

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Transport and Environment Strategy
Date:	3 October 2022
Title:	Basingstoke Transport Update
Report From:	Director of Economy, Transport and Environment

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Purpose of this Report

1. The purpose of this report is to update the Executive Lead Member for Transport and Environment Strategy on the latest transport issues for Basingstoke and Deane. The report also seeks approval of a number of policy statements which build on the interim position statements previously agreed in March 2021. Doing so shows strong local leadership by the County Council, and by providing clarity on the County Council position on a number of issues it will assist in effective and sustainable planning for the future of the borough. The recommendations in this report will feed into the County Council's response to Basingstoke and Deane Borough Council's Local Plan Update.

Recommendations

2. That the Executive Lead Member for Transport and Environment Strategy approves the policy statements included in this report.
3. That the Executive Lead Member for Transport and Environment Strategy confirms support in principle for the access strategy related to the emerging Town Centre Masterplan developed by Basingstoke and Deane Borough Council, subject to the traffic redistribution impacts on the ringway and its junctions being acceptable or mitigated, as outlined in this report.
4. That the Executive Member for Transport and Environment Strategy delegates authority to the Director of Economy, Transport and Environment to:
 - commence a public engagement exercise on the Mass Rapid Transport (MRT) strategy later in 2022/23;
 - undertake design and optioneering work for the Mass Rapid Transport (MRT) and, without prejudice, conduct engagement with landowners that may be impacted by the options under development; and
 - make representations to Basingstoke and Deane Borough Council for Hampshire County Council's desire to progress this scheme and safeguard land where possible.

Executive Summary

5. This paper seeks to provide a comprehensive update on the transport issues facing Basingstoke and Deane for the next Local Plan period (2039) for both the strategic and local transport networks. It will also build upon the report to the Executive Member for Economy, Transport and Environment from March 2021, relating to an Interim Position Statement for Western Basingstoke specifically, where there are a number of potential land use changes emerging. The policy statements contained within this report therefore follow on from those in the March 2021 report and expand on them and will feed into the County Council's response to Basingstoke and Deane Borough Council's Local Plan Update.

Contextual information

6. Basingstoke was historically a market town that has seen significant development throughout the years, in particular in the post-war period when it was earmarked as an over-spill town and welcomed an influx of residents. The town continues to be a popular place to live and has a strong local economy and relatively low levels of deprivation when considering the borough as a whole. However, within the more urban parts of the borough there are pockets of deprivation which do not perform as strongly in terms of employment, education, crime and income deprivation.
7. Despite the pockets of deprivation Basingstoke has a vibrant and diverse local economy, thanks in part to its location which offers strategic road and rail links to London, the south coast and the Midlands. The borough offers employment in a range of sectors including financial services, biomedical and engineering. The town centre also provides a strong retail offer and across the borough there are various popular cultural facilities.
8. These aspects make Basingstoke a popular place to live and in recent years the borough has seen further growth in population and associated delivery of new homes. To keep pace with this level of growth, significant investment has been made into transport and other infrastructure in Basingstoke.
9. Despite the extensive recent investment there are still a significant number of projects underway, led by either Basingstoke and Deane Borough Council, the Hampshire Hospitals Foundation Trust, or local developers (of which Hampshire County Council and Basingstoke and Deane Borough Council are included as landowners), which could bring about transformational change and extension to the urban areas of the town.
10. It is considered timely to update the Executive Lead Member for Transport and Environment Strategy on the key issues for the Highway Authority and how the County Council can best influence and support, to align with the emerging Local Transport Plan 4 and Climate Change Strategy. This will ensure the transport elements of the projects are co-ordinated and result in the best possible future outcomes.
11. Basingstoke and Deane Borough Council and Hampshire County Council have a history of successful collaborative working which is evidenced through the delivery of a significant number of transport and highways projects across the district. At a meeting of Hampshire County Council's Cabinet on 15 March 2022 it was agreed that to continue the success of such previous joint working, a formal Regeneration and Growth Board should be established. At the point of

publishing this report the form of the Basingstoke Regeneration and Growth Board is to be confirmed, however it should be noted that such a board will provide a forum for supporting further transport and highways collaborative working in Basingstoke.

12. As part of the “Interim Transport Position Statement – Western Basingstoke” report to the Executive Member for Economy, Transport and Environment in March 2021, several issues were explored relating to the growth of the south-western part of the town.
13. The report considered a number of developments including:
 - a significant regional distribution centre, the application for which is currently the subject of a planning appeal;
 - potential relocation of an expanded 850 bed North Hampshire and Basingstoke Hospital with intensive care unit and research facility to a site near Junction 7 of the M3; and
 - proposals for significant housing and employment growth being advocated by developers and landowners as part of a Manydown South development. This proposal includes approximately 9,500 homes (266.76 ha), employment (67ha), primary schools, district centre and Park and Ride facility. Conceptual plans have now been submitted by the developers as part of the Local Plan Update (LPU) ‘call for sites’ in the Borough Council’s recent Issues and Options consultation.
14. Since then, other significant projects have also begun which require extensive input by the County Council as Highway Authority. These include regeneration proposals being developed for the town centre and the leisure park.

Background

15. This report provides an overview of the significant amount of study work that has been undertaken in Basingstoke and Deane since the March 2021 report and proposes some additional policy statements which build on the previous policy statements, which were:

Policy Statement 1: Based on current anticipated development levels, it is not anticipated that a new strategic western relief road/bypass (providing a sub-regional transport function for through traffic) will be required to connect the A30/M3 J7-A339. This position may need to be revisited in subsequent Local Plan Transport Assessment work, once development plans are finalised or if there is a significant change in the type and scale of growth within the Borough or within other regional growth plans, particularly at Winchester and/or West Berkshire.

Policy Statement 2: The Local Planning Authority and landowners/developers should plan to deliver a development link road to distribute development traffic to the A30/M3 J7 and to the A339 from the development. The Local Planning Authority and developers should plan for land for a route to be safeguarded, if required, through the current LPU (2038) and within masterplans, so that the ability to provide such a route is not prejudiced by development taking place to a shorter timescale.

Policy Statement 3: To assist with this process the Local Planning Authority and developers should explore, within the master planning process, the form and function of a development-led new local Distributor road (ultimately linking to the A30 and A339) with the use of the NHTM19 transport model, to establish when a road of this nature will be required and its likely capacity to inform the safeguarding requirements.

Policy Statement 4: Upon developing land to the South of the railway the Local Planning Authority developers should plan to deliver active modes routes, including a new or enhanced active modes link across the railway, facilitating direct and convenient access between developments both north and south of the rail line.

Policy Statement 5: The LPU and developers should build MRT into their movement strategies and masterplans and, where desirable, provide the necessary infrastructure. They will need to take account of the County Council's emerging study work on a network wide blueprint for MRT and specific work on the A30 corridor. They will also need to develop the network within their own site plans and to serve future residents. Developers should adopt the MRT network and its sustainable transport principles into their master planning, as per the MRT Vision.

Policy Statement 6: The LPU and developers should be clear that the LHA will require them to demonstrate as part of their masterplans and access strategies that MRT or other public transport services will have long term commercial viability, not requiring ongoing subsidy.

Policy Statement 7: A high quality active modes crossing of the railway will be required at an early stage to support growth to the south of the railway line. It would need to be of high quality, of at least 4metre width and designed for segregated use compliant with the requirements of LTN 1/20.

Policy Statement 8: It is expected that when the need for a development link road is fully triggered it will require a road bridge crossing of the rail line. It is likely that the bridge will initially be required to facilitate future MRT provision. Its potential use for other vehicles would need to be kept under review and appropriate consideration should be given to how appropriate priority is given to public transport and other modes if and when that time comes.

Policy Statement 9: That the Local Planning Authority should, in conjunction with the landowner, review and refine the existing land safeguarding for the railway crossing (and accesses to the crossing points) within North Manydown. Furthermore, it should ensure that appropriate safeguards are in place to the south of the railway, including land safeguardings if required, in association with Statement 4 on Highway Infrastructure.

Policy Statement 10: Achieving transport carbon neutrality and transport sustainability from future development should be a key goal. In doing so ambitious but realistic targets for self-containment and mode share should be

applied. Developers may also need to offset their impact by looking beyond their development boundaries.

Policy Statement 11: The local planning authority may need to include a number of land safeguardings in its LPU. Consideration should, in particular, be given to the need for safeguardings at the Fiveways junction, the Camrose Link and for a segregated cycle facility on the A30.

Policy Statement 12: New accesses onto “A” roads should be kept to a minimum and should not unduly affect the safe and efficient operation of key routes. They should be designed to be efficient in transport capacity terms and only be proposed where there are no other reasonable alternatives. Joint arrangements serving multiple development sites may be considered where this improves efficiency and meets other objectives.

Policy Statement 13: Hampshire County Council does not see the provision of a new rail station to the west of Basingstoke as a prerequisite for planned residential or other development to the west of the town. However, it does recognise that such provision could provide additional journey options for residents across the wider area. Pending the development of any business case for a new (or reopened) rail station, the County Council retains an open mind as to the potential benefit.

Policy Statement 14: A strategic study is needed to understand the impact of growth on M3 junction 7, which is the responsibility of Highways England and the immediate local road network including the A30 Southwood Corner signalised junction, which is the responsibility of the County Council.

Policy Statement 15: Until a study is complete, it cannot be determined whether the impacts on Junction 7 and the A30 are capable of mitigation. The work is, therefore, required in order for the highway authorities to determine what infrastructure interventions are required and to take a view on the acceptable impact of future development.

Transport Impact Study – Objectives

16. The Interim Transport Position Statement report for Western Basingstoke in March 2021 outlined results of initial high level transport modelling that suggested Junction 7 of the M3 and the A30 Southwood Corner (SWC) would come under strain in the future as the result of increased traffic generation.
17. To better understand these impacts a more detailed study has been undertaken to identify what solutions may be needed and consider how they might then be delivered and funded. It has looked at the M3 between Junctions 7 and 8 and also the A30 corridor. Study partners include Hampshire County Council as Highway Authority, Basingstoke and Deane Borough Council as Local Planning Authority (LPA), Southern Manydown (SMD) and Society of Merchant Ventures (SMV) as land promoter and Hampshire Hospitals NHS Foundation Trust in respect of the National Improving Hospitals Programme. National Highways was a key stakeholder on the project group as part of the process.

18. The study looked at a number of planning assumptions (quantum of development) and planning horizons, including the end of the emerging LPU period 2039 and also beyond 2040. The agreed objectives of the study were to:
- identify and quantify existing capacity, operational and safety issues on M3 Junctions 7 and 8 and the adjacent A30 Southwood Corner;
 - determine the proportional impact of a Southern Manydown Development (SMD), new hospital site and employment land on this section of the network;
 - determine the point at which a mitigation scheme will be required (trigger point); and
 - develop an outline design of a proposed mitigation scheme or a series of interventions (including multi modal approaches) that could be implemented in a phased approach.
19. The work produced from the study includes scheme ideas that are outlined in the following paragraphs 18 to 26. If any of these scheme ideas were to be progressed, this would be led by National Highways. This report provides an update on the study work which the County Council has been working with partners to develop. Should a scheme be progressed, National Highways will undertake consultation with the County Council at which point there would be opportunity for local members to comment.

Findings of growth options to South Western Basingstoke on the local highways network

20. The County Council's North Hampshire Transport Model 2019 has been used to calculate the impact and possible mitigation measures required. The transport modelling work has made assumptions about what development might happen by when and has included a good quality Mass Rapid Transport (MRT) service on the A30 and park and ride site on land owned by SMD for all scenarios tested. A scheme has been developed which seeks to mitigate the growth in traffic from all the development proposals combined. This scheme is indicative of the type of intervention that could be delivered by National Highways. The key elements, shown on the plan in Appendix 1 of this are:
- Southwood Corner capacity improvement;
 - Oakdown Farm Junction – changes to accommodate higher flows; and
 - A30 link capacity improvements including dualling between junction 7 and 8.
21. The transport modelling work has shown that development of the scale proposed will over time (in this case multiple local plan periods) trigger the need for a major improvement of the A30 south of the development to accommodate traffic generated. In practice, the timing of trigger points is sensitive to exactly what development builds out and how fast. The work undertaken has concluded that some elements of the improvement will be triggered sooner than others as the developments build out over time. The first element to be triggered is the Southwood Corner Junction and associated enhancements. Based on the assumptions tested it is considered that this would most likely be in the next local plan period i.e. before 2039. Other elements may be needed towards the end of the next local plan period or into ones beyond it.

22. Assuming development of 11,964 dwellings and employment sites creating 7,000 jobs occurs. The first element of the scheme to be triggered is the provision of an improvement to the Southwood Corner junction which includes a continuous lane south-bound from the A30 to Junction 7 of the M3, (avoiding the need to stop at the junction itself), and additional lanes to improve right turn and left turn capacity. There is also a requirement for any future bus service to have priority through the junction which will be accommodated through a bus lane/gate and traffic signal technology to detect buses arriving at the stop line and provide priority to the bus through the junction over other traffic.
23. Assuming a total of 18,909 dwellings are developed and employment sites creating 11,644 jobs occurs. As development builds out further changes are needed to the proposed junction with Oakdown Farm (logistics application site) and heading south-west along the A30 corridor, sections of dual carriageway (or partial dual carriageway in one direction only) will be required. The timing of the implementation for dualled sections will depend on the rate of delivery of the new developments and their accesses. New accesses will also be required for the hospital site from and to the SMD/SMV development via Tower Hill, Trenchards Lane and the proposed Oakdown Farm roundabout. Certain movements/turns across the A30 would need to be stopped up to facilitate this once the sections become dual carriageways.
24. The current local plan making system has short time horizons of around 10 years. For small development proposals that is normally fine but for larger scale land use changes such as those considered for the south-west of Basingstoke it can be challenging as a longer-term view to delivering infrastructure is needed. In this context, the specific challenge is that the A30 scheme will probably require development in multiple future local plan periods to trigger and fund the full scheme and that all planning permissions granted in the earlier local plans need to have regard to the end state transport scheme. Failure to do so would risk short or even medium-term planning decisions preventing future phases from progressing or missing funding opportunities that then means the end state is unviable or undeliverable. To minimise (but not totally rule out) this risk the Local Highway Authority and Local Planning Authority can take steps to safeguard the future solution described above. This is done by essentially reserving the land footprint needed for the scheme through the next local plan update and then by using the scheme safeguarding to secure future transport contributions towards it. The infrastructure will need to be funded by developers through appropriate Section 106 mechanisms or other external funding if it is available. Developer contributions will need to be apportioned appropriately through assessment of impacts agreed through the development planning process.

Policy Statement 16 (following on from the interim position statement numbering from March 2021): The County Council will work with the Local Planning Authority to secure a safeguarding for improvement to the A30 as per the plan included in Appendix 1.

Findings of growth options to South Western Basingstoke on the Strategic Road Network (SRN) - M3 Junction 7 and 8/A303

25. The transport modelling assessments have revealed that background traffic growth already results in the M3 motorway mainline being at capacity by the end of the LPU period to 2039. This is before taking account of any additional traffic growth generated through the prospective local plan update. Essentially this means that there is already a case for improving the SRN.
26. The study group assessed a number of options and collectively identified the plan as per Appendix 2 as one that had the potential to solve the known transport problems. This scheme is indicative of the type of intervention that could be delivered by National Highways. It is an option which involves the removal of the south facing slip roads (Northbound off slip and Southbound on slip) at junction 7 of the M3 and creating two new slip roads south of Junction 8. The existing Northbound on slip at Junction 7 would require a new merge with lane gain (a slip road onto the motorway where traffic continues into a new lane) and ghost island nearside merge (an area of the carriageway marked to separate lanes of traffic travelling in the same direction, in this case, joining from the on slip at Junction 7). An additional running lane is likely to be required for 2km towards Junction 6 or the provision of a fourth lane between Junctions 7 and 8. On the local road network it would require three new roundabouts:
- Stockbridge Road to facilitate traffic from A30/A33 and Stockbridge Road;
 - Popham Lane to facilitate traffic from A33 to new southbound junction 8 proposed on slip; and
 - A33 to facilitate traffic from northbound off slip to A33 south of the A30 north and facilitating traffic from A30/A33 to new southbound Junction 8 proposed on-slip and Popham Lane.
27. The interventions on the M3 and the local road network would maintain access to the M3 for Basingstoke residents. Improvement would also help to resolve the current substandard weaving length (the space between junctions where traffic is manoeuvring to exit/ join the carriageway) between the two junctions which creates safety issues on the mainline.
28. National Highways is responsible for operating, maintaining and improving the strategic road network (SRN). The conclusion that background traffic growth brings about a case for improving the SRN indicates this issue falls into its remit to consider and plan for as part of its planning process. This is done in 5-year periods under a process called the Roads Investment Strategy (RIS). We are approaching the RIS3 planning cycle and are currently in RIS2.

Policy Statement 17: The County Council will request that Government, National Highways and Transport for the South East prioritise improvements to the M3 between junctions 7 and 8 and include them in the national Road Investment Strategy 3 (RIS3) period as a priority.

Mass Rapid Transport Plan

29. As outlined in the Basingstoke Transport Strategy (<https://www.hants.gov.uk/transport/strategies/transportstrategies/basingstoke-transport-strategy>) a step change in the provision of public transport is essential

to allow the borough to grow sustainably and to also respond to the climate emergencies by both authorities.

30. The original Mass Rapid Transport (MRT) vision (2019) outlined a network made up of priority corridors (on the existing network and within new development) and a new rail/bus transport interchange in the town. The services should be high frequency, fast (not held up with general traffic), reliable and comfortable and penetrate the strategic development areas, key employment and leisure destinations.
31. Since 2019, more detailed work has taken place on the MRT plan, assessing existing and possible future development to best understand which corridors and what infrastructure will be needed to allow future development to have a high mode share by public transport. High level plans for three priority corridors are under development. They focus on those areas with the potential for the highest demand and include:
 - B3400, North Manydown, Leisure Park, Town Centre;
 - A30 south-west corridor, including Ringway West and Churchill Way West; and
 - A33 Ringway to Chineham, Taylors Farm and east of Basingstoke.
32. Alongside identification of these priority corridors, work has been undertaken to consider locations that are likely to require intervention in order to deliver a coherent MRT network. A list of these locations where schemes are being investigated is included in Appendix 3.
33. The work conducted to date acknowledges that in some locations the extent of the highway is limited and may not be sufficient to facilitate provision of bus priority measures such as bus lanes and bus gates, as well as interchanges and high-quality cycling infrastructure that is compliant with the latest design guidance (Local Transport Note 1/20). It would therefore be prudent to enter into preliminary discussions with affected landowners at an early stage of the design process to understand any land ownership issues and potential solutions to identify the deliverability of some of the forthcoming MRT proposals.
34. Significant projects such as the Basingstoke MRT require a long-term planning approach that may span multiple local plan periods because of the scale of the infrastructure proposed and the long time line over which development may take place. In order to do so, following discussions with landowners, Hampshire County Council, in collaboration with the Local Planning Authority, will seek to formalise safeguardings for critical pieces of MRT infrastructure. It is likely that these will be needed even if they are on highway land. This is in part to provide a strong statement of intent and clear guidance to developers in drafting site masterplans but also to prevent such land or highway capacity from being used up by development.

Policy Statement 18: The County Council will engage with landowners to consider land safeguarding that may be required for the delivery of the Basingstoke MRT.

Policy Statement 19: The County Council acknowledges that delivery of the Basingstoke MRT is likely to occur over more than one Local Plan period. The County Council will therefore work with the Local Planning Authority to secure

planning safeguarding for the Mass Rapid Transport proposals as they are developed in further detail.

Leisure Park

35. Basingstoke and Deane Borough Council, as owner of the Leisure Park, has embarked on a new masterplan for the site. The previous proposals have been abandoned. The intention of the revised proposal is to retain the leisure facility offering, either in an improved current form, or through demolition and re-build. Given the relative proximity of the town centre, which is also subject to an emerging transformation new masterplan, the future use is a key factor in determining transport sustainability. In transport terms there is much to be commended about elements of the proposals that would see an increase in town centre living, as this limits the demands on the transport system by keeping journeys short which then widens the choice of modes available to residents. The concern about historic proposals was that they had a regional draw and appeal to private car based trips and being next to the Town Centre this would attract a high volume of vehicle traffic through much of Basingstoke from the Strategic Road Network. A more appropriate location for land uses with a regional draw would be in out of town locations near to motorway junctions.
36. Hampshire County Council has supported Basingstoke and Deane Borough Council in early discussions regarding what a re-developed site means in transport terms. The development should create and provide access to the B3400 corridor proposed MRT route. This should include an enhanced MRT stop at the entrance to the development and act as a focal mini-interchange for visitors to the Leisure Park. It is important that the bus priority infrastructure, required to make the bus route and journey times successful and competitive, is provided by the development. This should be planned in a co-ordinated manner so that it joins up with development and transport infrastructure to the west, such as North Manydown, and the town centre/rail station/Basing View to the east.
37. The proposed North Manydown to town centre cycle route will also provide active mode access to the site from the northern side of the railway line and requires further funding. There are many opportunities to significantly increase accessibility through the Thornycroft roundabout for people walking and cycling through the provision of new at grade crossings, prioritising pedestrians and cyclists over car traffic waiting at the traffic signals.

Policy Statement 20. The County Council recognises the potential for highly sustainable development on the leisure site and will support land uses that provide a local leisure offer, rather than regional, and enhance the transport sustainability of the site and which complement the planned investment in transport infrastructure.

Town Centre Regeneration/Masterplan

38. In the past Basingstoke was a market town with clearly defined streets connecting the canal basin to the Market Place in the centre of the town. Throughout the years additional road and rail infrastructure was developed in the town, but some of the historic buildings and streets can still be found as recognised through the four Conservation Areas. Further changes to Basingstoke town centre were seen during the post-war period when the town

was developed as a location for overspill housing. With this increase in the scale of the town came an increase in car use resulting in the car dominated environment that can be seen today.

39. Basingstoke and Deane Borough Council has embarked on an ambitious and transformational masterplan for the town centre aimed at regenerating the town to create a more sustainable, accessible and thriving place fit for the future. Details can be found at [Shaping the future of Basingstoke town centre](#). The Borough regeneration plans require the transport proposals within them to be agreeable to the Highway Authority. To date the County Council has worked with the Borough Council to understand the transport elements of the masterplan and to support them by looking at the technical and policy case for the transport changes the Borough Council is promoting.
40. The vision for the town centre masterplan is for Basingstoke to be a town centre that works for people in terms of 6Ps – people, place, purpose, prosperity, progressive and participatory. The masterplan has a number of key principles for the long-term economic viability of the town centre:
 - it will be a place that is diverse; distinctive; multifunctional; cultural; designed for its residents, workforce and visitors' wellbeing; recognised as the focal point of the town and have a distinct identity;
 - it will be a prosperous place that is entrepreneurial; economically vibrant; committed to building skills and lifelong learning; supportive of start-ups, scale ups and a green economy;
 - Basingstoke will be progressive as a place where you can test your ideas; where sustainable ideas can flourish; where public led experimentation is welcomed and celebrated. A place that is stridently evolving;
 - a purposeful place that always puts sustainability, ethics, responsible businesses, social inclusion, health, wellbeing and people first; and
 - a participatory place where its citizens have a real say and are always listened to. A town centre that has a wealth of activities and opportunities for all.
41. Delivering the aspirations into market led long term viable redeveloped areas of the town is critical. To ensure the town centre is a vibrant hub during the day and night, the area needs to create opportunities for a range of different uses. Reimagining the current town centre to include more traditional streets and other areas will mean that Basingstoke is not so reliant on the success of retail and can open up space for community and cultural uses, workspace, education and new homes. The integration of these development proposals; their connectivity and impact upon the town centre will need to be implemented effectively with the revised transport proposals.
42. The transport proposals in the masterplan are a radical step change in how transport works now and so would be a significant change. The Masterplan argues that, in light of the challenges facing town centres, a continuation of the status quo will result in decline. That it needs to reinvent itself as a vibrant, walkable, attractive, clean place to shop, work, live or visit. The transport proposals are key to this by seeking to reduce traffic levels in the Town Centre (the Town inside the inner ring road) and reallocate road space currently used

for vehicle capacity to other land uses or modes. It does this by preventing the movement of through-traffic in the town centre and by creating a new model of mobility. This is based on developing a number of movement cells that prevent the movement of private vehicles from one to the other but allow priority access between them for active modes, public transport and other priority vehicles. These are called 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.

43. Hampshire County Council's Local Transport Plan 3 creates a policy base which is somewhat supportive of the request for the masterplan proposals and road space reallocation but is not necessarily explicit enough in the context of this proposed change and its implications. This report discusses the case for road space reallocation from a highways perspective and in respecting the regeneration objectives of the Masterplan and District Council proposes a policy position that is supportive in principle of the regeneration plans, subject to more detailed technical work being undertaken.
44. A high-level technical appraisal has been undertaken. Initial transport modelling results undertaken by Hampshire County Council using the NHTM19 model (using 2040 as a test year) have shown that the removal of through-traffic within the town centre results in an increase in traffic flow on the Ring Road and a reduction in traffic on Churchill Way West within the town centre. There are not predicted to be significant changes in traffic flow outside the Ring Road. The increase in traffic flow on the Ring Road will result in specific increase on Ringway North and Ringway East which are close to or at the capacity of the road. The majority of junctions on the Ring Road will have at least one turn which is close to capacity in the AM and PM peak hour by 2040.
45. In 2040 in the AM peak hour, the Winchester Road roundabout and the Hackwood Road roundabouts are predicted to be at capacity. In the PM peak hour, the Winchester Road roundabout, Hackwood Road roundabout and Black Dam roundabout will all be at capacity. There is predicted to be significant queuing at the Hackwood Road roundabout in both peak hours and the Black Dam roundabout in the PM peak hour. In the longer term it is anticipated that more car traffic is reduced through mode shift and the attractiveness of the MRT and active mode measures due to behavioural and societal changes and congestion on the ringway.
46. A high-level assessment of the air quality impacts of the masterplan has been carried out to determine what effect it may have¹. There are obvious improvements where a reduction in car traffic is brought about in the town core and an obvious downside in terms of greater traffic on the ring road. These need to be looked at in more depth as they are also impacted by national factors related to a change in the vehicle fleet over time towards electric vehicles. The impacts of this are not yet fully understood.

¹ Calculated using DEFRA's Emissions Factors Toolkit

47. There is predicted to be a mode shift from cars to walking and cycling due to the removal of through traffic within the town centre, as well as improvements in walking and cycling facilities.
48. Given the increases in traffic flow on the ringway and the potential negative impacts on air quality as a result of the transport elements of the masterplan, it is imperative that work is undertaken to better understand how this can be appropriately mitigated. It is not expected that mitigation would take the form of further highway capacity improvements since the ringway junctions have already undergone a series of major improvements and most junctions are built with future traffic growth in mind (i.e. already maximising their footprint). To align with the emerging LTP policy, mitigation should take the form of a series of improvements that seek to reduce the severance caused by traffic on the ringway for those walking or cycling or using public transport to reach the town centre. Measures identified in the draft Local Cycling and Walking Improvement Plan (LCWIP) for Basingstoke are key to ensuring such access can be provided to encourage longer term modal shift.
49. The LCWIP has not specifically identified walking and cycling improvements for the town core given the infancy of the masterplan. Further work is required as part of the progression of the masterplan to identify how connected walking routes and cycling facilities can be provided in the context of a new built form. Low traffic neighbourhoods beyond the ringway could be a useful technique to help prioritise walking and cycling to the inner areas of the ringway and help to complement the aims of the masterplan.
50. A report to Hampshire County Council's Cabinet on 15 March 2022 adopted a new model of engagement for local regeneration and growth partnerships with the districts and boroughs of Hampshire. This marks a change in the way the County Council is seeking to engage and support the regeneration agenda. Discussions are ongoing with Basingstoke and Deane Borough Council to form a new partnership. This would appear to be a good opportunity to ensure there is the right level of oversight of the proposal as it evolves.

Policy Statement 21: The County Council, as Highways Authority, is supportive of the principal Town Centre Masterplan transport plans. However further work is required to understand how impacts to traffic, air quality, noise on the Ringway and nearby roundabouts can be mitigated and how modal shift can be achieved.

Finance

51. The work to develop designs for the Basingstoke MRT will be funded through Hampshire County Council's existing budgets and through developer contributions. As schemes are developed funding for delivery will be sought from developer contributions, government funding and third-party organisations.

Equalities and consultation

52. This decision seeks approval for a policy position to support the ongoing transport work in Basingstoke and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.

53. The policies proposed as part of this decision have been informed through engagement with County Councillors and members of the public as part of the consultation activity that has taken place to develop the Basingstoke Transport Strategy, LCWIP and Basingstoke and Deane Borough Council's Town Centre Masterplan. County Councillors have also had the opportunity to discuss the policy proposals and technical content within this report with officers, including a briefing session on 8 September, prior to the report being finalised.
54. As noted within the report, further engagement and consultation will be required to develop the MRT routes. Should any options for improvements to the M3 and A30 be considered for further development, the County Council will work with partners to undertake appropriate consultation and engagement.

Climate Change Impact Assessments

55. 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.
56. As a statement of policy principles with limited planning status and one which has been developed to respond to another local authorities' proposals it is not considered appropriate or necessary to complete the climate change tool or carbon assessment at this time. As schemes are developed, the climate change impacts of specific interventions will be assessed when the details are known.

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>
Interim Transport Position Statement – Western Basingstoke-2021-03-11-EMETE Decision Day (hants.gov.uk)	11/03/2021
Local Regeneration and Growth Partnerships with District Local Authorities	15/03/2022
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:

This decision seeks approval for a policy position to support the ongoing transport work in Basingstoke and does not have a direct impact on residents at this stage. Therefore, it has been assessed as having a neutral impact on groups with protected characteristics.