

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Leader and Executive Member for Hampshire 2050 and Corporate Services
Date:	9 March 2023
Title:	Basingstoke Local Cycling and Walking Infrastructure Plan
Report From:	Assistant Chief Executive and Director of Hampshire 2050

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Purpose of this Report

1. The purpose of this report is to seek approval for the Basingstoke & Deane Local Walking and Cycling Infrastructure Plan (LCWIP). It is also to set out the next steps for future study work and scheme delivery.

Recommendations

2. That the Leader and Executive Member for Hampshire 2050 and Corporate Services approves the Local Cycle and Walking Infrastructure Plan (LCWIP) that has been prepared for Basingstoke and Deane district.
3. That the Leader and Executive Member for Hampshire 2050 and Corporate Services commends the LCWIP to Basingstoke and Deane Borough Council for endorsement and inclusion within its own policy and plan framework.
4. That the Leader and Executive Member for Hampshire 2050 and Corporate Services confirms the top priority for developing active travel improvements in Basingstoke relates to the town centre and that improvements need to be progressed in conjunction with the Basingstoke Town Centre Regeneration proposals currently led by the Borough Council.

Executive Summary

5. This paper seeks to outline the work that has been undertaken in preparing the Basingstoke and Deane LCWIP and seeks approval of the LCWIP document as part of the transport strategy for Basingstoke and Deane Borough.
6. The Basingstoke LCWIP was developed in partnership between Hampshire County Council and Basingstoke and Deane Borough Council, with support from consultants Sustrans, following the latest government guidance. The purpose of the LCWIP is to provide a strategic approach to identifying walking and cycling infrastructure improvements within the borough that are required at a local level.

7. The LCWIP document can be found at this link:
<https://documents.hants.gov.uk/transport/Basingstoke-and-Deane-LCWIP-Report.pdf>

Contextual information

8. In 2017 the Government published a Cycle and Walking Investment Strategy with the “ambition to make cycling and walking the natural choices for shorter journeys, or as part of a longer journey by 2040”. It set national targets to:
- increase the percentage of short journeys in towns and cities that are walked or cycled - half of all journeys in towns and cities cycled or walked by 2030;
 - increase walking;
 - double cycling; and
 - increase the percentage of children aged 5 to 10 who usually walk to school.
9. The strategy recommended that new LCWIPs be prepared by local highway authorities. The Government subsequently published technical guidance for local authorities on the preparation of LCWIPs requiring that they should include:
- a network plan for walking and cycling which identifies preferred routes and core zones for further development;
 - a prioritised programme of infrastructure improvements for future investment in the short, medium and long terms; and
 - a report which sets out the underlying analysis carried out and provides a narrative which supports the identified improvements and network.
10. The technical guidance sets out further detail on the process that should be followed to develop LCWIPs ([Local Cycling and Walking Infrastructure Plan Guidance](#)). It prescribed a six-stage process involving scoping the geographical extent, data gathering, auditing of existing routes, identifying improvements required, prioritising and programming improvements and promoting schemes in local policies and delivery plans. It also requires a robust approach to consultation and engagement. In developing LCWIPs in Hampshire the guidance has been followed.
11. In 2020, Government published Local Transport Note (LTN) 1/20 (Cycle infrastructure design (LTN 1/20) - GOV.UK (www.gov.uk)) providing national guidance on design for cycling infrastructure for highway authorities and scheme designers. The guidance marks a step change in achieving higher quality design standards and improved safety for cycle facilities. The Department for Transport also reserved the right to ask for appropriate funding to be withheld or returned for any schemes designed or built in a way which is not consistent with the guidance.
12. “Gear Change”, published by the Government in 2020, announced a plan to invest two billion pounds in active travel infrastructure and set out a plan to

establish a new active travel inspectorate called Active Travel England (ATE) to oversee standards and support local authorities to deliver quality plans and infrastructure.

13. Active Travel England has now been established by Government to manage the national active travel budget and to inspect and publish reports on highway authorities for their performance. ATE will help local authorities, training staff and spreading good practice in design, implementation and public engagement. It will also be a statutory consultee on major planning applications to ensure that the largest new developments are properly catering for pedestrians and cyclists.
14. ATE recently carried out an audit of the capability and ambition of all Highway Authorities in England with regard to cycle infrastructure. Hampshire County Council has been assessed as level 2, which is described as “strong local leadership and support, with strong plans and emerging work”.
15. Hampshire County Council has recently been awarded £1,005,000 of Department for Transport (DfT) Active Travel Capability funding (out of £32.9 million distributed across England). The award is 3 times higher than that for 2021/22 and demonstrates that ATE has confidence that Hampshire County Council has the capability and ambition to deliver high quality active travel infrastructure and initiatives. The funding will be used (amongst other items) towards the development of LCWIPs, scheme development of up to 8 urban active travel corridors, and public engagement. £205,000 of the funding is committed towards behaviour change initiatives.

Completed LTN 1\20 compliant Schemes in Basingstoke

16. A new LTN 1/20 complaint cycle route was completed between the Brighton Way roundabout and Sullivan Road in April 2022. This involved the improvement of the existing footpath and a new 3m wide segregated cycle track, which is separated from the footpath by a kerb. This will form part of one of the secondary routes identified through the Basingstoke LCWIP heading south from the Brighton Way roundabout.
17. This scheme, which was completed using money secured through the Active Travel Fund, will tie into the ongoing improvements at Brighton Hill roundabout for improved cyclist provision. The Brighton Hill roundabout is identified as key crossover point for multiple primary and secondary cycling routes in the LCWIP. Further details on the Brighton Way scheme can be found here: [Active Travel Fund; Brighton Way Cycle Improvements | Transport and roads | Hampshire County Council \(hants.gov.uk\)](#). The cycle track was the first LTN 1/20 compliant infrastructure scheme delivered in Basingstoke.

Development of the Basingstoke LCWIP

18. Work to develop the Basingstoke LCWIP commenced in spring 2021. The LCWIP was funded by Hampshire County Council and Basingstoke and

Deane Borough Council. This LCWIP has been co-developed by the County Council and Sustrans with active support from the Borough Council.

19. The draft LCWIP was drawn up to look at cycle routes and walking zones within the borough, and in some cases linking into key settlements in neighbouring areas. Through a series of workshop events and analysis of supporting data a network of primary and secondary cycle routes in Basingstoke was identified. The primary routes are judged to be the most popular and strategic routes, linking residential areas with the key trip generators. Secondary routes can be locally important but are less strategic as they fill the gaps in the primary network. The primary cycling routes identified are:

- Route 110: Basingstoke to Manydown and Hatch Warren;
- Route 120: Tadley to Basingstoke;
- Route 130: Basingstoke to Harrow Way;
- Route 140: Sherfield-on-Loddon to Basingstoke;
- Route 210: Manydown to Basingstoke Town Centre;
- Route 220: Basingstoke to Overton and Whitchurch;
- Route 230: Lychpit to Eastern Basingstoke;
- Route 240: Hook to Basingstoke;
- Route 250: Viables to Oakley; and
- Route 260: Dummer to Basingstoke.

20. Similarly, the LCWIP identifies core walking zones. These are areas with several walking trip generators located in close proximity, such as town or local centres. Walking zones set out areas for investment in pedestrian infrastructure over a larger area rather than a specific route. Core walking zones have been identified and a prioritisation process has been undertaken which identified the following priority sub sections for walking improvements:

- Whitchurch Core Walking Zone;
- Overton Core Walking Zone;
- Tadley Core Walking Zone; and
- Basingstoke Core Walking Zone (to be considered separately).

Basingstoke Town Centre

21. On 6 December 2022, Basingstoke and Deane Borough Council adopted its Town Centre Masterplan which sets out a vision for regenerating the town to create a more sustainable, accessible and thriving place fit for the future. Further details can be found at [Shaping the future of Basingstoke town centre](#). As the Borough Council's work on the Masterplan was being undertaken prior to the development of the LCWIP, it was considered duplication to include detailed assessments of the walking zones and cycling routes in Basingstoke

Town Centre as part of the LCWIP. It was therefore omitted from the LCWIP assessment.

22. The transport proposals in the Basingstoke Town Centre Masterplan include a new movement and access strategy which aligns well with improving walking and cycling infrastructure.
23. The Masterplan proposes to prevent the movement of through-traffic in the town centre by creating a new model of mobility for the town centre. This is based on developing a number of traffic access zones, that prevent the movement of private vehicles from traversing through the town centre and instead direct through movements around the Ringway. The traffic access zones would allow priority access between them for active modes, public transport and other priority vehicles, achieved by introducing modal filters. By applying this approach of modal filters, it promotes bus priority and walking and cycling through the town core but reduces vehicle traffic levels significantly. Private vehicles would not be prevented from driving to the Town Centre, but they would be required to access and leave the Town Centre from the same Ringway entrance and exit point. Such interventions would lead to lower levels of traffic in the town centre and provide a strong framework around which to design future cycling, walking and public transport improvements.
24. Achieving better active travel access through and within the town centre is key to driving up the mode share of active travel journeys in the whole of Basingstoke town. This is because the town centre currently presents a significant barrier to walking and cycling. The LCWIP has not included the Town Centre for the reasons mentioned above and because of that it does not identify any priorities for action in the town centre. In order to recognise the fact that the most impactful schemes will be in the town centre this report recommends that in association with adopting the LCWIP it is recognised that the top priority for improvement is the town centre area.
25. The regeneration proposals for the town centre have rightly been developed by Basingstoke and Deane Borough Council. The County Council has responded with technical advice and support but moving forward there is a case for the County Council to take a more active lead on developing the movement plan for the town centre. If the plan could come forward first there is potential for it to be a catalyst for the regeneration ambition of the Borough. This lends further support to the recommendation that the town centre be assigned the highest priority for further work.

Tadley Walking and Cycling Improvements

26. Using the methodology for assessing walking zones that is set out in the Basingstoke LCWIP, Tadley has been identified as one of four core walking zones across the borough. The interventions identified in the LCWIP to improve walking facilities in the Tadley core walking zone correspond with the findings of a feasibility study that was undertaken of the area. The study was commissioned to review the walking and cycling interventions that could be made in Tadley to help mitigate the transport impacts of development in the area.

27. The study identified possible interventions that would require around £2million if they were all delivered. At present there is £200,187 in developer contributions held for transport improvements in Tadley, therefore the Basingstoke LCWIP will be used to inform the prioritisation of the use of the developer contributions within the Tadley core walking zone, taking into account the options identified in the feasibility study.

Finance

28. The development of the Basingstoke LCWIPs has largely been done in conjunction with Basingstoke and Deane Borough Council as a jointly funded project, with Sustrans contracted to undertake some of the work. The scheme costs to date are £66,925, with a £30,000 contribution by the Borough Council.
29. The Government wrote to all Highway Authority Council Leaders in July 2022. The letter indicated that the Government was planning changes to future funding arrangements for transport, potentially including withholding a proportion of highways maintenance funding depending on the authority's performance on effective development of an LTP and delivery of EV charging facilities and bus and active travel infrastructure. The letter says that the Government will consult on the proposals with a view to implementation from 2024/25 onwards. A strong evidence base, of which LCWIPs will form an important part, will be key to delivering against these objectives and thereby minimising the risk of reductions in future maintenance funding.
30. In terms of developer contribution funding available for Tadley, there is £200,187 available for interventions. There is no limitation on the date by which these contributions have to be spent.

Consultation and Equalities

31. The draft LCWIP for Basingstoke and Deane has been subject to public consultation, between 20 June and 4 September 2022. Separate surveys were held for the walking and cycling elements, with 192 responses received to the cycling survey and 55 responses received for the walking survey.
32. The consultation used 'Commonplace' an interactive map enabling 'sentiment' maps (how people felt using a particular route) and 'off route' maps (where respondents felt that walking or cycling infrastructure could be improved) to be produced for each area. There were 573 responses on the online maps, with a further 417 'agreements' with these comments.
33. An online briefing was held for both County and Borough councillors at the start of the consultation period. Moreover, both organisations wanted to ensure that the consultation reached as many residents as possible. Beyond the social media adverts, County Council officers set up pop-up events in Basingstoke town centre on 17 and 18 August 2022, where town centre visitors could ask about the LCWIP development. Leaflets with a QR code and website link were also handed out and individuals were assisted to complete the surveys. Some stakeholders also returned further comments via email.

34. The consultation surveys asked respondents whether they agreed with the proposed walking and cycling routes, and to prioritise the routes and zones that they would like to see come forward first. Respondents were also asked about the barriers to walking and cycling in their local area and why they walked or cycled for their journeys. Demographic data was also collected allowing an analysis of who was responding to the consultation.
35. Further detail on the consultation responses can be found within the Consultation (pages 111-122) chapter of the [LCWIP document](#).
36. Basingstoke and Deane Borough Council officers have actively been involved in the development of this LCWIP. Individual councillors and officers also submitted feedback via the consultation process.
37. Moving forward, the feedback from the consultation will be used for the purposes of understanding key priorities in Basingstoke town centre, and to demonstrate public support for funding opportunities. It will also be used to inform the design of schemes and to identify future walking zones and links in the cycling network.
38. A neutral impact on people with protected characteristics has been identified from this decision. Whilst the Basingstoke LCWIP provides a policy basis for improving relevant infrastructure, it does not however deliver change itself. Therefore, whilst any transport schemes that are identified in the LCWIPs are expected to have positive impacts on a range of protected characteristics such as age, disability, pregnancy & maternity, poverty and rurality by providing improved access and connectivity by non-motorised transport, they will be subject to their own Equalities Impact Assessment as schemes progress to delivery.

Climate Change Impact Assessments

39. 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. The application of these tools (the Climate Change Adaption and Carbon Mitigation tools) is considered below.
40. The preparation and adoption of the LCWIP will not, in itself, have any discernible impact on climate change, and neither will the scheme development for Tadley until the scheme is delivered, which will be assessed at an appropriate time. However, in due course, the delivery of walking and cycling schemes will potentially contribute to achieving targets on carbon reduction and will, ultimately and in combination, make a positive impact in helping the switch away from carbon-based transport modes.

Climate Change Adaptation

41. The climate change adaptation tool was not applicable to this report because the decision relates to a number of possible individual projects, which are subject to assessment individually at the point at which they come forward. The document itself is more strategic in nature and therefore doesn't have a direct impact on climate change.

Carbon Mitigation

42. The climate change mitigation tool was not applicable to this report because the decision relates to a number of possible individual projects, which are subject to assessment individually at the point at which they come forward. The document itself is more strategic in nature and therefore there are no clear mitigation measures which could be taken forward at this time.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

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

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Decision - Local Cycling and Walking Infrastructure Plans – Update About the Council Hampshire County Council (hants.gov.uk)	07/11/2022
Decision Record - Basingstoke Transport Update-2022-10-03-ELMTES Decision Day (hants.gov.uk)	03/10/2022
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

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

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

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

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

2. Equalities Impact Assessment:

A neutral impact on people with protected characteristics has been identified from this decision. Whilst the Basingstoke LCWIP provides a policy basis for improving relevant infrastructure, it does not however deliver change itself. Therefore, whilst any transport schemes that are identified in the LCWIPs are expected to have positive impacts on a range of protected characteristics such as age, disability, pregnancy & maternity, poverty and rurality by providing improved access and connectivity by non-motorised transport, they will be subject to their own Equalities Impact Assessment as schemes progress to delivery.