertaken by the County Council.
4. The Policy, for which approval is sought, is attached to this report as Appendix 1.

#### Contextual information

5. RIPA is the act of parliament that regulates the County Council's use of covert surveillance, together with The Protection of Freedoms Act 2012, The Investigatory Powers Act 2016 and the Home Office's Codes of Practice for Directed Surveillance, Covert Human Intelligence Sources (CHIS) and the Acquisition and Disclosure of Communication Data. The County Council operates a strict control policy, which ensures that only authorised surveillance takes place; where it is lawful, necessary and proportionate to do so.
6. The current statutory Codes of Practice made by the Secretary of State for the Home Office under the Regulation of Investigatory Powers Act 2000 require that

each local authority must have their policy in relation to the use of covert investigative techniques confirmed by the appropriate executive function on an annual basis, that is, the Executive Member for Countryside and Regulatory Services.

7. The current Policy was approved on 8<sup>th</sup> December 2022 by the Executive Member for Policy, Resources and Economic Development. This was for a twelve-month period and approval for the continued use of surveillance powers for the next 12 months is now required.
8. The County Council uses these powers very sparingly, recognising the potential impact of any surveillance and therefore considering any decision to undertake such activity carefully. The Trading Standards Service has adopted the Intelligence Operating Model (IOM) as a means of identifying suspicious activity for further investigation and, thus ensuring resources are used efficiently. The introduction of the IOM and the reduced capacity of the Service following a comprehensive transformation programme has contributed towards the decline in recent surveillance activity.
9. In the financial year 2022/2023 there were no instances of the County Council using its surveillance powers in relation to Directed Surveillance (that is where the person is not aware surveillance is taking place and can be done using cameras or videos), or Covert Human Intelligence Source powers (this is where a person is required to covertly/secretly form a 'relationship' with the person/business under investigation for the purpose of obtaining information to further a criminal investigation, for example through face to face conversations, emails or telephone calls).
10. In the financial year 2022/2023 the County Council made no applications in relation to its communications data powers (this is where a request is made to a telecommunications supplier for traffic data, service use information or subscriber information), for example, identifying who a particular internet domain is registered to or the identity of the subscriber to a particular telephone number. All such activity requesting communications data is authorised by the Office for Communication Data Authorisations (OCDA) and submitted by Trading Standards via the National Anti-Fraud Network (NAFN).
11. There has been no use of surveillance powers in relation to either Directed Surveillance or Covert Human Intelligence Source since 1 April 2023, but there has been a single request for Communications Data. This request was authorised by the OCDA, having been submitted via NAFN.
12. It should be noted that the use of surveillance is not the totality of any criminal investigation, but a very limited and extreme part of it, and furthermore that criminal investigations may not complete their passage through the criminal court process for many months after the surveillance activity has ceased. Ongoing court capacity issues have caused delays in cases being completed.
13. The principal reasons for the use of surveillance are for prevention and detection of crime and not for criminal proceedings. As such, conviction rates, although excellent, are not the only measure of success (different methods of disposal such as letters of written warning, Simple Cautions and website takedowns are also justifiable indicators of RIPA usage).

14. Monitoring of the County Council's activity in respect of RIPA is conducted by the Audit Committee. Regular reports on the use of surveillance powers are presented to the Audit Committee on a quarterly basis.
15. On 25 May 2023, the Audit Committee reviewed the County Council's use of RIPA powers for the previous 12 months. As a result of that review, the Audit Committee has provided its assurance that the County Council is operating its powers in a lawful and proportionate manner, and the continued use of surveillance powers would be appropriate.
16. The majority of the County Council's RIPA activity will be conducted by officers of the Trading Standards Service, and in accordance with the current County Council policy in relation to the use of covert investigative techniques, all RIPA activity is authorised via that Service. Additionally, all authorisations by local authorities are subject to judicial approval through a magistrate, in accordance with the provisions of the Protection of Freedoms Act 2012.
17. The County Council's use of surveillance powers is regularly subject to external inspection by the Investigatory Powers Commissioner's Office (IPCO).
18. In May 2021 a remote desktop inspection was conducted (due to the ongoing Covid pandemic), where a Chief Inspector of the IPCO reviewed the County Council's use of directed surveillance, covert human intelligence source and CCTV systems under RIPA, as well as the policies and procedures that the County Council has in place. The findings were that whilst the County Council is not a prolific user of the powers, it has used them to very good effect and, in compliance terms, to a very high standard. The Inspector also expressed the view that, "Applicants and Authorising Officers are to be congratulated on the way they have approached their statutory responsibilities."
19. A comprehensive review of the policy was undertaken by Trading Standards and Legal Service in 2022, giving rise to some amendments to bring it into line with accepted good practice. This included specific reference to the use of social media and the adoption of forms specified by the Codes of Practice. Most recent changes reflected now relate to formally recognising the position of Director of Universal Services as Senior Appropriate Officer, whereas previously this referred to the Director of Culture, Communities and Business Services (CCBS).

### **Finance**

20. The decision which is sought to be recommended by this report will have no effect upon the budgetary position of Hampshire County Council.

### **Performance**

21. The recommended decision sought ensures that the County Council continues to comply with the statutory Codes of Practice in relation to the use of covert investigative techniques

### **Consultation and Equalities**

22. Potential impacts on stakeholders have been considered in the development of this report and the updated policy but no adverse impact has been identified.

The decision relates to minor administrative updates to an existing policy, and has therefore been assessed as having a neutral impact on all characteristics. The Covert Surveillance Policy requires that Hampshire County Council follows the application and evaluation process to ensure that any activity is clearly defined and judged to be proportionate and necessary for the furtherance of any investigation, balanced against any potential negative impact on individual's human rights. Applications for covert surveillance require the authorisation of a Service Manager and approval by a Magistrate. Equally, applications for access to communications data are conducted via the National Anti-Fraud Network (NAFN) as a single point of contact into the Office for Communications Data Authorisations. Any targeting of covert surveillance is done on the basis of rigorously scrutinised evidence of alleged criminality. In addition, the County Council's application of this policy is independently reviewed by the Office of Surveillance Commissioners on a regular basis.

### **Climate Change Impact Assessments**

23. 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.

24. The carbon mitigation tool and climate change adaptation tool were not applicable because the decision relates to a Policy and is administrative in nature.

### **Climate Change Adaptation**

25. Not applicable.

### **Carbon Mitigation**

26. Not applicable.

### **Conclusions**

27. Approval of this policy document will ensure continued compliance and oversight with the regulatory framework concerning the use of covert investigative techniques.



**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

## Other Significant Links

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance Activity. Reference 6885.	21 September 2015
Information Compliance - Use of Regulated Investigatory Powers. Reference 7558.	23 June 2016
Regulation of Investigatory Powers Act 2000 – Ability of officers to seek judicial approval for authorisations granted for related surveillance activity. Reference 7638.	20 July 2016
Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance. Reference 7749.	29 September 2016
Information Compliance - Use of Regulated Investigatory Powers	22 June 2017
Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance	18 October 2017
Information Compliance - Use of Regulated Investigatory Powers	20 June 2018
Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance	26 September 2018
Information Compliance - Use of Regulated Investigatory Powers	23 May 2019
Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance	18 December 2019
Information Compliance - Use of Regulated Investigatory Powers	23 July 2020
Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance	26 October 2020
Information Compliance - Use of Regulated Investigatory Powers	26 July 2021

Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance	27 October 2021
Regulation of Investigatory Powers Act 2000 – Annual review and confirmation of existing policy with regards to surveillance	8 <sup>th</sup> December 2022

<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
Regulation of Investigatory Powers Act 2000 as amended	2000
Protection of Freedoms Act 2012	2012
The Investigatory Powers Act 2016	2016

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<p><b>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.)</b></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:**

The decision relates to minor administrative updates to an existing policy, and has therefore been assessed as having a neutral impact on all characteristics. The Covert Surveillance Policy requires that Hampshire County Council follows the application and evaluation process to ensure that any activity is clearly defined and judged to be proportionate and necessary for the furtherance of any investigation, balanced against any potential negative impact on individual's human rights. Applications for covert surveillance require the authorisation of a Service Manager and approval by a Magistrate. Equally, applications for access to communications data are conducted via the National Anti-Fraud Network (NAFN) as a single point of contact into the Office for Communications Data Authorisations. Any targeting of covert surveillance is done on the basis of rigorously scrutinised evidence of alleged criminality. In addition, the County Council's application of this policy is independently reviewed by the Office of Surveillance Commissioners on a regular basis.

## Appendix 1: Hampshire County Council

### Policy in relation to the use of covert investigative techniques

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#### 1. Introduction

This policy document is based on the requirements of the Regulation of Investigatory Powers Act 2000 (RIPA) as amended, The Protection of Freedoms Act 2012, The Investigatory Powers Act 2016 and the Home Office’s Codes of Practice for Directed Surveillance, Covert Human Intelligence Sources (CHIS) and Acquisition and Disclosure of Communications data.

Links to the above documents can be found at:

<http://www.legislation.gov.uk/ukpga/2000/23/contents>

<http://www.legislation.gov.uk/ukpga/2012/9/contents>

<http://www.legislation.gov.uk/ukpga/2016/25/contents>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/742041/201800802\\_CSPI\\_code.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/742041/201800802_CSPI_code.pdf)

[Covert Human Intelligence Sources revised code of practice \(accessible\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/822817/Communications_Data_Code_of_Practice.pdf)

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/822817/Communications\\_Data\\_Code\\_of\\_Practice.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/822817/Communications_Data_Code_of_Practice.pdf)

- 1.1 Surveillance plays a necessary part in modern life and law enforcement. It is used not just in the targeting of criminals, but also as a means of preventing crime and disorder. The Regulation of Investigatory Powers Act 2000 (RIPA) introduced a system of authorisation and monitoring of activities, to ensure that the rights of the individual were not unnecessarily compromised, in the pursuance of regulatory compliance. The Protection of Freedoms Act and Investigatory Powers Act have refined the system introduced by RIPA.
- 1.2 Within the County Council, Trading Standards Officers may need to covertly observe and then visit a shop, business premises, website, social media page or to follow a vehicle or individual as part of their enforcement functions. During a visit or a test purchase situation it may be necessary to covertly record a transaction, as it takes place. Other enforcement staff may also need to observe or record at places where, for example, illegal fly-tipping or other similar crimes take place, and access communications data when investigating such crimes. Similarly, HCC's Internal Audit fraud investigators may need to carry out covert surveillance or acquire communications data when they are investigating a crime which they intend to prosecute using the criminal law. They need to use covert surveillance techniques as part of their official duties.
- 1.3 Only those officers designated as "authorising officers" from the specified units or services are permitted to authorise the use of techniques referred to in RIPA.
- 1.4 Covert Directed Surveillance is undertaken in relation to a specific investigation or operation, where the person or persons subject to the surveillance are unaware that it is, or may be, taking place. The activity is also likely to result in obtaining private information about a person, whether or not it is specifically for the purpose of the investigation.
- 1.5 Investigations may also require the use of Covert Human Intelligence Sources (CHIS). These may be under-cover officers, agents or informants. Such sources may be used by the County Council to obtain and pass on information about another person, without their knowledge, as a result of establishing or making use of an existing relationship. This clearly has implications as regards the invasion of a person's privacy and is an activity which the legislation regulates. A CHIS (other than our own staff) would be used only rarely and in exceptional circumstances. The health and safety risks relating to the use of a non-staff member as a CHIS are significant and the required risk assessment must be agreed by the Head of Service before any judicial approval for such activity is sought.
- 1.6 The Investigatory Powers Act (IPA) also requires a control and authorisation procedure to be in place in respect to the acquisition of communications data. The County Council needs to comply with these requirements when obtaining, for example, telephone or internet subscriber, billing and account information.

- 1.7 In addition, the IPA put in place the Investigatory Powers Commissioner whose duties include inspection those public bodies undertaking covert surveillance and the acquisition of communications data and introduced an Investigatory Powers tribunal to examine complaints that human rights may have been infringed.
- 2. Policy Statement**
- 2.1 Hampshire County Council will not undertake any activity defined within RIPA or the IPA without prior authorisation in the legally prescribed form.
- 2.2 The Director of **Universal Services** has been appointed as the overall Senior Responsible Officer (SRO) with responsibility for the use of covert techniques and, as such, has been given authority to appoint Authorising Officers for the purposes of RIPA (for surveillance and CHIS activities), a Senior Responsible Officer and “Made Aware” Officers for the purposes of the IPA (for access to communications data). The Director is a member of the Corporate Management Team.
- 2.3 The Authorising Officer will not authorise the use of surveillance techniques or CHIS unless the authorisation can be shown to be necessary for the purpose of preventing or detecting crime or of preventing disorder.
- 2.4 In addition, the Authorising Officer must believe that the surveillance or use of CHIS is lawful, necessary and proportionate to what it seeks to achieve. In making this judgment, the officer will consider whether the information can be obtained using other, less intrusive methods and whether efforts have been made to reduce the impact of the surveillance or intrusion on other people, who are not the subject of the operation.
- 2.5 Applications for authorisation of surveillance or the use of a CHIS will be made in writing on the appropriate form (see Annexes 1 or 2 for example forms).
- 2.6 Intrusive surveillance operations are defined as activities using covert surveillance techniques on residential premises or in any private vehicle, which involves the use of a surveillance device or an individual in such a vehicle or on such premises. Hampshire County Council officers are NOT legally entitled to authorise or undertake these types of operations. Operations must not be carried out where legal consultations take place at the places of business of legal advisors or similar places such as courts, Police stations, prisons or other places of detention.
- 2.7 Public bodies are permitted to record telephone conversations, where one party consents to the recording being made and an appropriate authorisation has been granted. On occasions, officers do need to record telephone conversations, to secure evidence.
- 2.8 It is the policy of this authority to be open and transparent in the way that it works and delivers its services. To that end, a well-publicised HCC Complaints procedure is in place and information on how to make a complaint will be provided on request being made to the Director or Authorising Officer.



### **3. Internet and social media investigations**

- 3.1 On-line communication has grown and developed significantly over recent years. The use of this type of communication in the commission of crime is a recognised aspect of routine investigations.
- 3.2 Observing an individual's lifestyle as shown in their social media pages or securing subscriber details for e-mail addresses is covered by the same considerations as off-line activity.
- 3.3 Staff using the internet for investigative purposes must not, under any circumstances, use their personal equipment or their personal social media or other accounts.
- 3.4 HCC will provide equipment not linked to its servers for this purpose and will maintain a number of "legends" (false on-line personalities) for use in investigations. A register of all such legends will be maintained by the Trading Standards Service.
- 3.5 Under no circumstances will a legend include personal details of any person known to be a real person, including their photograph, or a name known to be linked to the subject of the covert technique.
- 3.6 A log will be maintained by the Trading Standards Service of the use of each legend. The log will include details of the user, time, date and enforcement purpose for which the legend is used. The log will be updated each time a legend is used.
- 3.7 It is unlikely that single viewing of open source data will amount to obtaining private information and it is therefore unlikely that an authorisation will be required. If in doubt, the investigating officer should consult a RIPA Authorising Manager.
- 3.8 Where data has restricted access (e.g. where access is restricted to "friends" on a social networking site), an application for CHIS and, if appropriate, directed surveillance should be made before any attempt to circumvent those access controls is made.

### **4. Obtaining Authorisation**

- 4.1 The Director will designate by name one or more Directors, Heads of Service, Service Managers or equivalent to fulfil the role of Authorising Officer (for the purposes of Surveillance and CHIS authorisation), Senior Responsible Officer and "Made Aware" Officer (for the purposes of access to communications data). The Director will cause to be maintained a register of the names of such officers.
- 4.2 Where a CHIS is a juvenile or a vulnerable person, or there is the likelihood that the information acquired by covert surveillance will be Confidential Information (see Glossary), then the authorisation must be from the Head of Paid Service or, in their absence, a Director nominated by the Head of Paid Service to deputise for them. In the event of such circumstances, the HCC Head of Legal Services will also be informed.

- 4.3 Authorisations from the Authorising Officer for directed surveillance or to use a CHIS shall be obtained using the appropriate application form (see annexes 1 and 2 for example forms). Also see Section 12 in relation to CHIS.
- 4.4 Applications for access to communications data shall be made using the system provided by the National Anti-Fraud Network (NAFN).
- 4.5 Guidance for completing and processing the application forms is attached (annexes 3 or 4). Guidance for use of the NAFN portal is published and updated on that website.
- 4.6 If authorisation is granted by the Authorising Officer, the applicant, or a suitably experienced officer nominated by the applicant, will make the necessary arrangements to secure judicial approval of the authorisation in compliance with the requirements of the Protection of Freedoms Act 2012. This requires the applicant, or their nominee, to attend a Magistrates' Court and seek an approval order.

## **5. Duration of authorisations**

- 5.1 All records shall be kept for at least 3 years.
- 5.2 A written authorisation (unless renewed) will cease to have effect at the end of the following periods from when it took effect:
- a) Directed Surveillance - 3 months
  - b) Conduct and use of CHIS - 12 months

## **6. Reviews**

- 6.1 Regular review of authorisations shall be undertaken by the relevant Authorising Officer to assess the need for the surveillance or CHIS to continue. The results of the review shall be recorded on the central record of authorisations (see annexes 1 or 2 for review forms). Where surveillance or CHIS activity provides access to Confidential Information or involves collateral intrusion, particular attention shall be given to the review for the need for surveillance or activity in such circumstances.
- 6.2 In each case, the Authorising Officer shall determine how often a review is to take place, and this should be as frequently as is considered necessary and practicable.

## **7. Renewals**

- 7.1 If, at any time, an authorisation ceases to have effect and the Authorising Officer considers it necessary for the authorisation to continue for the purposes for which it was given, they may renew it, in writing, for a further period of:
- three months – directed surveillance
  - twelve months – use of a CHIS  
(see annexes 1 or 2 for examples of renewal forms)
- 7.2 A renewal takes effect at the time at which the authorisation would have ceased to have effect but for the renewal. An application for renewal should not be made

until shortly before the authorisation period is drawing to an end. Any person who would be entitled to grant a new authorisation can renew an authorisation. Authorisations may be renewed more than once provided they continue to meet the criteria for authorisation.

## **8. Cancellations**

- 8.1 The Authorising Officer who granted or last renewed the authorisation must cancel it if they are satisfied that the Directed Surveillance or the use or conduct of the CHIS no longer meets the criteria for which it was authorised (see annexes 1 or 2 for examples of cancellation forms). When the Authorising Officer is no longer available, this duty will fall on the person who has taken over the role of Authorising Officer or the person who is acting as Authorising Officer.
- 8.2 As soon as the decision is taken that Directed Surveillance should be discontinued or the use or conduct of the CHIS no longer meets the criteria for which it was authorised, the instruction must be given to those involved to stop all surveillance of the subject or use of the CHIS. The authorisation does not 'expire' when the activity has been carried out or is deemed no longer necessary. It must be either cancelled or renewed. The date and time when such an instruction was given should be recorded in the central register of authorisations and the notification of cancellation where relevant.

## **9. Central Register and Oversight by Director**

- 9.1 A copy of any authorisation, any renewal or cancellation (together with any supporting information relevant to such authorisation or cancellation) shall be forwarded to the Director or a person nominated by them within 5 working days of the date of the application, authorisation, notice, renewal or cancellation.
- 9.2 The Director shall:
- (a) ensure that a register of the documents referred to in paragraph 9.1 above is kept;
  - (b) monitor the quality of the documents and information forwarded;
  - (c) monitor the integrity of the process in place within the Council for the management of CHIS;
  - (d) monitor compliance with Part II of RIPA and with the Codes;
  - (e) oversee the reporting of errors to the relevant Oversight Commissioner and the identification of both the cause(s) of errors and the implementation of processes to minimise repetition of errors;
  - (f) engage with the IPC inspectors when they conduct their inspections, where applicable; and
  - (g) where necessary, oversee the implementation of post-inspection action plans approved by the relevant Oversight Commissioner.

## **10. Training**

- 10.1 Authorising Officers shall be provided with training to ensure awareness of the legislative framework.
- 10.2 Officers seeking authorisation will be trained to ensure awareness of the framework and practice within which they will be required to operate.

**11. Planned and Directed Use of HCC CCTV Systems**

- 11.1 HCC's CCTV systems shall not be used for Directed Surveillance, without the Director or Head of Legal Services confirming to the relevant operational staff that a valid authorisation is in place.

**12. Special Arrangements**

- 12.1 The use of a CHIS can present significant risk to the security and welfare of the person. Each authorisation will have a specific documented risk assessment and the CHIS (and all members of any support team) will be briefed on the details of the assessment. The use of non-staff member individuals as CHIS is only to be undertaken in the last resort and any risk assessment must be approved by the Head of the relevant service.

**13. Oversight**

- 13.1 The Director shall ensure that this policy is reviewed on an annual basis by presenting a report of activity to the Audit Committee (or similar Committee). There shall also be brief details of all activity under this policy provided to the Director and shared with the appropriate Executive Member at such intervals between the annual reports as the Director sees fit.
- 13.2 Every two years the HCC Head of Legal Services will review the policy, and also contact the Directors responsible for all other units and services within Hampshire County Council to inform them of any changes or alterations. The communication will also seek to highlight the details of the restrictions imposed by RIPA, the IPA and Human Rights legislation. Should any unit or service (other than those permitted by this policy) consider that any actions it may have taken (or are considering taking) might infringe this policy, they must be raised with the HCC Head of Legal Services as soon as practicable.

## Glossary

**"Confidential information"** consists of matters subject to legal privilege, confidential personal information, or confidential journalistic material.

**"Directed Surveillance"** is defined in section 26 (2) of RIPA as surveillance which is covert, but not intrusive (i.e. takes place on residential premises or in any private vehicle), and undertaken:

- (a) for the purpose of specific investigation or specific operation;
- (b) in such a manner is likely to result in the obtaining of private information about a person (whether or not one specifically identified for the purposes of the investigation or operation); and
- (c) otherwise than by way of an immediate response to events or circumstances the nature of which is such that it would not be reasonably practicable for an authorisation under Part II of RIPA to be sought for the carrying out of the surveillance.

**"A person is a Covert Human Intelligence Source"** if:

- he establishes or maintains a personal or other relationship with a person for the covert purpose of facilitating the doing of anything within paragraph (b) or (c);
- he covertly uses such a relationship to obtain information or to provide access to any information to another person; or
- he covertly discloses information obtained by the use of such a relationship, or as a consequence of the existence of such a relationship.

**"Communications data"**, in relation to a telecommunications operator, telecommunications service or telecommunication system, means entity data or events data—

(a) which is (or is to be or is capable of being) held or obtained by, or on behalf of, a telecommunications operator and—

(i) is about an entity to which a telecommunications service is provided and relates to the provision of the service,

(ii) is comprised in, included as part of, attached to or logically associated with a communication (whether by the sender or otherwise) for the purposes of a telecommunication system by means of which the communication is being or may be transmitted, or

(iii) does not fall within sub-paragraph (i) or (ii) but does relate to the use of a telecommunications service or a telecommunication system,

(b) which is available directly from a telecommunication system and falls within sub-paragraph (ii) of paragraph (a), or

(c) which—

(i) is (or is to be or is capable of being) held or obtained by, or on behalf of, a telecommunications operator,

(ii) is about the architecture of a telecommunication system, and

(iii) is not about a specific person,

but does not include any content of a communication or anything which, in the absence of subsection (6)(b), would be content of a communication.

## **Annex 1 – Surveillance forms**

Application for Authorisation to Carry Out Directed Surveillance

Review of Directed Surveillance Authorisation

Cancellation of a Directed Surveillance Authorisation

Application of Renewal of a Directed Surveillance Authorisation

(Forms available at [RIPA forms - GOV.UK \(www.gov.uk\)](http://www.gov.uk) )

## **Annex 2 – Covert Human Intelligence forms**

Application for Authorisation of the Use or Conduct of a Covert Human Intelligence Source

Review of a Covert Human Intelligence Source Authorisation

Cancellation of an Authorisation for the use of or Conduct of a Covert Human Intelligence Source

Application for renewal of a Covert Human Intelligence Source Authorisation

(Forms available at [RIPA forms - GOV.UK \(www.gov.uk\)](http://www.gov.uk))



## Annex 3 - Guidance on completing surveillance forms

### 3. 1. Details of Applicant

Details of requesting officer's work address and contact details should be entered.

### Details of Application

#### 1. Give rank or position of authorising officer in accordance with the Regulation of Investigatory Powers (Directed Surveillance and Covert Human Intelligence Sources) Order 2003; No. 3171

Fill in details of Authorising Officer (see paras 3.1 and 3.2 of Policy)

#### 2. Purpose of the specific operation or investigation

Outline what the operation is about and what is hoped to be achieved by the investigation. Indicate whether other methods have already been used to obtain this information. Give sufficient details so that the Authorising Officer has enough information to give the Authority e.g. "Surveillance at Oakwood House and Mr. X".

#### 3. Describe in detail the surveillance operation to be authorised and expected duration, including any premises, vehicles or equipment (e.g. camera, binoculars, recorder) that may be used

Give as much detail as possible of the action to be taken including which other officers may be employed in the surveillance and their roles. If appropriate append any investigation plan to the application and a map of the location at which the surveillance is to be carried out.

#### 4. The identities, where known, of those to be subject of the directed surveillance

#### 5. Explain the information that it is desired to obtain as a result of the directed surveillance

This information should only be obtained if it furthers the investigation or informs any future actions

#### 6. Identify on which grounds the directed surveillance is necessary under section 28(3) of RIPA

The ONLY grounds for carrying out Directed Surveillance activity is for the purpose of preventing or detecting crime or of preventing disorder.

This can be used in the context of local authority prosecutions, or where an employee is suspected of committing a criminal offence e.g. fraud.

Covert techniques cannot be used for internal or HR type investigations unless they are intended to support a criminal prosecution.

#### 7. Explain why this directed surveillance is necessary on the grounds you have identified (code chapter 3)

Outline what other methods may have been attempted in an effort to obtain the information and why it is now necessary to use surveillance.

**8. Supply details of any potential collateral intrusion and why the intrusion is unavoidable (code chapter 3) Describe precautions you will take to minimise collateral intrusion**

Who else will be affected by the surveillance, what steps have been done to avoid this, and why it is unavoidable?

**9. Explain why the directed surveillance is proportionate to what it seeks to achieve. How intrusive might it be on the subject of surveillance or on others? And why is this intrusion outweighed by the need for surveillance in operational terms or can the evidence be obtained by any other means? [Code chapter 3]**

If the Directed Surveillance is necessary, is it proportionate to what is sought to be achieved by carrying it out? This involves balancing the intrusiveness of the activity on the target and others who may be affected by it against the need for the activity in operational terms. Reasons should be given why what is sought justifies the potential intrusion on the individual's personal life and his privacy. The activity will not be proportionate if it is excessive in the circumstances of the case or if the information which is sought could reasonably be obtained by other less intrusive means. It is helpful, here, to set out what less intrusive options have been considered and why they have been rejected.

**10. Confidential information (Code chapter 4)**

Will information of a confidential nature be obtained (i.e. communications subject to legal privilege, or communications involving confidential personal information and confidential journalistic material) if so the appropriate level of authorisation must be obtained (see para 3.2 of the Policy).

**12. Authorising Officer's Statement**

**13. Authorising Officer's comments**

Must be completed outlining why it is proportionate and why he/she is satisfied that it is necessary.

The authorising officer should confirm their belief that the course of action proposed is both necessary and proportionate.

## **Annex 4 - Guidance on completing Covert Human Intelligence forms**

### **Details of Application**

#### **1. Authority Required**

Fill in details of Authorising Officer (see paras 4.1 and 4.2 of the Policy)

Where a vulnerable individual or juvenile source is to be used, the authorisation MUST be given by the Head of Paid Service or, in their absence, the Director formally deputising for them.

#### **2. Describe the purpose of the specific operation or investigation**

Sufficient details so that the Authorising Officer has enough information to give Authority. Outline what the operation is about and the other methods used already to obtain this information.

#### **3. Describe in detail the purpose for which the source will be tasked or used**

Give as much detail as possible as to what the use of the source is intended to achieve.

#### **4. Describe in detail the proposed covert conduct of the source or how the source is to be used**

Describe in detail the role of the source and the circumstances in which the source will be used

#### **5. Identify on which grounds the conduct or the use of the source is necessary under Section 29(3) of RIPA**

The ONLY grounds for carrying out Directed Surveillance activity is for the purpose of preventing or detecting crime or of preventing disorder

#### **6. Explain why this conduct or use of the source is necessary on the grounds you have identified (Code chapter 3)**

Outline what other methods may have been attempted in an effort to obtain the information and why it is now necessary to use surveillance for the investigation.

#### **7. Supply details of any potential collateral intrusion and why the intrusion is unavoidable (Code chapter 3)**

Who else will be affected, what steps have been done to avoid this, and why it is unavoidable?

#### **8. Are there any particular sensitivities in the local community where the source is to be used? Are similar activities being undertaken by other public authorities that could impact on the deployment of the source? (see Code chapter 3)**

Ensure that other authorities such as the police or other council departments are not conducting a parallel investigation or other activity which might be disrupted.

**9. Provide an assessment of the risk to the source in carrying out the proposed conduct (see Code chapter 6)**

A risk assessment will have to be carried out to establish the risks to that particular source, taking into account their strengths and weaknesses. The person who has day to day responsibility for the source and their security (the 'Handler') and the person responsible for general oversight of the use made of the source (the 'Controller') should be involved in the risk assessment.

**10. Explain why this conduct or use of the source is proportionate to what it seeks to achieve. How intrusive might it be on the subject(s) of surveillance or on others? How is this intrusion outweighed by the need for a source in operational terms, and could the evidence be obtained by any other means? [Code chapter 3]**

If the use of a Covert Human Intelligence Source is necessary, is it proportionate to what is sought to be achieved by carrying it out? This involves balancing the intrusiveness of the activity on the target and others who may be affected by it against the need for the activity in operational terms. Reasons should be given why what is sought justifies the potential intrusion on the individual's personal life and his privacy. The activity will not be proportionate if it is excessive in the circumstances of the case or if the information which is sought could reasonably be obtained by other less intrusive means.

**11. Confidential information (Code chapter 4). Indicate the likelihood of acquiring any confidential information**

Will information of a confidential nature be obtained (i.e. communications subject to legal privilege, or communications involving confidential personal information and confidential journalistic material) if so the appropriate level of authorisation must be obtained (see para 3.2 of the Policy).

**13. Authorising Officer's comments**

Must be completed outlining why it is proportionate and why he/she is satisfied that it is necessary to use the source and that a proper risk assessment has been carried out.

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Countryside and Regulatory Services
<b>Date:</b>	15 January 2024
<b>Title:</b>	Project Appraisal: Hayling Billy Trail – Northern Section
<b>Report From:</b>	Director of Universal Services

**Contact name:** Laura Boyns

**Email:** laura.boyns@hants.gov.uk

#### **Purpose of this Report**

1. The purpose of this report is to provide detail and seek approval to procure and deliver the required improvements to the north section of the existing Hayling Billy Trail. Further bids will be submitted for future works to the remaining sections of the Trail.

#### **Recommendations**

- 2 That the Executive Member for Countryside and Regulatory Services approves the Project Appraisal for the Hayling Billy Trail – Northern Section, Hayling Island in the borough of Havant as outlined in the report.
- 3 That approval be given to procure, spend and enter into necessary contractual arrangements (including any funding agreements), in consultation with the Head of Legal Services, to implement the proposed improvements to the northern section of the existing Hayling Billy Trail, as set out in this report, at an estimated cost of £600,000 to be funded from the Active Travel Fund.
- 4 That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, be delegated to the Director of Universal Services.
- 5 That authority is delegated to the Director of Universal Services, in consultation with the Head of Legal Services, to progress any orders, notices, or statutory procedures and secure any consents, licences, permissions, rights or easements necessary to enable implementation of this scheme.

#### **Executive Summary**

6. This report seeks to:
  - obtain approval for the scheme as access improvements would meet the objectives of a wide variety of local policies

- advise on the future vision to deliver the leisure route along the whole section of the Hayling Billy Line.
7. The Hayling Billy Trail is a disused rail line linking the centre of Havant to the south of Hayling Island that is now used by walkers, cyclists, and horse-riders. Apart from some shared-use pavement near the bridge to the mainland, the route is off-road on a wide track with an unsealed surface. The Trail forms part of the long-distance Shipwrights Way from Farnham to Portsmouth and National Cycle Network 2 (NCN2), which will eventually link Dover to Cornwall along the south coast.
  8. There are currently no rights of way specifically for cycling or horse-riding on Hayling Island and so the Hayling Billy Trail, along with a permissive East-West route along the south seafront, provides valuable off-road access for users. The Hayling Billy Trail is a very pleasant route to use, offering wide views across the water and extensive wildlife sightings particularly in the winter. As such, the route is a very popular year-round leisure route for residents and the many visitors who holiday on Hayling Island.
  9. The project seeks to install a 2.5 - 3-metre-wide all-weather surface for pedestrians and cyclists with an unsurfaced path running alongside for equestrian use (Appendix 3).
  10. Utility use is also important: the route links the population of Hayling Island to the shops, services, and employment in Havant. From the south of the island to Havant is either a 5 mile walk and return by bus or a 10-mile cycle ride.
  11. The path is vulnerable to erosion and storm damage being less than 1 metre above sea level and for long stretches within a few metres of the sea. Breaches have resulted in parts of the path becoming scoured and waterlogged.
  12. The priority is to protect the route where possible and provide a bound surface suitable for year-round use on as much of the trail as the funding will allow.

### **Contextual Information**

13. Improvements to the Hayling Billy Trail satisfy the following policies:
  - Havant Local Cycling and Walking Infrastructure Plan (LCWIP) identifies the length of the Hayling Billy as the only 'primary route' on Hayling Island, defined as 'busy, direct, and main routes'
  - Hampshire's Countryside Access Plan 2015-2025 is the Rights of Way Improvement Plan as required under the Countryside and Rights of Way Act 2000. Policy Area A is "Developing a strategic approach to network management with the objective of "focussing existing and future resources on those routes which provide the most benefit to residents, visitors and the local economy". Investment in the Hayling Billy Trail is in strong accordance with this policy
  - Policy Objective 12 of Hampshire County Council's Local Transport Plan (LTP) 2011-2031 is to "*invest in sustainable transport measures, including walking and cycling infrastructure ... to provide a healthy alternative to the car for local short journeys to work, local services or schools*"

- Hampshire County Council's Cycling Strategy (2015) seeks to make cycling a daily travel choice for more people, recognising the opportunities provided by improving access to recreational cycling and improving the quality of cycling routes. A key aspect is the development and promotion of good quality off-road routes that provide access to the countryside. In this case, there is also a strong utility element, providing the residents of Haying Island with off-road cycle access to the services and commerce in Havant
  - Hampshire County Council's Walking Strategy (2016) seeks to both reduce reliance on the car for short distance trips and increase levels of physical activity amongst children and adults by promoting walking as a healthy means of travel and recreation, and by making walking the most popular mode of travel for short trips
  - Alongside transport and health policies, improvements for wildlife would meet the objectives of local and wider policy, here including the area's designation as a Special Area of Conservation, Special Protection Area, Ramsar Site of Wetland International Importance, Site of Special Scientific Interest and Local Nature Reserve as well as the Countryside Service Pollinator Strategy and commitments in the Countryside Service Strategy 2020-2030 to helping nature recover at a landscape-scale. Scalping of the adjacent vegetation to allow lighter ground conditions will result in more wildflowers growing.
14. This project will be funded by the Active Travel Fund. Funding must be committed by 31 March 2024, which can be achievable as the preliminary work required to award the contract could be completed by December for commitment in January should this decision be approved. Preparation of the procurement documents can commence but these will not be released through the framework unless approval has been secured. Purchase Orders will be raised, and funding committed by March 2024.
15. Public interest in this route is high and the upcoming works have been communicated to the public via the local Councillor and Havant Borough Council.
16. The County Council is improving an existing asset and will ensure all relevant ecological assents are gained before any works progress.
17. The aspiration is that in the future, the County Council can carry out further improvements to the wider 4.5km off-road section on Hayling Island so as to provide a contiguous off-road route along the entirety of the Hayling Billy Trail from the Northern Car Park to Sinah Lane, subject to suitable funding and approvals being secured.

## Finance

18.	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	62	10	Active Travel England (DfT) Held by HCC	600
	Client Fee	11	2		
	Supervision	85	14		
	Construction	442	74		
	Land	0			
	Total	600	100	Total	600

19.	<u>Maintenance Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	5	
	Capital Charged		

20 Should the cost of work increase unexpectedly and exceed the funding available, the resurfacing works would be shortened accordingly.

## Programme

21.

	Gateway Stage			
	3 (PA)	Start on Site	End on site	4 (BAU handover)
Date	Jan 2023	March 2024	July 2024	July 2025

## Scheme Details

22. The route will consist of a 2.5 - 3-metre-wide all-weather surface for pedestrians and cyclists with an unsurfaced path running alongside for equestrian use. This will be constructed under permitted development.
23. Given that consents and assent will be required for working near sites with nature conservation designations and the impact of spring tides and wet weather in this location, the works have been planned well in advance. It is expected that works should take place in the summer to avoid impact on the nationally important populations of over-wintering birds. Any low impact work will be carried out in the spring.



24. There will be nominal vegetation clearance required as the route is clear at the moment and any new drainage required will be an upgrade of the existing infrastructure.
25. All path surfacing will be based on HCC 11/C/045A Standard Flexible Construction (Appendix 3), with adaptations incorporated to take into account the existing surface. The works will include regulating the existing path with 100mm of limestone, adding 60mm of binder and 40mm of surface course. Additional depth of material will be added where vehicles need access to the Oyster Beds that are managed by the RSPB and for Countryside Services maintenance vehicles.
26. The route is not a Public Right of Way (PRoW) at present, but it is managed and maintained by the County Council Countryside Sites Team. The team will continue to maintain the route following the improvement works to the existing permissive path. The current route is available for use by pedestrians, cyclists and equestrians. Though the route is permissive, the works will not result in the dedication of the trail as a Public Right of Way. However, as the site is owned by Hampshire County Council there would be no reason to restrict access. The use of public funding will improve access to key facilities on Hayling Island and the wider borough of Havant.
27. It is hoped that future funding is secured to continue improving the Hayling Billy Trail southwards using Phase 1 as an exemplar for what can be delivered.

### **Departures from Standards**

28. There will not be any concrete edging as this is a countryside site and edging the route will increase the costs unnecessarily, reduce the sustainability of the project and make maintenance more substantial.

### **Consultation and Equalities**

29. Hampshire County Council carried out a consultation as part of the development of the LCWIP for Havant, including the Hayling Billy route, in September and October 2021. The LCWIP for Havant was later approved by the Executive Lead Member for Transport and Environment Services on 7 November 2022.
30. Havant Borough Council and Hampshire County Council have worked in collaboration on the development of the scheme, and two public engagement events were held by Havant Borough Council on behalf of the County Council on 15<sup>th</sup> and 22<sup>nd</sup> November 2023 to show the scheme details, receive feedback and answer questions. An update on the scheme was published on flyers (Appendix 4) and the Havant Borough Council website ([Hayling Billy Trail | Havant Borough Council](#)). The LCWIP backs up the scheme's objectives. Cllr Lance Quantrill is the Local Member for Havant and he has attended the engagement events and is supportive of the scheme.

31. There was broad support for the concept, and responses to the comments raised have been addressed in the Frequently Asked Questions section of the page on Havant Borough Council's webpage at this link: [Hayling Billy Trail | Havant Borough Council](#).
- 32 The following protected characteristics have been assessed as part of the Equalities Impact Assessment alongside any impact the scheme may cause each group:
- Age - Positive impact on age as the widened pathway with tarmac surface will improve access for elderly users with mobility scooters or walking aids and provide a safe active travel route for all ages.
  - Disability – Positive impact due to the wider pathway with tarmac surface, which will deliver improved accessibility for mobility scooters and wheelchairs.
  - Pregnancy and Maternity - Positive impact on the accessibility and ease of using the pathway with buggies and pushchairs due to the hard surface.
  - Poverty - The improved path will provide an alternative option of travel, meaning residents of Hayling could walk or cycle into Havant rather than get the bus or drive therefore potentially reducing the cost of travel and giving a positive impact.
  - Rurality – This project improves a link from Hayling Island to Havant, which is a town with many amenities.
  - All other protected characteristics, Gender Reassignment, Race, Religion and Belief, Sex, Sexual Orientation, and Marriage and Civil Partnership have been assessed and are neutrally impacted by the scheme.

### **Climate Change Impact Assessments**

33. 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.
34. The scheme supports Hampshire County Council's strategic objectives as follows: Hampshire maintains strong and resilient economic growth and prosperity; People in Hampshire live safe, healthy and independent lives; People in Hampshire enjoy being part of strong, inclusive, resilient communities through:

- improving connectivity within Hampshire and delivering appropriate infrastructure by improving footways, footpaths, existing cycle routes to ensure they are clearly signed and marked;
- the scheme contributes to keeping people safer by ensuring that improvements are clearly marked and signed;
- the scheme enables individuals to live healthy lifestyles by improving opportunities for cycling and walking, reducing car use and offering healthy travel alternatives; and
- the scheme makes it easy for people to find and access support within the community by converting an existing vehicle crossing access to provide a better visual footway provision.

35. The scheme presents a positive environmental impact as it encourages Active Travel in the area and aims to reduce car dependency.

### **Climate Change Adaptation**

36. The scheme presents vulnerabilities due to its location within a Flood zone 3 area, including sea level rise and coastal flooding as well as heavy rainfall and surface flooding. Considerations will be made to scheme materials to mitigate risk of flood damage.

### **Carbon Mitigation**

37. Carbon emissions from this project arise in the short term from standard highways construction materials being used to comply with Hampshire County Council standards and to manage maintenance costs.

38. There will be no further CO<sub>2</sub> emissions generated by the infrastructure upon completion of the works other than for maintenance, replacement of infrastructure as part of general routine maintenance or to address defects.

39. In the longer-term use, the scheme enables sustainable travel, thereby encouraging reductions in emissions with increased use, particularly where other carbon polluting travel modes are replaced.

40. Carbon emissions will be mitigated by sourcing construction materials and plant locally wherever possible and prioritising the use of recycled materials where practical. On completion, the schemes will encourage a modal shift toward active travel for journeys, bringing benefits in terms of reduced local congestion and associated air quality, and environmental benefits, including reductions in carbon emissions from vehicles.

### **Statutory Procedures**

41. There will not be any formal closures required as this route is not a statutory Public Right of Way.

42. Assents and consents will be required before work commences from Natural England and the Environment Agency. These cannot be gained in advance of the scheme due to the design and build contract. Contractors will obtain consents upon PA approval which will be in place before works commence.

43. Tendering of works will follow Council Standing Orders.

### **Land Requirements**

44. All work will take place upon land owned by Hampshire County Council, by the Countryside Service.

45. As there is already an existing way on site, these works can be carried out as permitted development under the Town and Country Planning (General Permitted Development) (England) Order 2015 Schedule 2, Part 9, Class E.

46 These works will be carried out by Countryside Services and it is not intended that public rights will come into existence at this time. Any rights will remain permissive following completion of these works.

### **Maintenance Implications**

47. Future Maintenance to be carried out by the Countryside Sites Team.

48. This scheme is expected to have a future maintenance cost of approximately £5,000 per year.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u> None	<u>Date</u>
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u> <a href="#">Local Transport Plan   Hampshire County Council (hants.gov.uk)</a>	<u>Date</u> <b>April 2022</b>
<a href="https://documents.hants.gov.uk/transport/transportchemes/Havant-LCWIP-report.pdf">https://documents.hants.gov.uk/transport/transportchemes/Havant-LCWIP-report.pdf</a>	<b>2023</b>
<a href="#">Hampshire's Countryside Access Plan 2015-2025</a>	<b>2015-2025</b>

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<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 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:**

The following protected characteristics have been assessed as part of the Equalities Impact Assessment alongside any impact the scheme may cause each group:

- Age - Positive impact on age as the widened pathway improves access for elderly users with mobility scooters or walking aides and provides safe active travel routes for all ages.
- Disability - Wider pathways, improved accessibility and avoids conflict when using mobility scooters and wheelchairs.

- Pregnancy and Maternity - Positive impact on the accessibility and ease of using pathway with pushchairs and safety at crossing points.
- Poverty - Positive impact on those who use sustainable travel methods due to finances and who cannot afford vehicular transport.
- Rurality – This project improves a link from Hayling Island to Havant, which is a town with many amenities.
- All other protected characteristics, Gender Reassignment, Race, Religion and Belief, Sex, Sexual Orientation, and Marriage and Civil Partnership have been assessed and are neutrally impacted by the scheme.

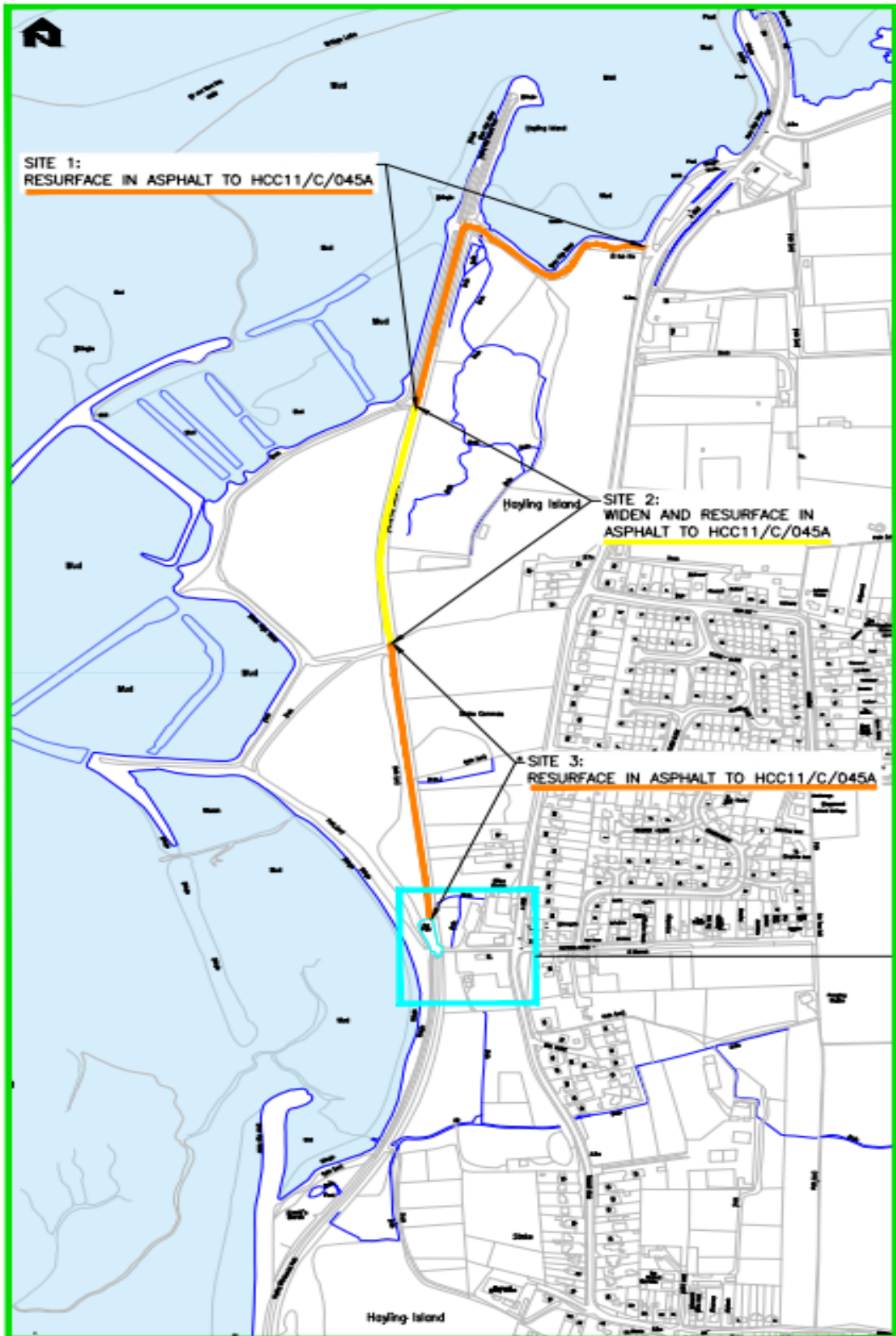
## Appendices

**Appendix 1** 4.5km off-road section on Hayling Island (highlighted in yellow), from the north end to Sinah Lane.

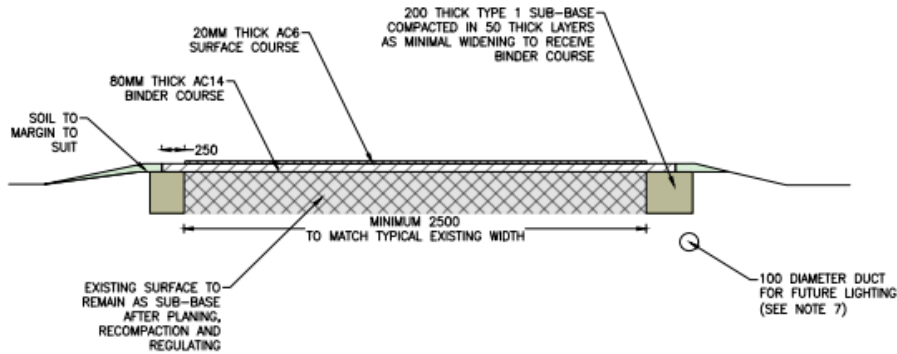




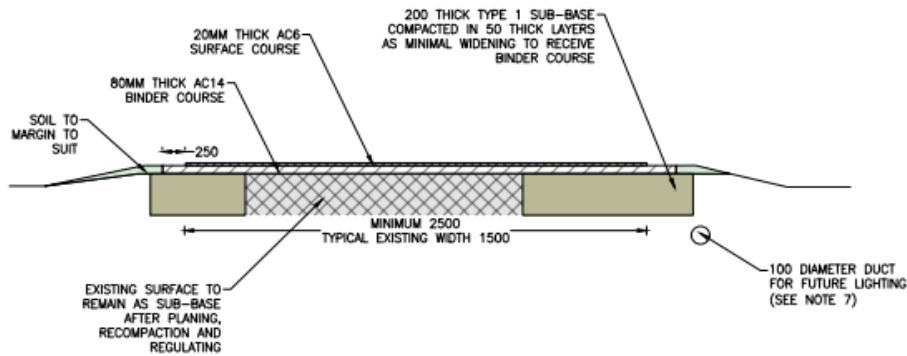
**Appendix 2** - The total length of works is approximately 1300m for this phase



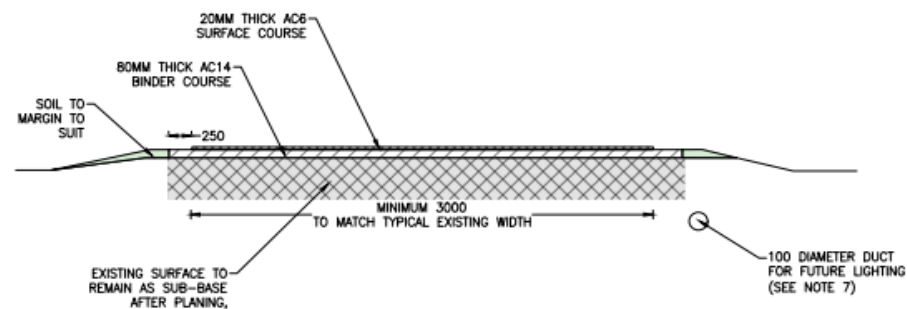
**Appendix 3 – Typical Cross Sections of HCC 11/C/045A (to be used as the basis of contractors submissions with adaptations where required)**



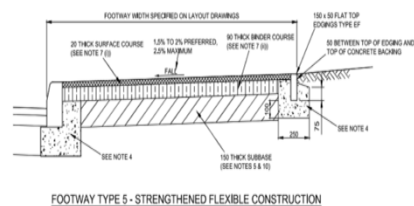
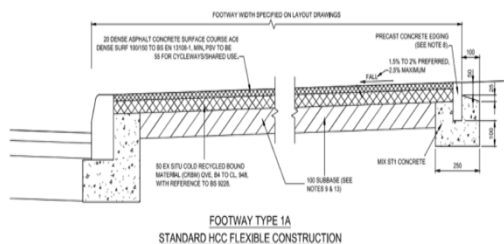
**SURFACE CONSTRUCTION SITE 1**  
NOT TO SCALE



**SURFACE CONSTRUCTION SITE 2**  
NOT TO SCALE




**SURFACE CONSTRUCTION SITE 3**  
NOT TO SCALE



# Havant

BOROUGH COUNCIL



## Hampshire

County Council



Funded by  
UK Government

# HAYLING BILLY TRAIL



**ACTIVE TRAVEL  
FUND ROUND 4  
PROJECT**

**UPDATE 1.**

**Hampshire County Council has been successful in a bid to the Active Travel Fund round 4 (ATF4). This is a central government fund administered by Active Travel England, part of the Department for Transport.**

The HBC Civil Engineering and Landscape Team (CELT) has been engaged by Hampshire to design the project which will be implemented within the next 12 months by Hampshire County Council's Countryside Service.

It is expected that this first phase of works, which covers the section of the Trail from the Victoria Road shoreline car park (rear of the Esso Garage) northwards to where the Trail emerges onto Havant Road, will provide an asphalt surface up to 3m wide with separate provision for equestrian use alongside where space permits.

This will provide the much requested all-weather, all-year surface for the Trail which will encourage cyclists off the A3023 Havant Road and recognises the importance that the Billy Trail can play in the active travel infrastructure of the Island.

### THE PROJECT

This 1.2km long section of the Trail between the Havant Road car park (opposite the 'Applegreen' garage) and North Hayling Halt car park (to the rear of the 'Esso' garage) was chosen as the first stage to be improved, because other work has already been carried out on it. The new 'orange' surface is less than 10 years old, and the southern end near the Victoria Road car park (behind Esso) is regularly used by heavy lorries for access to the Oysterbeds so is known to be sound. The funding award requires very fast design and implementation, and on other sections of the Trail design would have taken longer, and the County Council would probably have not been awarded any funding.



Billy Trail  
ATF4  
Project





**HAMPSHIRE**  
COUNTRYSIDE SERVICE



**CELT** Civil Engineering  
& Landscape Team

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of the Local Government Act 1972.

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