

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Environment and Transport
<b>Date:</b>	4 June 2019
<b>Title:</b>	Project Appraisal: Fareham Air Quality Improvement 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 seek approval from the Executive Member for Environment and Transport to procure, spend, and enter into necessary contractual arrangements to deliver a package of cycle network improvements in Gosport and Fareham.

### Recommendations

2. That the Executive Member for Environment and Transport approve the Project Appraisal for the Fareham NO<sub>2</sub> Cycle Links package of nine small-scale infrastructure improvements, as outlined in this report.
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 local cycle network, as set out in the supporting report, at an estimated cost of £396,000 to be fully funded from the Government's Joint Air Quality Unit's (JAQU<sup>1</sup>) Implementation Fund.
4. That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, be delegated to the Director of Economy, Transport and Environment.

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<sup>1</sup> JAQU: The Joint Air Quality Unit: A partnership between Department for Transport and Department for Environment, Food and Rural Affairs

## **Executive Summary**

5. In 2017, the UK Government published the 'Air quality plan for nitrogen dioxide (NO<sub>2</sub>) in UK (2017).
6. Following national-scale air quality modelling carried out by Government, all local authorities who are predicted to be at or exceeding legal limits in 2021 were served Ministerial Directions by government, legally mandating them to carry out local investigations into the extent of their local air quality problem and develop action plans to achieve legal compliance 'within the shortest possible time'.
7. The A27 is one of the road links predicted by national modelling to be at the legal limit in 2021, resulting in Fareham Borough Council and Hampshire County Council being served a Ministerial Direction.
8. Local modelling has shown the problem to be less severe than originally predicted, with no modelled exceedance in 2021 but still marginally above the legal limit in 2020.
9. In March 2019, Hampshire County Council and Fareham Borough Council were served subsequent Ministerial Directions, mandating implementation of the proposed measures 'as soon as possible and at least in time to bring forward compliance to 2020'.
10. The Fareham NO<sub>2</sub> Cycle Links package is one of three County Council-led measures that have been developed to tackle air pollution in the affected area by reducing the number of car journeys, helping to reduce the NO<sub>2</sub> to within the legal threshold in 2020.
11. The package consists of nine infrastructure improvements in Gosport and Fareham with associated route signage. The schemes have been selected with a view both to having an impact on travel behaviour and being deliverable by the end of 2019.
12. All investigations, design, implementation, and monitoring activities are being funded by Government.

## **Contextual Information**

13. The national legal context is challenging, with all tiers of Government under intense scrutiny following repeated legal challenges.
14. Failure to implement measures that have been justified via government mandated investigation and methodology could result in legal challenge as well as the County Council potentially being liable for a share of EU infraction proceedings (fines) issued to the UK government.

## Finance

15.	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	60	15	JAQU	396
	Client Fee	21	5		
	Supervision	70	18		
	Construction	204	52		
	Contingency	41	10		
	Land				
	<b>Total</b>	<b>396</b>	<b>100</b>	<b>Total</b>	<b>396</b>

16.	<u>Maintenance Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	2	0.002%
	Capital Charge	32	0.020%

## Programme

17. Assuming approval is forthcoming, procurement under the County Council's Gen3 Framework would start immediately, allowing construction to start on site by end of August and complete by the end of December.

	Gateway Stage			
	3 - Project Appraisal	Start on site	End on site	4 - Review
Date (mm/yy)	06/19	08/19	12/19	12/20

## Scheme Details

18. The scheme entails the improvement of various cycle routes in and around Gosport and Fareham, aimed at encouraging modal shift from private car use to more sustainable forms of transport as a means of tackling the identified air quality issue in this location. The section below details how the measures were determined, and what they will entail.
19. Locally observed transport and air quality data shows that approximately 44% of NO<sub>2</sub> at the Fareham roadside location modelled to have the highest ongoing exposure is attributable to private diesel cars.
20. With low numbers of buses regularly using this section of highway, emissions from Heavy Goods Vehicles and Large Goods Vehicles being challenging to address within the terms and scope of Government directed action, and taxi

emissions being addressed directly by Fareham Borough Council, it is necessary to prioritise modal shift from private car trips to public transport and active modes, in order to help tackle local NO<sub>2</sub> exceedances.

21. This suite of cycle infrastructure improvements has been developed to underpin this approach, but is constrained by the terms of funding, limiting action to the 2019 calendar year.
22. The package of schemes has been developed by applying Department for Transport-endorsed Local Cycling and Walking Infrastructure Plan (LCWIP) tools to assess routes and identify improvements, following engagement with officers at Fareham and Gosport Borough Councils.
23. The area of study was defined by the postcode origin of vehicle trips currently passing the area of worst NO<sub>2</sub> exceedance and by the local transport hubs of Fareham Station and Gosport Ferry, which can provide an alternative to longer journeys currently taken by private car, which could instead be started on a bike.
24. The routes identified were reviewed on site by County Council engineers via a cycle audit alongside the Department for Transport's appointed consultants, WSP, providing technical support.
25. Each route section was scored using the LCWIP tools and potential measures identified. The recommended improvements were vetted by County Council engineers for suitability during development in order to align with County Council highway design standards.
26. The resulting suite of measures are network improvements at nine locations across Fareham and Gosport, predominantly widening existing shared use paths or creating new sections and improving junctions and crossings, as well as providing improved and updated signage across four routes, thus further increasing the attractiveness of the existing, good quality local network.
27. The scheme entails the following improvements:
  - a minor improvement to replace missing tactile paving on an existing shared use path on Heritage Way in Gosport;
  - widening an existing cycle bypass lane into the verge at the junction of Foster Road and South Street;
  - elements three and four are both on Marine Parade in Lee-on-the-Solent. The first of these measures is removal and relocation of a low-use bus shelter from an existing shared use path. The second is some minor resurfacing of the former hovercraft slipway to provide a missing link in the existing local cycle path;

- widening an existing footway link between Seamead and Linkway in Fareham, to create a shared use path;
  - conversion of an existing Pelican crossing on Burnt House Lane in Fareham to a Toucan crossing;
  - widening the existing footway along a stretch of Peak Lane in Fareham to create a shared use path;
  - widening the carriageway at Longfield Avenue in Fareham to accommodate a new refuge island; and
  - widening an existing crossing refuge island on West Street in Fareham, near to the railway station.
28. Full funding has also been provided by JAQU for a communications and engagement package focusing on behavioural change, to be coordinated by the County Council. As part of a wider communications campaign, new cycle maps will be produced and distributed, alongside cycling workshops and led rides.
29. The combined impact of the ‘quick-win’ infrastructure improvements and wider publicity represents the most significant offer possible for transferring local trips from car to bike, to help deliver a likely improvement to local NO<sub>2</sub> exposure ‘within the shortest possible time’.
30. Copies of plans for the package of schemes are appended to this report.

### **Departures from Standards**

31. None. Road Safety Audits have been carried out and comments incorporated into the revised designs.

### **Consultation and Equalities**

32. Public engagement on 12 potential NO<sub>2</sub> abatement measures was carried out by Fareham Borough Council from 4 September to 15 October 2018. There were 1120 respondents who took part in the online survey, with most respondents who took part living in Fareham Borough and Gosport.
33. The majority of people supported improvements to cycling infrastructure:

<b>Agree</b>	<b>676</b>
<b>Disagree</b>	<b>105</b>
<b>Neither Agree/Nor Disagree</b>	<b>75</b>
<b>Not Clear</b>	<b>20</b>
<b>Blank</b>	<b>237</b>

34. Many people said that cycling was not practical for various reasons i.e. bike crime, distance of travel, families, poorly maintained cycle paths, storage facilities, weather, fear of cycling and unlinked bike-routes.
35. Whilst it is acknowledged that the time constraints linked to funding eligibility have effectively limited Hampshire to implementing only these modest improvements that are within the County Council's gift, they do address the latter issue directly.
36. Future work with a wider remit is planned on the peninsula that will seek to investigate & address some of the other issues where possible, but unconstrained by the process, methodology and time-limits of the national, Government-led action to tackle roadside NO<sub>2</sub>.
37. Local Members are currently being informed of the final proposals. Once this has taken place information will go out to local residents. Marketing materials will be produced to further promote cycling across the peninsula, including updated local route maps, which feeds into the wider communications plan.

### **Statutory Procedures**

38. None required.

### **Land Requirements**

39. None. All measures can be achieved within the existing public highway. Conversion of the footway to a shared use path would be carried out under sections 65 and 66 of the Highways Act 1980.

### **Maintenance Implications**

40. The Asset Management Team has been consulted on the proposals and the design has been amended to reflect the comments received.
41. The scheme details outlined in Paragraph 7 are supported by the Asset Management Team.
42. The improvements will have a minor impact on future years' maintenance revenue budget and this is expected to be approximately £2,800.

## 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
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- 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**

This package of schemes will contribute to meeting annual average legal limits for roadside concentrations of nitrogen dioxide on the A27 in Fareham where there is public access. This is one location in a programme of national action that will be under Government review for the next few years.



**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u> HCC Cabinet Report on Air Quality	<u>Date</u> 05.11.2018
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u> UK plan for tackling roadside nitrogen dioxide concentrations - Statutory air quality plan for nitrogen dioxide (NO2)	<u>Date</u> July 2017

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<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 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 impact for the majority of categories is neutral, as the schemes are improvements to an existing active travel network, with minimal changes to the function or character of highway or public realm.

The intended effect of the schemes, (to improve air quality) will have a positive impact for older and younger people, and also for pregnancy and maternity, as scientific evidence and national societal trends suggest they are already disproportionately impacted by existing poor air quality.