

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	19 September 2017
Title:	Strategic Transport – Hampshire’s Priorities
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

- 1.1. In order to support the County Council’s strategic priority to maintain Hampshire’s strong and sustainable economic growth and prosperity, it is vital the Council is well positioned to secure external funding to help deliver the necessary transport infrastructure to address current and future growth pressures and improve access to employment and services, as well to strengthen the county’s wider connectivity. This report follows on from the Transport Major Schemes Update to the Executive Member for Environment and Transport in June 2016, which approved the continued development of major transport schemes.
- 1.2. Developing robust and timely transport strategies and major transport schemes is both critical and resource intensive. In addition to seeking approval for continued development work, this report also draws attention to the evolving nature of the transport policy landscape and highlights recent changes at both the national and regional level.
- 1.3. It is important the County Council remains aware of this evolving policy environment so it can respond appropriately. This will involve taking steps to continually strengthen its relations with both national and regional stakeholders, including district and borough councils, to inform national and/or sub national transport investment plans and encourage greater alignment of those plans with Hampshire’s own local strategic transport priorities.
- 1.4. By having an agile and robust approach to developing local and strategic transport plans, including interim transport strategies that can be adjusted to reflect changing circumstances and priorities, the County Council will be in a strong position to support local planning authority partners and, critically, well positioned to submit strong and timely funding bids to help deliver its own strategic transport priorities. Section four of this report sets out a work programme that highlights some of those priorities which will be funded through the Major Schemes Development Fund. The work programme complements other significant transport development work being undertaken across the county, including maintaining and updating District Transport Statements.

2. National Context

- 2.1. In March 2013, the then Executive Member for Environment and Transport Decision approved a ‘development pool’ of transport schemes for which further work was to be undertaken to ensure readiness to maximise future funding opportunities. This ‘pool’ of major transport schemes has proved to be a sound basis from which the County Council has been able to successfully bid for major scheme funding from a variety of sources, and a number of schemes are now built, under construction or programmed for delivery with funding now secured. The list of schemes has been updated on several occasions as circumstances change, in particular when national transport priorities and funding regimes change.
- 2.2. This upfront effort in the planning of strategies and development of schemes has proved successful. The County Council has a strong track record in securing funding for transport schemes, as evidenced by the Department’s capital programme for 2017/18 – 2019/20, which has a total value of £209.5 million (£100m of which is for Integrated Transport), of which some £146m (70%) comes from external sources.
- 2.3. Integration of land use, economic and transport planning is challenging and requires multi agency collaboration. Though there is always room for improvement, multi agency collaboration has worked well in Hampshire, despite the challenges of constantly evolving funding and local planning processes and requirements. The development of transport strategies may include initial work to develop transport policy statements. These allow potential schemes to feature as a planning consideration in relation to future development. The level of detail required can be onerous and costly and, in some cases detail may be pending or dependent upon external factors. It is generally beneficial to establish a policy base for future transport infrastructure, for example for feeding into The Local Enterprise Partnership’s (LEP’s) Strategic Economic Plans, and in outlining the role and nature of the proposed interventions, including where third party land may be needed, allowing this to be safeguarded through District Council Local Plans.
- 2.4. The ability to fund, plan and deliver transport infrastructure remains challenging with the continued squeeze on public sector funding and evolving national policy landscape. Increasing housing delivery remains a top priority for the Government but, in spite of this year’s Housing White Paper, the challenge of funding associated infrastructure that would help unlock housing remains largely unaddressed, albeit that the emerging Housing Infrastructure Fund (HIF) proposals and programme are now targeting this issue. Brexit means that economic growth, particularly increasing global trade, is considered more essential than ever for the UK’s long-term prosperity. The importance of infrastructure to securing economic competitiveness and future growth is reflected in the work of the National Infrastructure Commission and the Government’s Industrial Strategy Green Paper.
- 2.5. Recent national developments include:
 - The £2.3 billion [Housing Infrastructure Fund](#) (HIF) – open to competitive bids from local authorities for infrastructure to support new housing.

- The Department for [Transport's Transport Investment Strategy](#), including outline plans for a Major Route Network and a Port Connectivity Study.
- Highways England's development of its next [Road Investment Strategy \(RIS2 for the period post 2020\)](#)
- Network Rail's development of its rail investment plan for [Control Period 6 \(April 2019 – March 2024\)](#)
- The Department for Environment, Food and Rural Affairs [Air quality plan for nitrogen dioxide \(NO₂\) in UK \(2017\)](#)

- 2.6. A significant new funding opportunity comes with July's announcement of the Housing Infrastructure Fund (HIF) which is designed to help smaller developments with marginal viability and to help forward-fund infrastructure to facilitate larger housing sites. Upper tier authorities can apply to HIF for Forward Funding up to the value of £250 million by submitting an Expression of Interest by 28 September 2017 and, if that is successful, by then submitting a detailed bid by Spring 2018. HIF further illustrates the Government's continued priority to increase housing numbers and to bring forward housing by funding major scheme investments. Whereas previously the Local Growth Funding allocated to the LEPs has meant that the largest transformational schemes have tended to be unaffordable.
- 2.7. The Transport Investment Strategy aims to harness the power of transport investment to drive balanced economic growth, unlock new housing projects and support the Government's Industrial Strategy. The creation of a Major Road Network (MRN) would see a share of the National Road Fund, funded by Vehicle Excise Duty and currently reserved for the Strategic Road Network, be allocated to local highway authorities to improve or replace their most economically important roads. Detailed proposals have yet to be published and will be subject to consultation. Therefore the impact of an MRN on the funding and maintenance of the local highway network is not fully clear, nor is the role that the Sub National Transport Bodies would be given in relation to the creation of an MRN.
- 2.8. The Transport Strategy makes reference to a Port Connectivity Study which the County Council is keen to assist with and, in liaison with Associated British Ports (ABP) Southampton, will emphasise the points it has previously made to the National Infrastructure Commission about the importance of the A34/M3 corridor for the UK car industry accessing global markets via the Port of Southampton, as well as the importance of improving rail freight links through this strategic corridor. The Transport Strategy also refers to a new Aviation Strategy which looks beyond Heathrow expansion at the future of the UK's aviation sector. It seeks to identify the steps that will be needed to build a global and better connected Britain, and encourage more competitive markets, whilst also managing the environmental impacts. Consultation on this strategy will continue over 2017- 2018 before it is finalised at the end of 2018.
- 2.9. The latest Air Quality Plan has been publicised for its commitment to stop sales of conventional cars from 2040 in favour of zero emission vehicles. However the Government has yet to commit to a national car scrappage scheme – which could be subject to a future consultation – and is placing most

responsibility on local authorities to reduce roadside emissions. Its Air Quality Plan identifies areas where NO₂ levels are above the legal limit, including three locations in Hampshire and one in Southampton, and requiring local authorities in those areas to implement Clean Air Zone plans by March 2018. A £255 million Clean Air Fund has been established to help support the plans, with the aim of reducing the need to restrict polluting vehicles by, for example, changing road layouts, removing traffic lights or upgrading bus fleets.

3. Sub National / Regional Context

3.1. Recent developments include:

- The emergence of a Sub National Transport Body for the South East (TfSE) – it is currently operating in shadow form;
 - Refresh of LEP Strategic Economic Plans; and
 - Ongoing engagement with national transport bodies, both directly and via TfSE.
- 3.2. Hampshire County Council has taken an active role from the start in supporting the development of TfSE and provided a [background report](#) to Cabinet in December 2016. Work is currently underway to develop a Transport Strategy for the South East region, and initial discussions are taking place with national agencies and the Secretary of State for Transport.
- 3.3. TfSE is set to become an increasingly important mechanism for influencing national transport funding in the region. It has already submitted a list of priorities to Highways England to help inform the next Road Investment Strategy (RIS2). This included the County Council's view that there is a strategic case for a new or improved link between the M3 and the M4, as well as improvements to the M27/A27 south coast corridor, and the Solent Metro. TfSE is also pressing for a number of studies/investigations to be carried out during the Road Investment Strategy 2 period, including on the feasibility of upgrading the A34 to motorway standard from Winchester to the Midlands. Other work that TfSE will be undertaking is the development of a new Major Route Network (MRN), a network of 'middle tier' local authority A Roads that sit between the Strategic Road Network and other local roads. As part of this, proposals will be put forward to allocate a proportion of the National Roads Fund to the MRN. The County Council as Highway Authority will also be responding to the Department for Transport's consultation.
- 3.4. The County Council is also continuing to work closely with Network Rail and is keen to develop a strategic alliance with the new South West Trains franchise holder MTR First. It recently set out its rail position statement as an aid to ongoing discussions with the sector and TfSE. One of its main priorities is to secure better rail access between Hampshire and London Heathrow and therefore will be working closely with partners over the coming months to lobby for an appropriate Southern Rail Access scheme that benefits the wider southern region.
- 3.5. The County Council is pleased that both Enterprise M3 and Solent LEP are involved with TfSE. All LEPs are due to review and update their Strategic

Economic Plans in the coming months, with Enterprise M3 having already begun the process and received comments from the County Council, which stressed the importance of infrastructure for sustaining a prosperous economy and the spatial dimension of the Strategic Economic Plan, with increased importance on 'place based' plans, and welcomed the fact that Winchester may be added to its Step Up towns, and thus potentially could benefit from a local growth deal.

- 3.6. Solent LEP have yet to consult on its Strategic Economic Plan refresh but in the meantime Hampshire County Council is working closely with the Solent LEP on its plans to advance a Major Scheme Business Case for "Solent Metro", which will comprise a package of phased, multi modal transport measures to improve access in South Hampshire.

4. Hampshire Strategic Transport Work Programme as of August 2017

- 4.1. In identifying the required strategies and prioritising projects and major schemes, the Strategic Transport work programme takes account of both the wider policy landscape, as summarised above, and current and emerging Local Plans. Further adjustments to the work programme may be necessary as the external policy and funding landscape alters.
- 4.2. The Strategic Transport work programme is being progressed alongside other transport development work and is additional to the on-going work arising from agreed strategies/position statements, such as the County Council's Rail Position Statement and Hampshire's Walking and Cycling Strategies.
- 4.3. The Strategic Transport work programme, as outlined below, is focussed on projects and schemes which have a good strategic case, and therefore a realistic prospect of attracting funding within the short to medium term.

Table 4.4 - Strategic Transport Work Programme within the EM3 LEP area	
Strategies	Summary Description
Transport Delivery Plan (EM3 area)	Work to identify and test a long list of large transport schemes to see which ones offer greatest value.
Basingstoke West Phase II Strategic Transport Study	Longer term strategy planning for strategic growth at Manydown
Basingstoke Town Centre Transport Masterplan	Transport Strategy seeking to identify measures for accessing the town centre and Basing View
Basingstoke Transport Strategy	Strategy considering wider Basingstoke in the context of current development proposals.
Basingstoke Metro	Study to identify opportunities for public transport in the context of medium and longer term strategic growth.
Liphook Transport Strategy	Strategy being developed for and funded by East Hampshire District Council
Whitehill and Bordon Strategy Refresh	Following the success in securing funding for the Relief Road and integration works along the existing A325, the original transport strategy is now being refined and developed to support the delivery of the masterplan development.
Queen Elizabeth Barracks Transport Strategy Review	Review and update of the existing strategy developed at the time of the original planning permission to support delivery of the QEB development.

City of Winchester Movement Strategy	To develop a new transport strategy including evidence base collection, traffic modelling and engagement activity.
Schemes in current development	Summary Description
A30 & A340 Basingstoke South West Corridor	Scheme to mitigate planned new strategic development. Design work ongoing to identify preferred scheme.
A325 Farnborough Growth Package	Scheme to enhance road capacity and opportunities for public transport walking and cycling.
Schemes for Longer Term Development	Summary Description
Alton Transport Strategy	Study looking at impacts of cumulative development and possible solutions for an autumn western bypass.

Table 4.5 - Strategic Transport Work Programme within the Solent LEP area	
Strategies	Summary Description
Transport Delivery Plan (Solent area)	Work to identify a long list of large transport schemes and test them to see which ones offer greatest value
Eastleigh Full Strategic Transport	A refresh of interim strategy to assist the planning process in line with the local plan review
Totton and the Waterside Interim Strategic Transport Strategy	Study to identify opportunities for improvements to facilitate potential new development (including possible port expansion) and enhance capacity. Optioneering underway.
Totton and the Waterside Full Strategic Transport Strategy	As above
Solent Metro/South East Hampshire Rapid Transit	Working with Solent LEP and Solent Transport to identify schemes in a phased approach to offer a step change in public transport to facilitate new development and housing.
A27 Havant and Hayling Island Transport Strategy	Study to identify opportunities for a new major junction to facilitate planned new development and support the review of the local plan.
A27 Route Management Strategy	Strategy to improve safety, accessibility and capacity on the local road network, parallel to the M27
Schemes in Current Development	
Stubbington Bypass	To divert traffic around the outskirts of Stubbington and improve reliability of journeys onto and off the Gosport peninsula, and by removing transport barriers support regeneration and investment in the area
Stubbington Village Enhancements	Traffic management measures to support bypass and help further reduce through traffic in Stubbington.
B3354/B2177 Corridor Junction Improvements	Junction improvements to help reduce key delay points on these important alternatives to the Strategic Road network
A335 Wide Lane Bridge and Spitfire Roundabout	Scheme being developed as part of access strategy for Southampton Airport Economic Gateway.
B3037 Bishopstoke Road, Junction Improvement	Scheme being developed as part of access strategy for Southampton Airport Economic Gateway timing linked to re-development at Barton Park but wider justification in capacity and air quality terms.
A3025 Hamble Lane – capacity improvements	Capacity improvements to add value to Highways England's improvements to M27 Junction 8 and Windhover roundabouts which will have capacity benefits for access to the peninsula.

Botley Bypass	Planning Application submitted July 2017 for a bypass for Botley village which will have capacity and Air Quality benefits. Potential to implement as a phased scheme.
Welborne	M27 Junction 10 and associated transport work.
M27 Junction 9 and Whitely Corridor	Motorway Junction being designed and implemented on behalf of Highways England and transport improvements to support development.
Schemes for Medium to Longer Term Development	Summary Description
Botley Village Enhancements	Traffic management measures to support bypass and help further reduce through traffic in Botley.
Welborne Transport Mitigation	Linked to strategic development proposals

- 4.6. Some studies will benefit from having an interim transport strategy statement so as to give them status within the local planning process and a greater chance of securing appropriate infrastructure.
- 4.7. The need for occasional interim transport strategies is illustrated by the Waterside Transport Study. There is significant uncertainty about what development will take place on the Waterside. It is subject to an emerging Local Plan which could potentially allocate land for over 4,000 new homes and 2,000 additional jobs along the Waterside. In addition, the expansion of the Port of Southampton into the Waterside is a further potential scenario which will be of national interest given the role the port plays in facilitating global trade. If the Port's expansion proposals were to come forward, it would be the result of a commercial proposition from the port operators, and would be the subject of a Nationally Significant Infrastructure Project (NSIP) planning decision, to which the County Council would need to respond robustly and quickly to ensure proper consideration is given to what would be potentially very significant local and strategic transport impacts.
- 4.8. This is a case where an interim transport strategy statement would help as the County Council would need to have an understanding of what trade would operate from an expanded port, and would also need to be able to identify the associated transport impacts and infrastructure needs. The Council has already begun to gather evidence and identify infrastructure needs, but as it is not possible to develop a detailed Transport Strategy in time for the Local Plan programme, it would be helpful to have an interim transport statement to aid the local planning process.

5. Finance

- 5.1 A Major Schemes Development Fund of £1 million (revenue) for 2017 – 2018 has been allocated for development of transport strategies and major transport schemes. It is expected that this fund will be prioritised to ensure that critical preparatory work on scheme development and funds bids can be resourced to maximise opportunities to secure the funding and delivery of critical strategic and local transport infrastructure and provision.
- 5.2 Various district and borough councils are contributing towards development work because they value and see the need for this work. The combined value

of these contributions currently roughly matches the budget set aside for this purpose by the County Council.

6. Consultation and Equalities

- 6.1. Some future strategies and schemes may require engagement or consultations in their own right. There are no equalities issues identified in relation to this specific decision.

7. Recommendations

- 7.1. That authority is given to progress design and development work for a raft of major schemes and strategies, as set out in the supporting report, to an appropriate state of readiness to take advantage of funding opportunities.
- 7.2. That authority is delegated to the Director of Economy, Transport and Environment to make in year changes to the programme of works in consultation with the Executive Member for Environment and Transport in order to be able to respond flexibly to new opportunities.
- 7.3. That authority is delegated to the Director of Economy, Transport and Environment to complete and submit business cases and to secure funding opportunities as they arise.

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

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

Section 100 D - Local Government Act 1972 - background documents

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

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equality Duty

- 1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
 - Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

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

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

1.2. Equalities Impact Assessment:

It is considered that there will be neutral impact on groups with protected characteristics. This is primarily a progress report concerning activities and tasks to develop transport strategies and major schemes in Strategic Transport's work programme. Delivery of any major transport scheme will be subject to an individual equality impact assessment.

2. Impact on Crime and Disorder:

2.1. No impact

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Recommendations in this report relate to the development of strategies and schemes, rather than delivery, and therefore have no direct impact on climate change. The impacts of specific schemes will be assessed as part of project development.