

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Economy, Transport and Environment
<b>Date:</b>	12 May 2022
<b>Title:</b>	Project Appraisal: Southampton and South-West Hampshire Transforming Cities Fund (TCF) - Eling to Holbury Cycle Scheme
<b>Report From:</b>	Director of Economy, Transport and Environment

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

1. The purpose of this report is to provide detail and seek approval to implement the Eling to Holbury Cycle scheme as part of the Southampton and South-West Hampshire Transforming Cities Funded (“TCF”) Programme of highway works.

#### **Recommendations**

2. That the Executive Lead Member for Economy, Transport and Environment approves the Project Appraisal for the Eling to Holbury Cycle scheme as part of the Southampton and South-West Hampshire Transforming Cities Fund (TCF) Programme of highway works, as outlined in this report and detailed in the attached appendices.
3. That approval be given to procure, spend and enter into necessary contractual arrangements, in consultation with the Head of Legal Services, to implement the proposed improvements to the Eling to Holbury Cycle scheme, as set out in this report, at an estimated cost of £3,441,000 funded from the Transforming Cities Fund and developer contributions.
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 Economy, Transport and Environment.
5. That the Executive Lead Member for Economy Transport and Environment delegates authority to the Director of Economy, Transport and Environment, 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 the scheme.

### **Executive Summary**

6. The scheme is part of the wider Transforming Cities Fund programme aimed at providing improvements to cycleways, footways and road crossings to encourage more people to cycle and walk locally and further afield, as well as improving bus travel throughout Southampton and South-West Hampshire.
7. The County Council, together with Southampton City Council, has secured £57million 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.
8. Whilst funding has been made available by the DfT, it is important to note that this scheme will support the County Council's established priorities to improve air quality in local communities, help reduce carbon emissions in line with the climate change strategy, support local business in promoting active travel within their workplace, support the wellbeing of residents and contributing to a greener and healthier Hampshire.
9. Stakeholder and public consultation was undertaken during Summer/Autumn 2021. The majority of responses were positive with respect to the scheme positively impacting their journeys via sustainable modes and a proportion of car drivers also reported that they would be likely to cycle more as a result of the scheme.
10. Surveys will be undertaken prior to construction as well as after completion of the works in order to record the current and future levels of pedestrian and cycle use of the route. This data will be used to measure future pedestrian and cycle use along the route which will be used to assess the success of the scheme.

### **Contextual Information**

11. The scheme introduces a series of interventions along a 14.5km corridor providing a long-distance connection between Holbury in the south to Eling (and onward routes to Totton/ Southampton) in the north. The scheme will improve cycle links between the two destinations and will also provide cycling links within and between the communities of Waterside.
12. The interventions will encourage people to leave the car at home and cycle locally to access facilities and services in the Waterside area. Improvements to existing infrastructure will enable better connectivity between the communities which is key to encouraging more cycling locally.

13. Hampshire County Council is developing capacity improvements to the southern section of the A326 corridor, in part to account for new development associated with the approved Fawley Waterside development. This scheme compliments the A326 corridor works and is coordinated to deliver efficiencies to the benefit of those impacted by the works.
14. In order to make best use of roadspace and minimise disruption to traffic, and to maximise the works value of the limited funding, both the TCF and the A326 Major Scheme improvements at the Southbourne Avenue and Holbury Drove junctions will be delivered as a combined project under the TCF works contract.

### Finance

15. The approved budget is based upon the current stage of design and includes quantified risk. However, at this stage it is based on the Capital Programme value and is not a fully worked pre-tender estimate. There is an uncertain economic outlook due to emerging construction inflation and resource capacity and cost issues experienced across the sector. The regional market has also seen high volumes of infrastructure schemes seeking to be delivered to similar timescales and in such an uncertain market, accurate scheme costs are difficult to predict. Factors such as material shortages, rising fuel costs, labour costs and a shortage of HGV drivers are impacting logistics and supply chain management as lead times for key materials are affected. Additionally, recent events in eastern Europe are having a very significant impact on top of these existing challenges which has intensified the financial situation. Evidence has been seen through tendering that projects costs have increased by 20% - 30% over the past 12 months.
16. The County Council continues to work hard to develop strong collaborative relationships with contractor partners to mitigate these challenges for the successful delivery of its capital programme. Should the tender costs significantly exceed the estimates a further report will be presented setting out alternative options. The County Council has also maintained engagement with all the funding partners, as the implementation strategy has been derived, and it will be important to maintain this contact as the scheme is delivered.

17.	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	471	13	TCF Tranche 2	3,217
	Client Fee	185	5	Developer	224
				Contributions	
	Supervision	145	4		
	Construction	2,640	78		
	Land				
	Total	<u>3,441</u>	<u>100</u>	Total	<u>3,441</u>

- The estimated project cost is £3,441,000. The allocation of TCF Tranche 2 funds will be spent by the end of March 2023.

18.	<u>Maintenance Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	29	0.028%
	Capital Charge	349	0.229%

## Programme

19.

	<b>Gateway Stage</b>			
	<b>3 (PA)</b>	<b>Start on site</b>	<b>End on site</b>	<b>4</b>
<b>Date</b>	May 2022	October 2022	May 2023	May 2024

## Scheme Details

20. The scheme has been split into six sections. Sections A to E are at a more advanced design stage than section F. The general arrangement drawings for the scheme are included at Appendix 1 and include:

### Section A - Eling to Marchwood

- new Toucan crossing at Marchwood Road/ Bury Lane/Trotts Lane to connect from Bury Lane to existing offroad footway/cycleway adjacent to Marchwood Road.

### Section B – Main Road through Marchwood

- a new parallel zebra crossing off Tavells Lane to improve connections between existing off road cycle facilities;
- minor improvements to provide an on-road route through Marchwood;
- improvements to the Main Road/ Old Magazine Close junction to aid speed reduction of turning vehicles; and
- improvements to the Main Road/ Oaklands Drive junction to provide an off-road cycle facility on the approach to the junction.

### Section C – Main Road through Marchwood and Applemore

- road safety signs and line marking interventions to advise users of safe passing of cyclists; and

- improvements to the Main Road/ Manor Road junction to provide a direct route, with uncontrolled refuge crossings, and safe transition between on and off-road facilities.

#### Section D – Applemore

- minor improvements to road markings on carriageway and at access points. The route utilising the existing shared path.

#### Section E – Hythe

- improvement to visibility and refuge island for uncontrolled crossing of Sizer Way;
- safe transition points between on and off-road facilities on Claypits Lane;
- a new parallel zebra crossing off Claypits Lane;
- off-road cycle facilities on Challenger Way;
- on-road route with advisory cycle lanes on North Road;
- cycle track at Dibden Purlieu, with parallel zebra crossing of Beaulieu Road;
- on-road quiet route between Beaulieu Road and Fawley Road, with a parallel zebra crossing off Butts Ash Road; and
- existing off-road shared path along Fawley Road, with cycle priority over Fleuret Close.

#### Section F – Holbury

- improved crossing of Cadland Road (parallel zebra crossing/ uncontrolled crossing of a single lane entry);
- widened shared-use path between Cadland Road and Lime Kiln Lane, including cycle priority over Main Road junction;
- improvements to the Long Lane service road to reduce the number of conflict points (banning/closing turns), reduce traffic movements (one-way restrictions and modal filters), and unlock public realm improvement opportunities;
- improvements on Long Lane at the junctions of Southbourne Ave and Holbury Drove, to help increase safety for cyclists and pedestrians; and
- provide improved bus stop waiting facilities.

### **Environment**

21. Both an Arboriculture Impact Assessment and an Ecology Impact Assessment have been completed. Neither survey indicates any detrimental impacts arising from the proposals. Original proposals indicated that a number of trees would be required to be removed to implement the scheme however the design has since been amended and this has resulted in no need for any tree removal within the scheme extents.

### **Other key Issues**

22. All the works will take place within the existing highway boundary.

23. Surveys will be undertaken prior to construction as well as after completion of the works in order to record the current and future levels of pedestrian and cycle use of the route. This data will be used to measure future pedestrian and cycle use along the route which will be used to assess the success of the scheme.

### **Consultation and Equalities**

24. An online digital consultation event was held during August 2021 for Councillors (County, Borough, Town and Parish) and key stakeholders including local businesses, community groups and disability groups/forums. The event was well attended by interested parties with a good level of interaction between attendees and County Officers. Following the digital event, an online public survey was launched attracting 87 responses which included the following headline responses:
- 63% of respondents said the scheme would positively impact their journeys whilst 30% said they would not. 60% of cyclists who cycle once a week said the proposals would have a positive impact;
  - most respondents were car drivers. 44% drove 3-5+ days a week and 70% drove at least once a week. 46% cycled at least once a week and only 7% of respondents used the bus at least once a week; and
  - 66% of respondents said this scheme would have a positive impact on how often they cycle in the area, whilst only 4% of respondents said they would not.
25. A response was received from the Waterside Cycling Action Group (WCAG) in response to the scheme proposals. As a result, some adjustments have been made to the design where it falls within the scope of this project. The request to provide the new single stage Toucan crossing facility close to the desire line at the junction with Bury Lane/ Marchwood Road/ Trotts Lane has been reviewed and adjusted to ensure a direct and safe passage for cyclists. Cycle gaps in existing traffic calming infrastructure will be widened to allow adapted cyclists easier access. Measures to improve overtaking practice have been incorporated within the design on Main Road through Marchwood. Parking restrictions will be introduced where vehicle parking is causing safety problems for cyclists using the cycling infrastructure.
26. The scheme is supported by Hampshire County Councillors David Harrison, Malcolm Wade and Alexis McEvoy and stakeholder engagement sessions have included an introductory statement on walking, cycling and public transport by Councillor Humby.
27. An Equalities Impact Assessment has been undertaken on this scheme and it has been found 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.

28. 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.

### **Climate Change Impact Assessments**

29. 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.
30. Overall, the proposed scheme seeks 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.

### **Climate Change Adaptation**

31. The Adaptation Project Screening Tool has been used to assess this scheme and the following findings have been identified:
- the TCF Programme supports three strategic priorities 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. This is on the basis of the scheme enabling a modal shift toward active travel for local journeys, providing more travel choices, and bringing benefits in terms of reduced local congestion and associated air quality and environmental benefits, including reductions in carbon emissions from vehicles;
  - the drainage for this scheme has been designed to withstand a 1:100-year storm plus 40% to mitigate vulnerability to flooding. The scheme is not considered to be any more vulnerable than existing highway infrastructure; and
  - the scheme is not considered vulnerable to any other climate variables.

### **Carbon Mitigation**

32. 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.

33. In the short-term during construction, carbon emissions from this project arise from the manufacture of the new infrastructure to be constructed e.g., concrete and steel and from plant and equipment needed to undertake the work.
34. Bitumen and cementitious based materials will be used for the footways with concrete kerbing. Traffic signs and lighting materials are mainly aluminium with steel posts and concrete foundations. The provision of all materials will be to industry standard.
35. The replacement of street lighting is estimated to reduce electricity usage through the use of efficient lighting design and low voltage LED lamps.
36. Transporting materials and resources to site will generate CO2 emissions as will the operation of plant during the works. The contractor will be requested to use direct routes and to turn off vehicles, plant and equipment when not in use.
37. Carbon emissions will be mitigated by focusing the contractor to use recycled materials where practicable and using manufacturers with a focus on efficient low carbon manufacturing methods.
38. There will be no further CO2 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. 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**

40. Forward planning notices under the New Roads and Street Works Act for booking road space have been completed for this scheme.
41. There are amendments to existing traffic regulation orders which will be applied for in accordance with Hampshire County Council's process.
42. The conversion of existing footways into shared footways/cycleways and the provision of new cycleways will be in accordance with the provisions of Sections 65 and 66 of the Highways Act 1980.
43. A public notice for the controlled crossings giving the public 28 days' notice of the provision of the controlled crossing will be erected on site and the Hampshire County Council public notice website.



44. The works will be coordinated with other highways and developer works in the area in cooperation with Hampshire County Council's Streetworks Office, to ensure that any disruption to road users is kept to a minimum.
45. A Stage 3 Road Safety Audit will be carried out on completion of the scheme with any recommendations considered and implemented where applicable.

### **Land Requirements**

46. The works are permitted development under Part 12 of Schedule 2 of the General Permitted Development Order (works permitted for a local authority). All the works will take place within the existing highway boundary.

### **Maintenance Implications**

47. Hampshire County Council's Highways Asset Management team has been consulted on this proposal and comments and requests for clarification have been addressed. Further consultation with Highways Asset Management will take place as the scheme progresses.
48. The scheme is expected to have a future annual maintenance figure of approximately £29,000.
49. The design of this scheme has been refined to reduce future maintenance liabilities as far as possible by using robust materials and value engineering.
50. This scheme has been subject to review in terms of asset management with respect to design principals and proposed materials.
51. The replacement street lighting will result in reduced maintenance and energy costs. New and revised street lighting will be accrued for maintenance under the Hampshire Street Lighting PFI contract.

## LTP3 Priorities and Policy Objectives

### 3 Priorities

- To support economic growth by ensuring the safety, soundness and efficiency of the transport network in Hampshire
- Provide a safe, well maintained and more resilient road network in Hampshire
- Manage traffic to maximise the efficiency of existing network capacity, improving journey time reliability and reducing emissions, to support the efficient and sustainable movement of people and goods

### 14 Policy Objectives

- Improve road safety (through delivery of casualty reduction and speed management)
- Efficient management of parking provision (on and off street, including servicing)
- Support use of new transport technologies (i.e. Smartcards; RTI; electric vehicle charging points)
- Work with operators to grow bus travel and remove barriers to access
  -
- Support community transport provision to maintain 'safety net' of basic access to services
- Improve access to rail stations, and improve parking and station facilities
- Provide a home to school transport service that meets changing curriculum needs
- Improve co-ordination and integration between travel modes through interchange improvements
- Apply 'Manual for Streets' design principles to support a better balance between traffic and community life
- Improve air quality
- Reduce the need to travel, through technology and Smarter Choices measures

- Promote walking and cycling to provide a healthy alternative to the car for short local journeys to work, local services or school
- Develop Bus Rapid Transit and high quality public transport in South Hampshire, to reduce car dependence and improve journey time reliability
- Outline and implement a long term transport strategy to enable sustainable development in major growth areas

**Other**

Please list any other targets (i.e. National Indicators, non LTP) to which this scheme will contribute.



**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

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 scheme included within this decision has been assessed to have a neutral impact on most groups with protected characteristics and a positive impact on disabled users and older users. These positive impacts arise from the scheme providing improved cycling and walking infrastructure leading to people having greater accessibility to these features. This will enable and promote greater accessibility within local areas and further afield. The improved cycle and pedestrian infrastructure will deliver a positive impact for Hampshire residents and choices for active travel that benefit health and wellbeing.