

# 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

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### 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>  <a href="https://documents.hants.gov.uk/transport/transportschemes/Havant-LCWIP-report.pdf">https://documents.hants.gov.uk/transport/transportschemes/Havant-LCWIP-report.pdf</a>  <a href="#">Hampshire's Countryside Access Plan 2015-2025</a>	<u>Date</u> <b>April 2022</b>  <b>2023</b>  <b>2015-2025</b>

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

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

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

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

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

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

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

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

### **2. Equalities Impact Assessment:**

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.

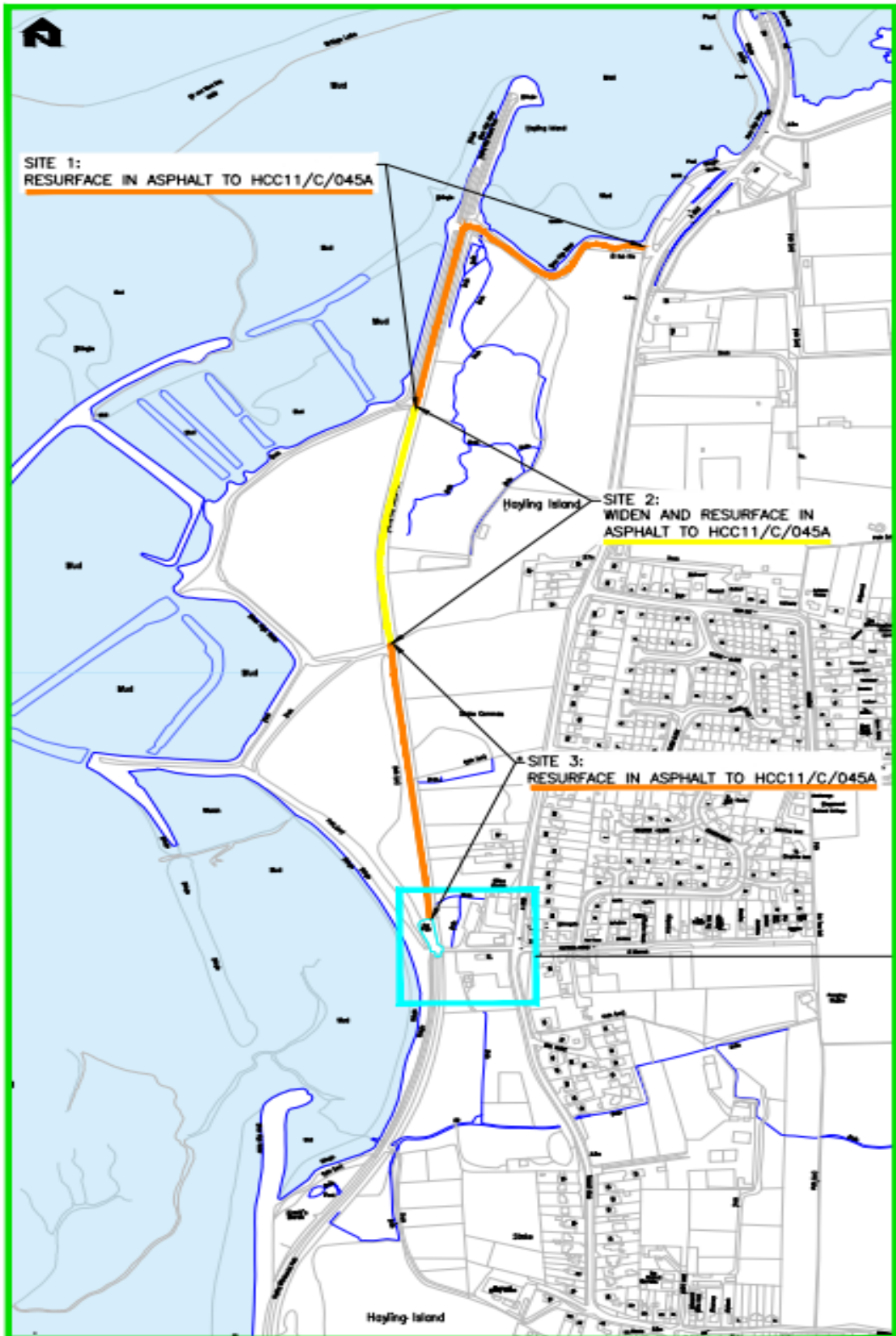
- Pregnancy and Maternity - Positive impact on the accessibility and ease of using pathway with pushchairs and safety at crossing points.
- Poverty - Positive impact on those who use sustainable travel methods due to finances and who cannot afford vehicular transport.
- Rurality – This project improves 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

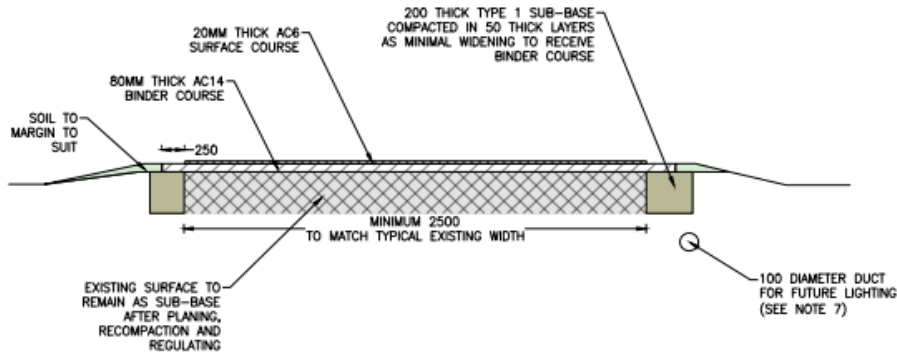
**Appendix 1** 4.5km off-road section on Hayling Island (highlighted in yellow), from the north end to Sinah Lane.



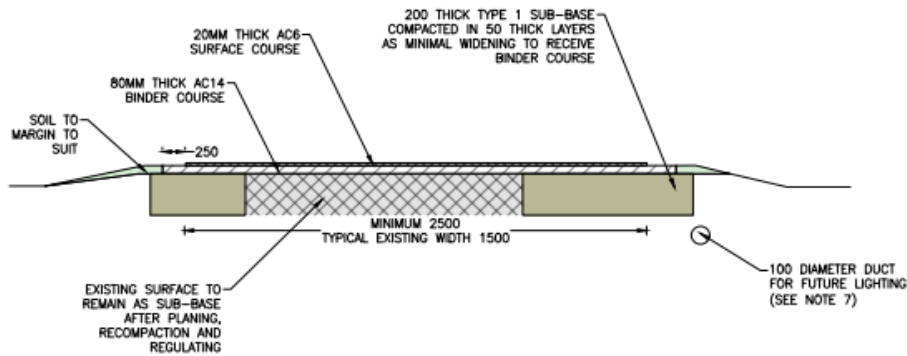
**Appendix 2** - The total length of works is approximately 1300m for this phase



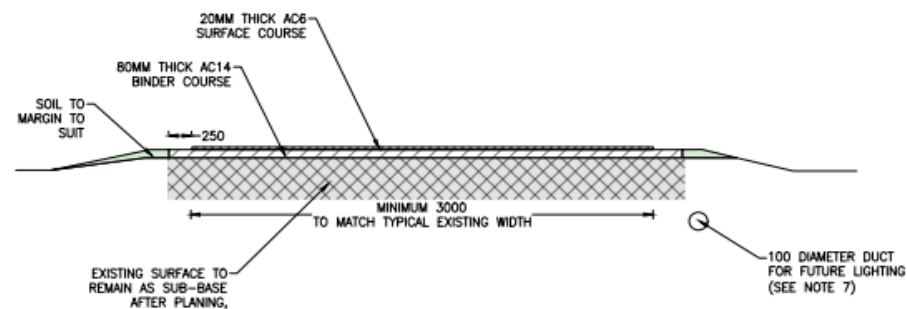
**Appendix 3 – Typical Cross Sections of HCC 11/C/045A (to be used as the basis of contractors submissions with adaptations where required)**



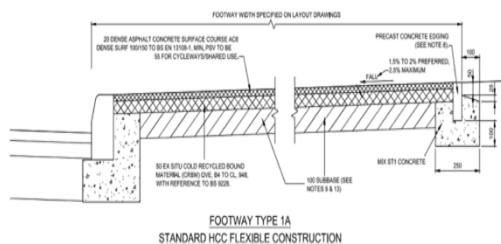
**SURFACE CONSTRUCTION SITE 1**  
NOT TO SCALE



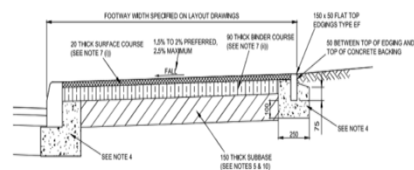
**SURFACE CONSTRUCTION SITE 2**  
NOT TO SCALE



**SURFACE CONSTRUCTION SITE 3**  
NOT TO SCALE




**FOOTWAY TYPE 1A**  
STANDARD HCC FLEXIBLE CONSTRUCTION



**FOOTWAY TYPE 5 - STRENGTHENED FLEXIBLE CONSTRUCTION**



**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.



 HAMPSHIRE  
COUNTRYSIDE SERVICE

**CELT** Civil Engineering  
& Landscape Team