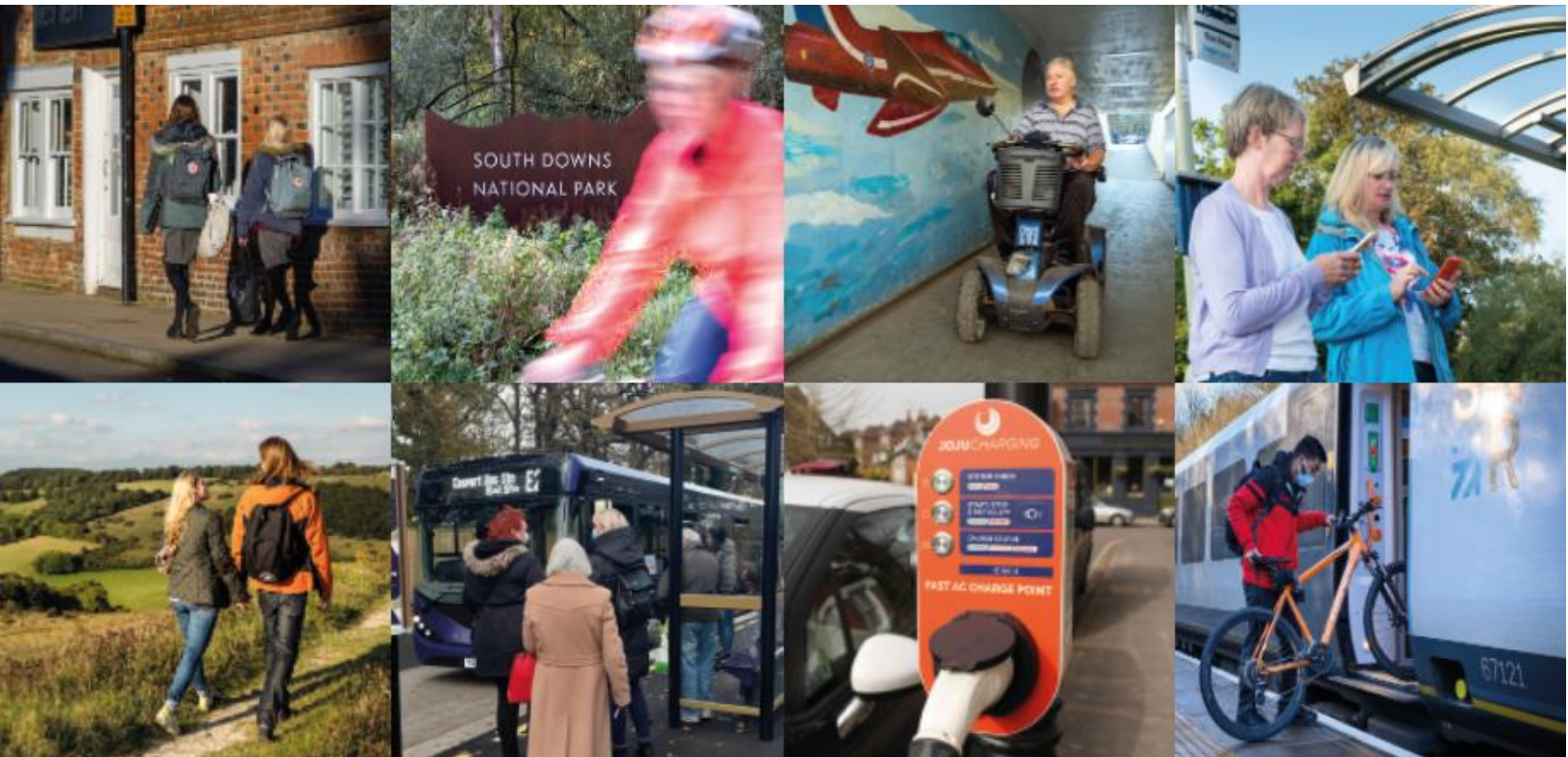


# Hampshire County Council Draft Local Transport Plan 4

Full Document



February 2022



Hampshire  
County Council

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## Glossary

This document is the **Draft Full LTP4**, primarily aimed at transport professionals and key stakeholders and partners directly involved in delivering the vision, outcomes, guiding principles and policies.

This will be accompanied by a shorter **Draft Summary LTP4** providing a higher level overview for the public and other stakeholders.

A detailed **Policy Review** and **Evidence Base** supports both documents.

# Hampshire's Local Transport Plan 4 – Draft for Consultation

The document that you are about to read is a draft of the emerging fourth Local Transport Plan (LTP4) for Hampshire. It outlines the proposed vision, guiding principles, policies and route that the County Council believes are required to deliver a set of core outcomes within the next 30 years.

The draft LTP4 reflects extensive scoping and stakeholder engagement work and is now presented for formal consultation, to identify whether any further changes are required before it is considered for adoption. Hampshire County Council is committed to listening to the views of residents and stakeholders before deciding which actions to take and the consultation seeks to understand views on the proposed approach, the impacts that may arise as a result of this and any alternative options that should also be included.

## How to have your say

You are invited to give your views on the draft LTP4 as part of an open public consultation. You can do this by using the online response form at: <https://www.hants.gov.uk/transport/localtransportplan>.

You can also email your response to [strategic.transport@hants.gov.uk](mailto:strategic.transport@hants.gov.uk) or post it to: Freepost HAMPSHIRE (NB: please write 'FM21 Strategic Transport' on the back of the envelope to ensure that it reaches the correct department).

The draft consultation documents and response form can also be requested in a range of other languages and formats (including hard copy (paper), Braille, audio or large print) from [strategic.transport@hants.gov.uk](mailto:strategic.transport@hants.gov.uk) or by calling 0300 555 1388\*. The same contact details can be used for any queries relating to the consultation.

A short summary document, providing a high-level overview of key points within the draft LTP4 is also available online at <https://www.hants.gov.uk/transport/localtransportplan> or as a hard copy on request.

The consultation is open from midday on XXXX to XXXX. Please ensure that you respond within this period as responses received after the closing date will not be included in the consultation report.

The views submitted through this consultation will be collated and used to inform decisions to be made by the Executive Lead Member for Economy, Transport and the Environment during 2022. A consultation report will be produced and published on the <https://www.hants.gov.uk/transport/localtransportplan> webpage.

*\*03 calls are usually included in most landline and mobile call packages and if not, are charged at no more than calls to normal home or business landlines.*

*The County Council's consultation policy can be viewed at <https://documents.hants.gov.uk/consultation/HampshireCountyCouncilConsultationPolicy.pdf>*

# Foreword

There is a need to plan ahead for how our transport system should develop over the next 30 years and this document seeks to do that.

In the last two years Hampshire County Council has completed its **2050 Vision Commission of Inquiry**. It established a vision to achieve better outcomes for the economy, environment, and society. Transport contributes to all these outcomes and there are some key challenges ahead. This plan focuses on those challenges and seeks to develop a transport system that:

- supports a vibrant economy;
- is safe and healthy to use;
- does not pollute our environment with poor air quality and noise;
- removes severance (where traffic flow impedes the movement of pedestrians and cyclists) and disparities within our streets and communities; and
- allows us to live healthier and more empowered lives.

The County Council has signed up to the **Climate Emergency and set carbon neutrality targets for 2050**. We have calculated that we will not achieve carbon neutrality from transport unless we take rapid and transformational local action between now and 2030. This is because the changes being considered by Central Government, including the ban on internal combustion engine sales will take time to have an impact; so action is needed now.

New technologies are emerging and we need to unlock their potential to help solve our transport challenges. They include a move towards electrification of all vehicles but even if we do that it won't solve all our transport challenges. Whilst desirable, electrification does not solve air pollution, road safety or help us manage congestion.

At the heart of meeting our transport challenges is the need to reduce our dependency on the private car. In real terms this means reducing traffic levels. The Department for Transport (DfT) forecast that if we carry on as we are traffic will grow by 22% between 2015 and 2035<sup>1</sup>. The stark reality is that Hampshire's streets do not have the space to accommodate this; we can't afford or deliver increased capacity on that scale, and even if we could it would create poor and unhealthy places to live.

Whilst this means using cars less, it does not mean we have to give them up. This draft Local Transport Plan (LTP4) recognises the freedoms and opportunities that private vehicles give to all of us, particularly in rural isolated locations or to those with mobility impairments. But it acknowledges a need to rebalance our transport system. It is not balanced when in real terms the cost of private vehicle use in the UK has fallen by 15% over the last 20 years, whilst over the same period bus fares have increased by 40%<sup>1</sup>.

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<sup>1</sup> Decarbonising transport: a better, greener Britain (Department for Transport, July 2021).

Or that this trend looks set to continue with lower fuel costs for electric vehicles. It is not balanced when the poorest members of our society are being disadvantaged or impacted the most by all of the transport challenges listed above.

Our **Hampshire County Council Climate Change Strategy 2020-2025** sets out a philosophy or approach to carbon neutrality which focuses on the concept of AVOID, REDUCE, REPLACE, OFFSET, which also underpins the approach set out in this draft LTP4.

Avoiding the need to travel is something the pandemic has required us to do particularly for commuting. The rise in homeworking, for those who can, should be embraced.

Making shorter trips through better and more integrated land use and transport planning, combining trip purposes and facilitating a vehicle / cycle sharing economy will also have an important part to play. To deliver this we have developed **a set of new development and master planning policies** to guide local authorities and developer plans on what good development looks like. We are also establishing a **new movement and place framework** which will help ensure that our streets and spaces work for people, create better places and meet the needs of vehicles where this is a priority.

Providing better walking, cycling or public transport choices will enable a reduction in travel by private car. We aim to do this through a step change in walking and cycling infrastructure. We also aim to speed up public transport, including more bus lanes and bus lane enforcement, and negotiate with operators under a new enhanced partnership to make fares cheaper and services better. In the Solent sub region we are building the case for an increase in the frequency of rail services and a more integrated metro style public transport offer.

We also set out our **asks of Central Government** to help us deliver our plan, many of which are for enhancements to strategic infrastructure operated by Central Government such as the rail system or motorways. We will be asking for continued and greater funding for buses, walking and cycling infrastructure. We are seeking changes to the national concessionary fares scheme to make it contributory. Whilst in first reading this might seem counter intuitive, it means we would be able to maintain rather than lose many of our bus services in light of the growing financial pressures we face in local government. We will also promote the integration of local integrated ticketing schemes with national rail.

It is an exciting time to develop a new LTP4. The challenges are significant, the choices difficult and the stakes high.

Councillor Rob Humby

Executive Lead Member for  
Economy, Transport and Environment





# At a glance – our Local Transport Plan 4

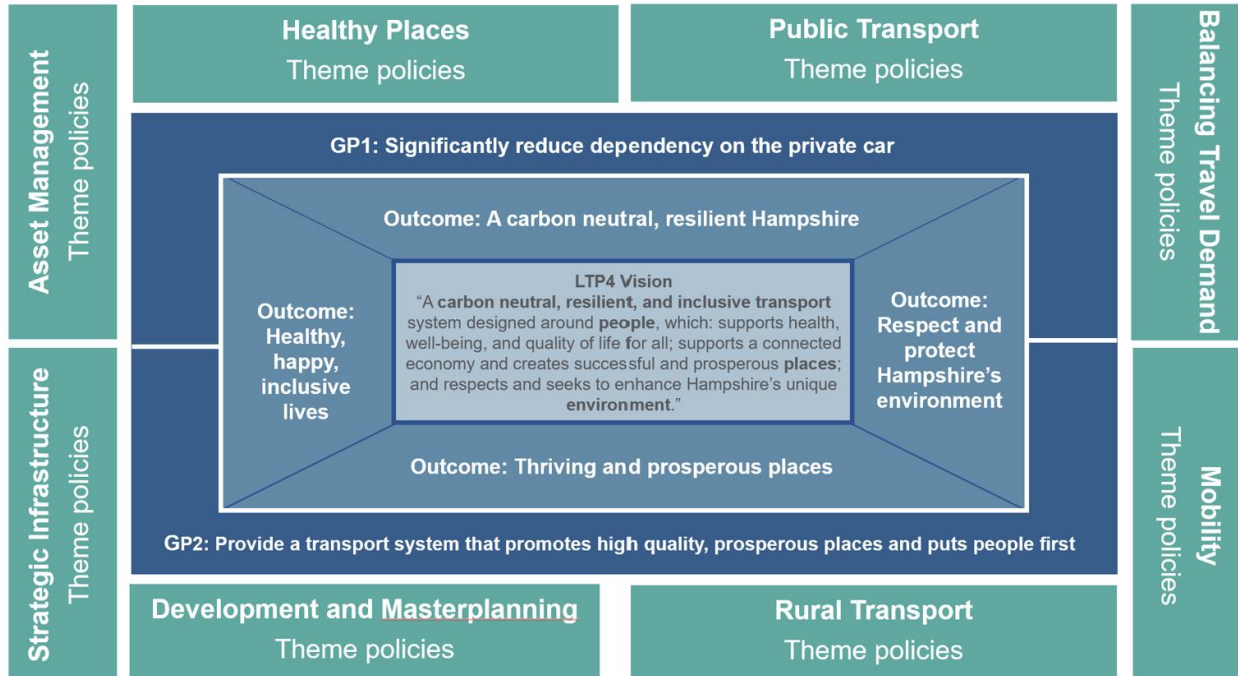
Our proposed Local Transport Plan (LTP4) covers the period to 2050 and is based around:

- a **vision** for what transport will look like in 2050;
- transport-related **outcomes** covering climate change, environment, economy, and society;
- two **guiding principles** which represent a transformational change in how we plan and deliver transport in Hampshire; and
- a set of **core and theme-related policies** that describe how we will deliver the LTP4.

It takes account of the wider challenges and opportunities facing us over the next 30 years relating to climate change, environment, economy, society, and technology (**drivers for change**); alongside the short and the potential medium to longer-term implications of the COVID-19 pandemic.



*“Our changing climate is the biggest long-term issue facing Hampshire” (Hampshire 2050)*



This new Local Transport Plan (LTP4) will replace the existing LTP3 and provide a framework to guide all our future transport planning and investment.

# Part A: Background and context



# 1. Introduction

Hampshire County Council has a statutory requirement to have in place a Local Transport Plan (LTP). The previous LTP (LTP3) was produced in 2011 but is no longer relevant to today's challenges and opportunities.

This new LTP (LTP4) supersedes the third LTP and the final version (following public consultation) will form the primary transport policy for the County Council to 2050. This draft LTP4:

- describes our **transport vision** for 2050, the key **transport outcomes** we are seeking to achieve, and the **guiding principles** that will guide future investment and decision making within the County Council in relation to transport and travel;
- sets out **transport policies** covering all aspects of transport planning, delivery, and operation (i.e. the 'rules' about how we do things and how we want others to do things); and
- presents our **implementation approach**, setting out a roadmap to 2050 and how we will prioritise, fund and deliver interventions, and monitor our progress.

In addition, it supports the County Council's wider strategies, plans and priorities.

## 1.1 Why is there a need for a new LTP for Hampshire?

To ensure that our transport network delivers the Hampshire we desire by 2050, as set out in **Hampshire 2050: Vision for the Future**.

To take account of new / changing policies and priorities which affect transport, at a local, sub-regional and national level around **climate change, environment, economy, health and equality**; including the **Climate Emergency** which the County Council declared in 2019.

To take account of the Government's **Decarbonising Transport Plan - A Better, Greener Britain** (DfT, 2021), which seeks to drive decarbonisation and transport improvements at a local level by making quantifiable carbon reductions a fundamental part of local transport planning and funding. In future, the funding we receive for local transport will be dependent on being able to demonstrate the success of this LTP4 in reducing carbon emissions.

To respond to the opportunities and risks presented by **COVID-19**, which has significantly changed how, why and when we travel.

To **provide guidance on transport issues to our stakeholders** who have a crucial role to play in delivering our transport vision and outcomes. This includes Hampshire's 11 districts and boroughs, the cities of Portsmouth and Southampton, the Isle of Wight Council, and many other statutory and non-statutory bodies.

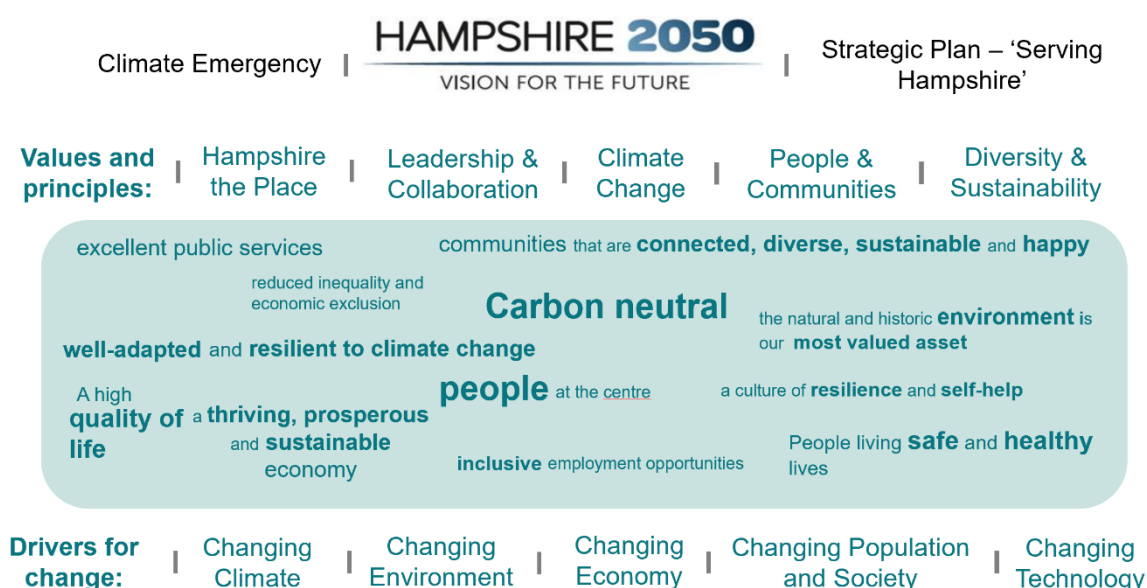


## Hampshire 2050: Vision for the Future

Hampshire is one of England’s great counties. It has the largest sub-regional economy in south east England, is home to 1.4 million people and enjoys a unique natural environment. But to protect and enhance our county for generations to come we need to adapt and plan ahead.

In recent years our residents, businesses, politicians and others have come together to take control of our future and **set us on a path towards the Hampshire we desire by the year 2050**. The [Hampshire 2050 Commission of Inquiry](#) ran from May 2018 to October 2019. It provided recommendations and a framework to be applied when developing future strategies and plans (including this draft LTP4).

**Figure 1: Hampshire’s vision for 2050**



**Transport is an absolutely fundamental aspect of our journey towards this vision – it affects how we live, work and interact; how we experience places; how our businesses operate; and our health and well-being. We must get it right.**

### Climate Emergency

The 2050 Commission of Inquiry identified the **changing climate as the most important driver for change in Hampshire**. It was recognised that a well-adapted and resilient Hampshire will be essential to ensure that Hampshire’s economy, environment, and society continue to thrive and prosper.

Urgent global action is needed to avoid dangerous climate change caused by greenhouse gas emissions, including transport-related



carbon emissions (CO<sub>2</sub>). The County Council recognised this and declared a Climate Emergency in June 2019, setting two targets for the County:



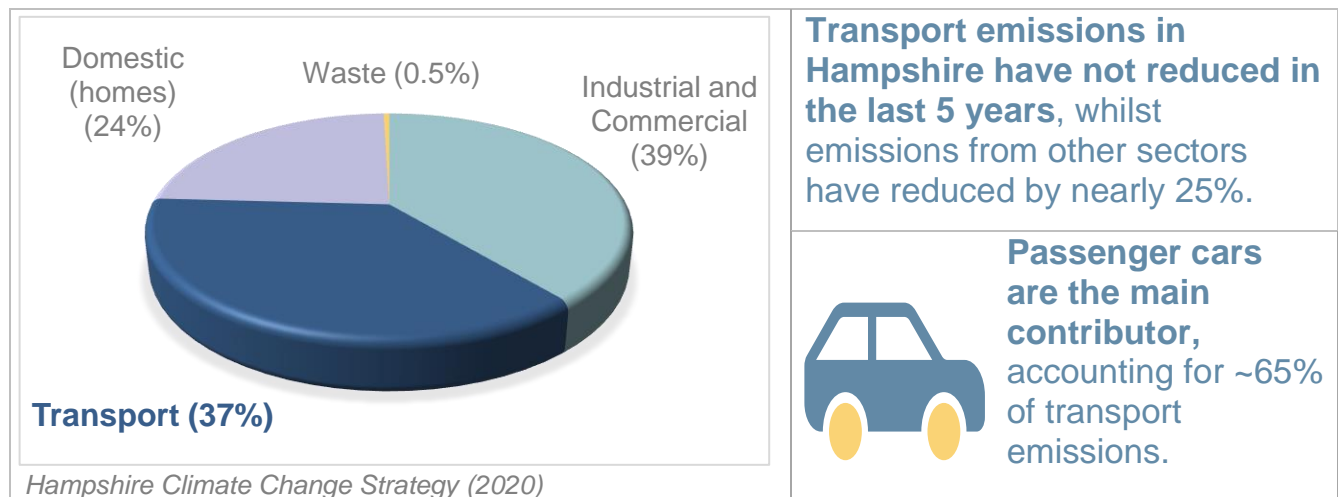
- to become carbon neutral by 2050; and
- to build climate resilience to the impacts of a 2°C temperature rise.

Carbon neutrality (also referred to as ‘net zero’) requires deep reductions in CO<sub>2</sub> emissions, with any remaining sources offset by removals of CO<sub>2</sub> from the atmosphere (e.g. by afforestation or carbon capture).

Our [Climate Change Strategy \(2020-25\)](#) sets a pathway for the reduction in CO<sub>2</sub> emissions needed to be carbon neutral by 2050. It highlights the need for the County Council and its partners to demonstrate leadership and embed climate change mitigation and resilience into all key policy areas to effectively enable our communities to tackle this issue. This approach requires step changes in lifestyles, policies, strategies and investment decisions across all levels of our society and a commitment to adhere to this.

Some 37% of CO<sub>2</sub> emissions in Hampshire are transport-related (excluding rail and domestic aviation), and unlike other sources, transport emissions are not reducing significantly. There is an **urgent need for local, rapid and transformational action to reduce transport emissions if we are to meet our climate change commitments.**

**Figure 2: Hampshire’s 2019 baseline emissions by sector<sup>ii</sup>**



*Note - The Carbon Trust estimated that 37% of Hampshire’s emissions came from transport in 2019, while the latest BEIS data claims this is 51%. The primary reason is due to the inclusion of domestic aviation and rail. While most of the rail network in Hampshire is electrified, until the grid is de-carbonised this will remain a substantial emitter. Domestic aviation in Hampshire adds considerably to the share of emissions attributable to all modes of transport.*

## Impact of COVID-19

The COVID-19 pandemic has had a far-reaching impact on our lifestyles, travel behaviour and choices, and even where some people choose to live. It has created both challenges and opportunities for this LTP4.

Opportunities
<ul style="list-style-type: none"><li>• Has encouraged us to live locally and walk and cycle more; and made us value our local centres and environments more.</li><li>• Has demonstrated the scope for home / remote working, and online services, retail, and even social activities. We may travel less to undertake these activities after the pandemic, and that travel is expected to become less concentrated in the peaks.</li></ul> <p>Research from the Chartered Institute of Personnel and Development (CIPD)<sup>iii</sup> shows that, nationally, employers expect that the proportion of people working from home on a regular basis once the crisis is over will increase to 37% compared to 18% before the pandemic impact.</p>
Challenges
<ul style="list-style-type: none"><li>• The public has lost confidence in our public transport services, and there is a risk that the private car will be seen as the safer option.</li><li>• Recovery from COVID-19 will put pressure on our finances, requiring us to be innovative in how we fund future transport delivery.</li></ul>

We need to seize the ‘once-in-a-lifetime’ opportunity to deliver a pandemic recovery that speeds up the fight against climate change and ensures a green and healthy recovery for our economies and communities.

Public opinion surveys predict a boom in walking as a result of the pandemic, and show support for quiet, low traffic environments<sup>2</sup>. There is an opportunity to embed new social norms around travel that benefit well-being, improve productivity and reduce emissions. We need to **work with our communities to create environments that make it easier to walk and cycle and support local living. We must build back and improve our public transport offering and work with others to ensure higher investment in resilient digital technology (e.g. 5G and fibre broadband).**

**But we need to act now, before the opportunity is lost.**

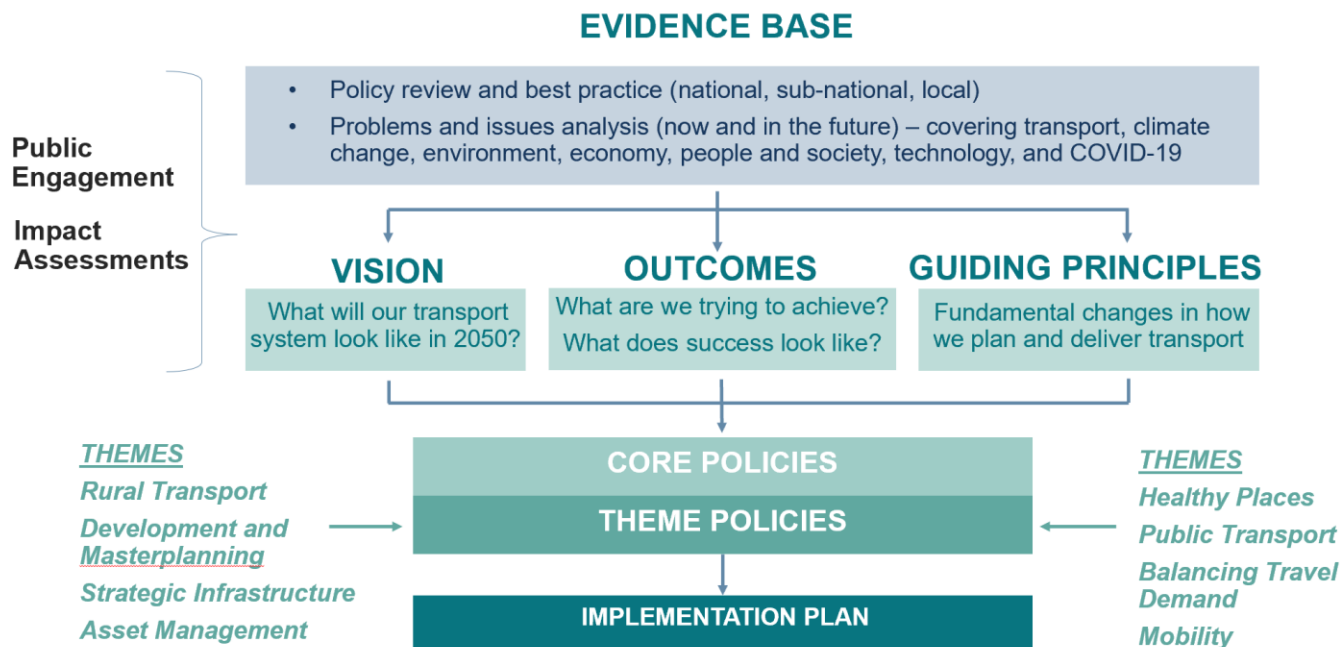
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<sup>2</sup> E.g. A year of life under lockdown: how it went and what’s next (King’s College London and Ipsos Mori, March 2021); Public Opinion Survey on Traffic and Road Use (Kantar, 2020)

## 1.2 Developing the Local Transport Plan

An evidence-based and collaborative approach has guided the development of this draft LTP4, and shaped our proposed vision, outcomes, and guiding principles (Figure 3).

**Figure 3: Developing the Local Transport Plan 4**



Our evidence base comprises:

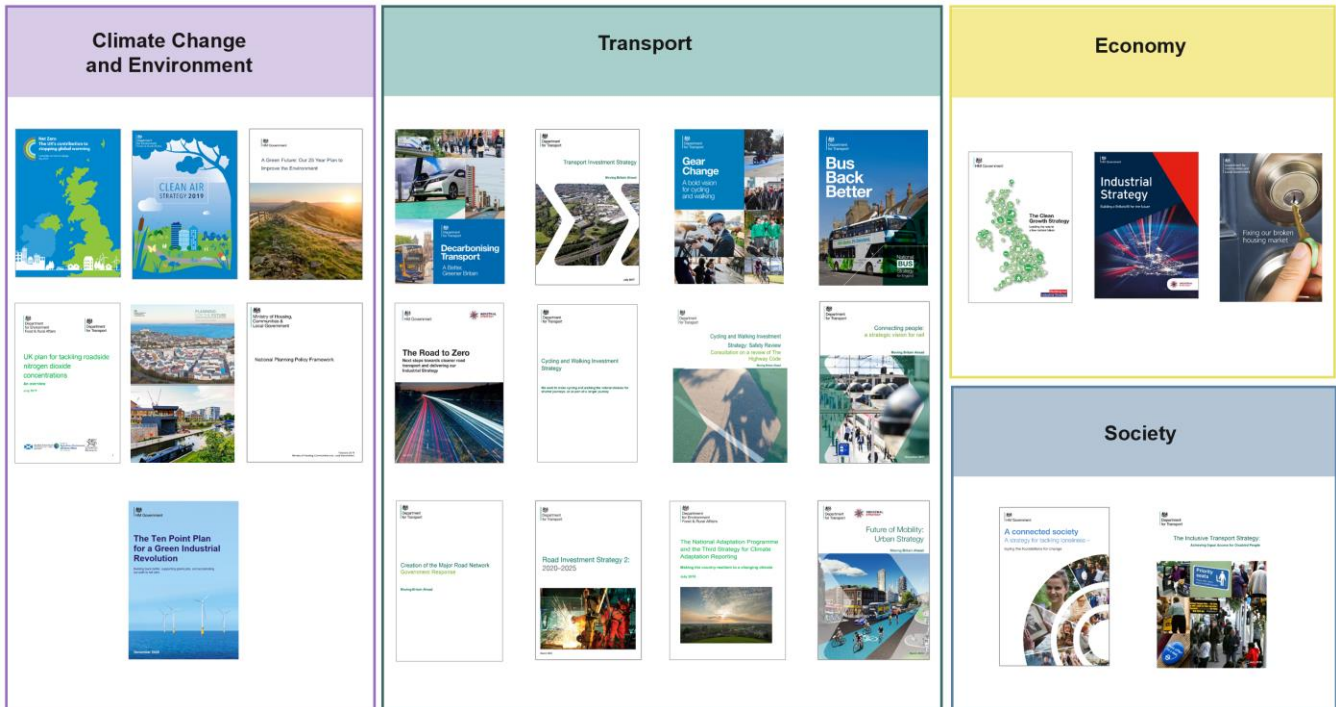
- **Policy review and best practice** – We have reviewed relevant policy and guidance at a national, sub-national and local level, and drawn upon research and case studies into different transport approaches and measures for the future.

Figure 4 summarises the key themes emerging from policies at a national level including:

- tackling climate change and low carbon growth;
- network resilience;
- net environmental gain;
- sustainable development and place making;
- placing users at the heart of decision-making;
- modal shift and reducing car use;
- physical and mental health, tackling loneliness and social exclusion, and an inclusive transport system.

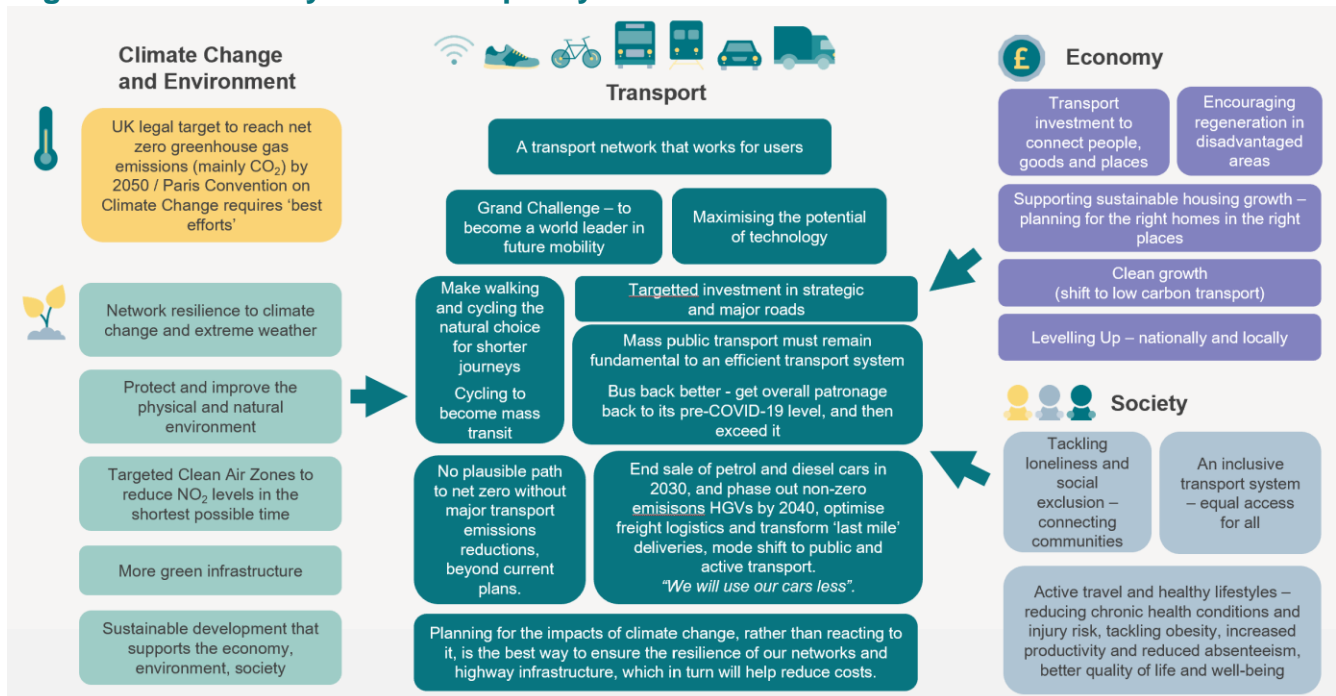


Figure 4a: Sample of relevant policy documents



See Policy Review document for full list of documents reviewed.

Figure 5b: Summary of national policy context



See Policy Review document for full list of documents reviewed.

- **Problems and issues analysis** – We have prepared an extensive evidence base on current and future trends in Hampshire, covering transport, climate change, environment, economy, people and society, technology, and the impacts of COVID-19.
- **Public engagement** – Stakeholders, residents, communities, and businesses have provided critical input into the development of this draft LTP4. Some 805 responses were reviewed from the engagement survey which ran from 7 January to 28 February 2021, and used to refine the proposed vision, outcomes, guiding principles and policies.



Stakeholders showed strong support for the proposed transport vision, outcomes, and guiding principles:

- 90% identified ‘Changing Climate’ as an important driver for change.
- 73% agreed with the vision statement.
- At least 86% agreed with the importance of each of the proposed outcomes.
- At least 80% agreed with the proposed guiding principles.

- **Impact assessments** – An Integrated Sustainability Appraisal (ISA) has been undertaken to ensure that environmental, health and social impacts have been fully considered in the development of this draft LTP4. The process has sought to avoid and mitigate potential negative effects and to amplify opportunities for positive effects, to maximise the contribution of the LTP4 to sustainable development.

### 1.3 A shift in approach and emphasis

**The Hampshire 2050 vision, the Climate Emergency, and the COVID-19 pandemic (along with other drivers for change set out in Section B) have created an unprecedented need for transformational change, which we must deliver.**

**Now is the time to reflect and put ourselves on the right path to our 2050 vision - now is the time to think differently.**

This draft LTP4 therefore proposes a major shift in approach and emphasis, with an increased focus on policies which **support modal shift** and **manage demand for road space**, rather than just supplying the extra capacity to meet this demand.




It is based on an approach to transport provision that delivers the interventions needed to achieve the agreed transport outcomes (**‘decide and provide’**). This differs from the ‘predict and provide’ approach of the past, which involved creating additional highway capacity to cater for predicted traffic growth; inevitably generating additional demand and eroding the expected reduction in congestion, whilst also fostering a high dependency on car use.

It represents a shift away from planning for vehicles, towards **planning for people and places** (see *Chapter 5. Guiding principles*). It seeks to provide a transport system which supports high

quality and prosperous places and puts the needs of people first, based around a **Road User Utility Framework**, and a **Movement and Place Framework** which will identify the priorities for different parts of our network (see *Chapter 6, Policy C4 and C5*).






## 2. Our journey so far

We are not starting from scratch. We are seeking to build upon progress to date and ensure that our approach to planning and delivering transport is compatible and consistent with Hampshire's vision for the future.

<p>In the last decade the County Council has prioritised essential maintenance of its substantial transport infrastructure assets...</p>	
	<p>... and also secured funding to address key constraints on the transport network.</p>
<p>During this period, the County Council has delivered schemes to the value of approximately £300 million, with further schemes to the value of £170 million planned or under construction.</p>	<p>£300m</p>
	<p>Funding bids for major transport schemes have largely been geared towards supporting transport schemes which enable economic growth and/or housing delivery, in line with Central Government policy.</p>



However, we recognise that there are still parts of our transport system that could work better, or differently.

<p>Hampshire has high levels of car use. Congestion causes lost time, and poor air quality affects some communities contributing to poor health.</p>	
	<p>Despite a notable increase in recent years, over the longer term the level of investment in high quality alternatives to car travel has lagged behind investment in infrastructure aimed at car users ... and for many people they do not provide an attractive alternative to car use.</p>
<p>Past monitoring of schemes that create extra road capacity for general use shows that this soon fills up with extra car journeys. Rather than building extra capacity, many councils now accept that ways of using road network space more efficiently should be considered.</p>	
 <p><b>Transport for New Homes Checklist</b></p>	<p>Transport and land-use planning is not integrated as well as it could be, partly because transport decisions are largely the responsibility of the County Council, while planning decisions are made by the districts and the boroughs (the local planning authorities). Over recent decades the location of new housing, employment, and shops has led to increased travel distances for many residents, and has often meant that driving is their only realistic option to get around.</p> <p>A more joined up approach is required to ensure that new development reduces the need to travel and reduces dependency on the private car.</p>
<p>Over recent decades, a backlog of structural maintenance and renewal of roads has built up in Hampshire (and in most other local authorities), due to a sustained lack of funding from Central Government. This has left some paths, roads and structures prone to damage, which can cause disruption and safety concerns to people and businesses that rely on these networks.</p>	

## 3. Drivers for change

“The only certainty about 2050 is that the world, and our part in it, will be very different from how it is today.” (Hampshire 2050, Vision for the Future)

				
Changing climate	Changing environment	Changing economy	Changing society	Changing technology

From a local to global level there are some major changes ahead on our path to 2050. These present both challenges and opportunities which we need to respond and adapt to in terms of how we plan and deliver transport within Hampshire.

These changes need to be considered alongside the short and the potential medium to longer-term implications of the COVID-19 pandemic.

### 3.1 Changing climate

Global average temperatures are rising, primarily due to man-made emissions of greenhouse gases; particularly carbon dioxide (CO<sub>2</sub>). In Hampshire, we know that emissions from transport accounted for 37% of carbon emissions in 2019 (Figure 2).

Although the world has started to move towards a low-carbon future, globally, we are **currently on track for around 3°C of warming by 2100** (compared to pre-industrial temperatures). This level of warming would have severe impacts on our environment and our lives<sup>iv</sup>.

*“The speed at which our environment is transforming due to climate change is startling. We are already experiencing warmer and wetter winters, hotter and drier summers, increased flood risk and sea level rise along with severe storms. All of these factors are having a huge impact on our landscape leading to land use pressures and impacting not only on our species and habitats, but also on our health and wellbeing.” (Hampshire 2050, Commissioners’ Summary Report)*

Hampshire’s climate change targets reflect the 2015 Paris Agreement goal to limit global warming to **well below 2°C** to limit the most damaging effects of climate change, and to pursue efforts towards limiting global warming to **1.5°C**. Limiting temperature growth to 1.5°C will further reduce many important risks, helping to protect key ecosystems and reducing impacts on poorer people around the world)<sup>v</sup>. The Climate Change Committee (CCC), which advises the UK Government on emissions targets, recommends a rapid reduction in UK emissions over the next 15 years to contribute towards this stretch target (set out in its Sixth Carbon Budget<sup>vi</sup>).

## What does this mean for the LTP4?

Transport, like most sectors, will need to reduce CO<sub>2</sub> emissions to almost zero (without offsetting) by 2050. This will require very significant shifts in travel behaviour (see Box 1).

More extreme weather (flooding, high winds, high temperatures) could result in more travel disruption and damage to our roads, requiring changes to how we maintain and provide a resilient network.

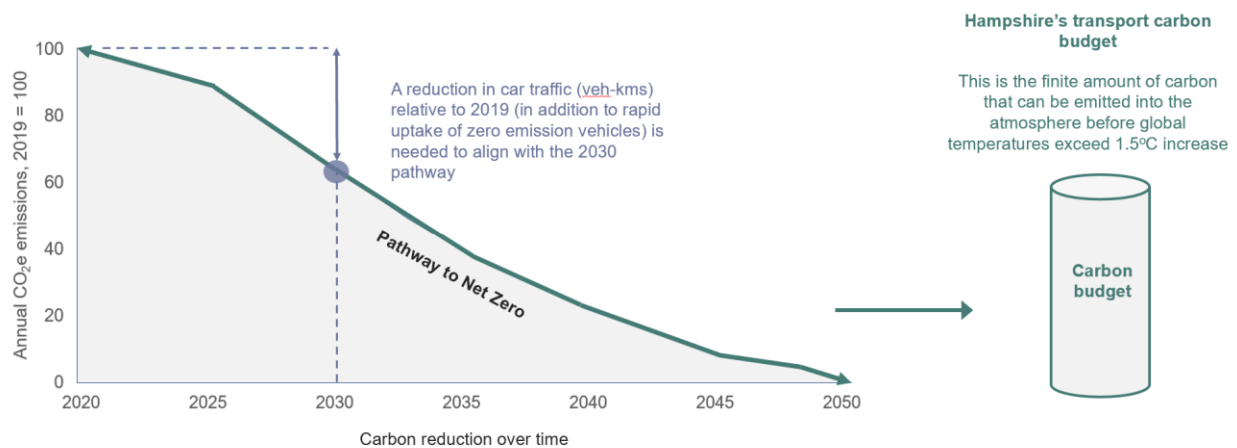
## Box 1: The need for rapid local action to tackle climate change

### a) Hampshire's carbon reduction pathway and carbon budget for transport

The annual reduction in transport CO<sub>2</sub> emissions required to achieve 'net zero' (neutrality) by 2050 is shown below. This is consistent with the latest recommendations of the Climate Change Committee (CCC) (Sixth Carbon Budget – All sector pathway).

Achieving this pathway, and the associated carbon budget (i.e. the area under the pathway), is aligned with limiting average global temperature increases to close to 1.5°C. A slower rate of reduction will result in the carbon budget being used before 2050, and before 'net zero' has been achieved.

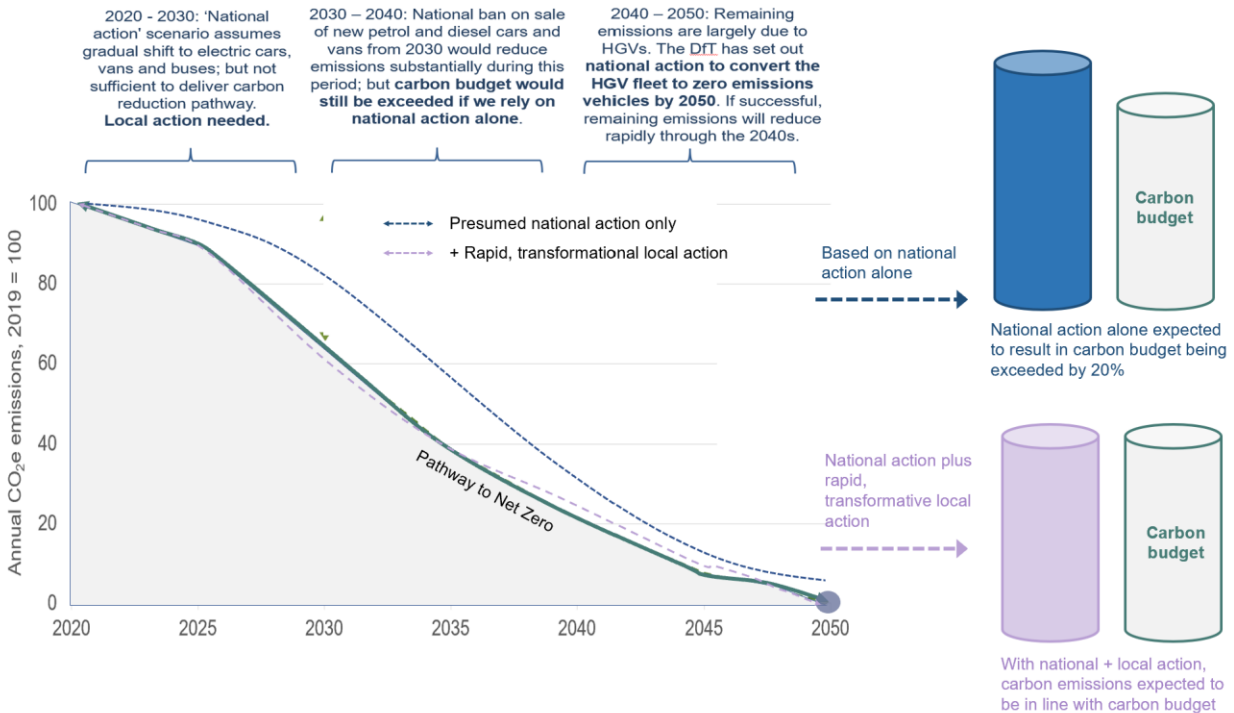
Figure 5: Hampshire's carbon reduction pathway to transport 'net zero' in 2050



*Supporting notes:* The scale of reduction in veh-kms is strongly affected by: (i) forecast traffic growth, which is currently particularly uncertain in the wake of the coronavirus pandemic; (ii) the rate at which electric vehicles (EVs) feed into the fleet before 2030. However, it is not feasible for EVs to roll out fast enough to avoid the need for any vehicle km reduction. If freight emissions are also taken into account, a greater reduction in car veh-kms would be needed to meet the pathway.

## b) National policies alone will not deliver our climate change commitments for transport

**Figure 6: Role of national and local policies in achieving Hampshire's carbon reduction pathway**



*Supporting notes: The above analysis is based on the overall carbon reduction Balanced Pathway identified by the CCC for emissions from all sectors combined.*

## c) Rapid and transformative local action is needed, based on a mix of policy measures

The above graph shows that rapid and transformative local action is needed to:

- achieve the carbon pathway over the next 10 years;
- keep total remaining carbon emissions broadly within the carbon budget by 2050.

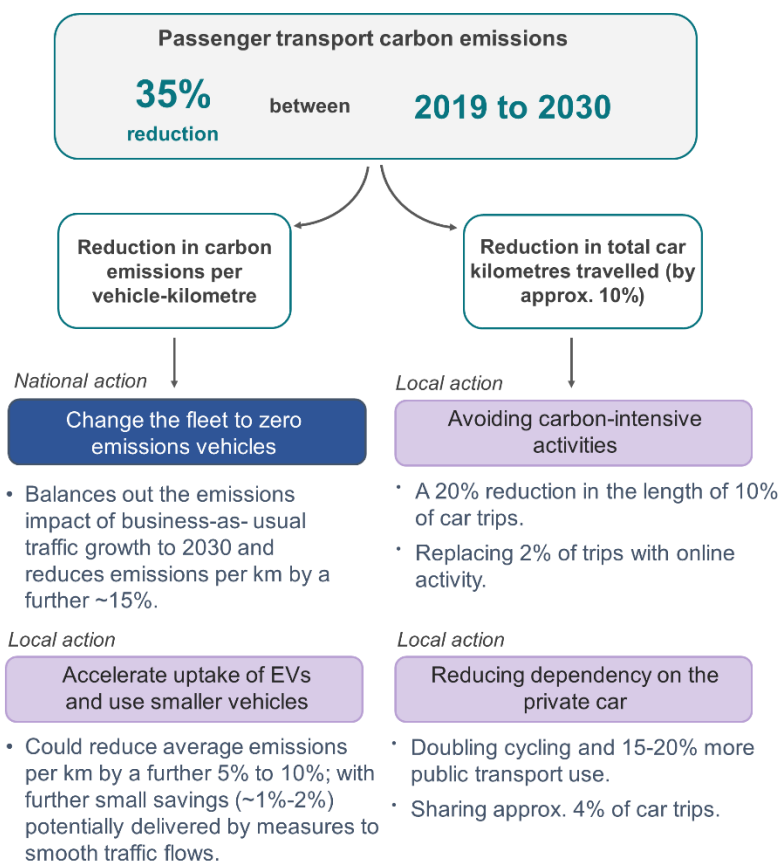
Meeting the carbon budget will also rely on ambitious national action to support uptake of zero emissions vehicles in the HGV fleet, building on the actions set out in the DfT's Transport Decarbonisation Plan (2021).

Some 'carbon off-setting' is likely to be required, although the CCC indicate that the surface transport sector should aim to reach as close to 'absolute zero' as possible. 'Off-setting' involves planting vegetation to absorb carbon from the air, or using technology to capture and store carbon. However, this technology is currently at an early stage, and focused on small scale trials.



Analysis shows that a **10% reduction (approx.) in total car vehicle kilometres between 2019 and 2030**, combined with national and local action to encourage uptake of zero emission vehicles, would **achieve the reduction in passenger transport (i.e. non-freight) carbon emissions<sup>3</sup> required by 2030<sup>4</sup>**. This requires a mix of policy measures, applied rapidly at an ambitious level, and supported by a substantial increase in funding.

**Figure 7: Indicative scenario for achieving required reduction in passenger transport carbon emissions between 2019 and 2030 (i.e. excluding freight emissions)**



*Supporting notes: These are indicative figures, based on national evidence about the impact of different types of solutions. They represent one particular scenario for achieving the required reduction in transport carbon emissions between 2019 and 2030. Other scenarios could achieve a similar reduction. The analysis assumes a business-as-usual increase in traffic between 2019 and 2030 of nearly 20%, based on pre-Covid-19 assumptions from the Hampshire transport models.*

See Evidence Base, for further information about the above analysis.

<sup>3</sup> Passenger transport includes car, bus, train, and other forms of public transport which emit carbon dioxide.

<sup>4</sup> The analysis takes account of planned population growth and development by 2030.

## 3.2 Changing environment

The Hampshire 2050 Commission of Inquiry identified Hampshire's natural environment as **its most valued asset** and an essential component of Hampshire's attractiveness and prosperity.

However, evidence also shows incremental and noticeable declines across all our habitats and species due to pressures from increased housing needs, infrastructure, employment space, intensive agriculture and the changing climate<sup>vii</sup>.

### What does this mean for the LTP4?

Transport delivery needs to mitigate adverse environmental impacts and strive to achieve an environmental net gain. This means reducing loss of vegetation or loss of views due to new infrastructure and eliminating the harm that vehicle emissions cause to human health, habitats and species. It further means that infrastructure development should leave the natural environment in a measurably better state than beforehand.

## 3.3 Changing economy

Hampshire has the largest **sub-regional economy** in the South East of England and one of the **best performing** labour markets in the country. However, the Hampshire 2050 Commission of Inquiry identified challenges in relation to **pockets of deprivation**, the future of **rural areas**, and maximising the full potential of the **Portsmouth and Southampton city regions**. While economic productivity is high in North Hampshire, peripheral areas (e.g. Test Valley, East Hampshire, and Gosport) and neighbouring Portsmouth and Southampton, are below the UK average. Since the 2008 recession, economic growth has been below the national average.<sup>viii,ix</sup>

Significant **employment and housing development** is proposed, but many sites are located away from public transport. Much of the recent development has reinforced car dependency.

Most town centres in Hampshire have evolved around car use, but **quality of place** and attractive walking and cycling environments are increasingly important factors for businesses, workers, visitors and residents. Changing shopping habitats mean that some of our retail centres are in decline (exacerbated by the pandemic), and how we use our urban centres is changing.

### What does this mean for the LTP4?

Good connectivity, based on attractive reliable journey times for all, is crucial to the on-going success of Hampshire's economy. We need a high quality and efficient transport system that allows products to be delivered to market, links people to jobs, and supports supply chains and logistics; ultimately increasing economic competitiveness and productivity. We need to support the peripheral and less affluent areas of our County by improving access to jobs and training for those without a car, and we need to improve our strategic connectivity with neighbouring sub-regional economies (including London).

## 3.4 Changing society

Overall, Hampshire's population is getting older (the 65+ age group is expanding the most), becoming more diverse, and health inequalities are increasing.

High levels of car use are contributing to obesity and poor health. Poor quality public transport provision is contributing to loneliness, social exclusion, and deprivation, especially in rural areas.<sup>x</sup>

Nationally, travel demand is rising overall due to population growth, but falling at an individual level due to more home-working, part-time working and self-employment, and online shopping. Travel choices show clear generational differences - younger people are less likely to own a car, but older people are driving more than they used to.

### What does this mean for the LTP4?

Transport needs to play a major role in connecting communities to jobs and services, shaping places, and improving our physical and mental health and well-being.

## 3.5 Changing technology

Technological innovation presents huge opportunities for transport in terms of **electrification** (or zero emission vehicles in general); the increasing availability of **data and internet connectivity** (providing high quality information to network operators and users in real time and 'on the go'); and **automation** (leading to self-driving vehicles). In addition, **new modes** are emerging including electric bikes, cargo bikes, and scooters.

A move to connected, automated and zero emission transport will affect all aspects of how and why we travel, impacting on the movement of both people and goods, and influencing the choices we make. These technologies have the potential to deliver step change advances for society, the environment and the economy, such as:

- better access to employment, services and leisure;
- better information and access to a range of modes through single platform applications, including new shared mobility opportunities (e.g. car-sharing, bike-sharing and ride-sharing);
- safe and independent mobility for a wide range of individuals;
- cleaner vehicles and lower emissions.

However, if technological changes are not effectively managed they could have undesired effects, such as increasing congestion or reducing sustainable travel.

### What does this mean for the LTP4?

Technology should be seen as an enabler to be used in ways to best meet the transport outcomes we seek; but public and active modes should remain a fundamental part of our transport system. Technology should not 'lead' our approach.

# Part B:

## Vision and outcomes





## 4. Proposed vision and outcomes

### 4.1 Proposed LTP4 vision

To support the journey towards the wider Hampshire 2050, Vision for the Future, the following proposed vision has been developed, summarising what we want our transport system to look like by 2050:

*“A **carbon neutral, resilient and inclusive** transport system designed around **people**, which: supports health, wellbeing and quality of life for all; supports a connected economy and creates successful and prosperous **places**; and respects and seeks to enhance Hampshire’s unique environment”*

### 4.2 Proposed LTP4 outcomes

To guide us towards this vision, the following **eight outcomes** have been identified, grouped under **four key themes**. The outcomes define what we are seeking to achieve and provide the focus for how we progress to considering the right solutions for Hampshire. They reflect the national, sub-national and local policy context; the current challenges for the status of our network; and the drivers for change described above.

The draft LTP4 outcomes are set out below, along with consideration of ‘what success looks like’ and the associated challenges / opportunities.

**Indicators and targets** will be set at a later date to help us monitor our progress (see Section 8.5 for further detail).






## A carbon neutral, resilient Hampshire

### A Reduce transport-related carbon emissions to net zero (neutrality) by 2050

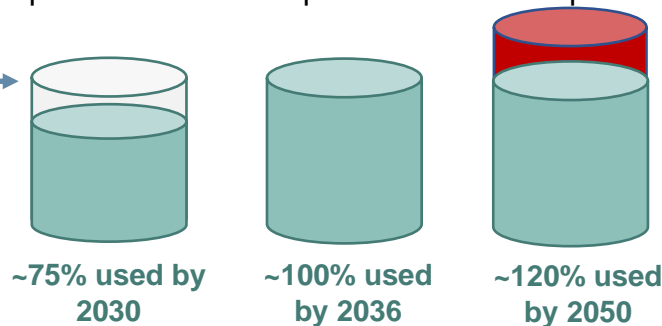
#### Success would mean ...

- Carbon emissions associated with the use of all transport modes (including the generation of energy to power them) virtually reduced to zero. Any remaining carbon emissions are offset by fully sustainable planting or carbon capture.
- Fewer vehicles, with higher levels of usage (to make most efficient use of road space and energy required to produce and run each vehicle).
- Public transport, walking and cycling to become the preferred option for travel, resulting in reduced dependency on the private car.

#### Understanding the challenge ...

- Transition to electric or hydrogen-fueled vehicles will not reduce emissions far enough or fast enough, especially over the next 10 years. There are limited supplies of carbon neutral electricity and viable technology solutions for zero emission HGVs are still being developed. 
- National policies on moving to zero emissions vehicles won't get us far enough, quickly enough. Local, rapid and transformational action is needed now. This requires a co-ordinated response across all aspects of local transport.

Hampshire's all transport carbon budget\*



**...if we rely on national policies for zero emission vehicles alone**

*\* This carbon budget is based on the CCC's 6<sup>th</sup> Carbon Budget Balanced Pathway, identifying the finite amount of carbon they estimate the UK can emit into the atmosphere to make a fair contribution to limiting global temperatures increases to ~1.5°C, the point at which very significant climate change impacts are forecast to be triggered.*

- Very significant changes in travel behaviour are required. A 10% reduction (approx.) in car use (vehicle-kilometres) in Hampshire is required between 2019 and 2030 if we are to remain on-track to deliver our climate change targets.



- Approximately a fifth of Hampshire residents live in rural and semi-rural areas, where there are fewer opportunities for shorter journeys and large-scale shift to public transport.

**B A transport network that is resilient to climate change, extreme weather, incidents and major disruptive events**

**Success would mean ...**

- Infrastructure is located, planned, designed and maintained to be resilient to climate change, extreme weather, and incidents; ensures travelling in extreme temperatures is as comfortable as possible; and is cost effective to maintain.
- Services and routes return to normal as quickly as possible after incidents on the network and the impact of any disruption on people and businesses is managed. People are still able to access the vital services (e.g. health) during extreme weather, incidents and major disruptive events.
- We are better prepared for any future pandemics or other major disruptive events.

**Understanding the challenge ...**

- Hampshire is a diverse county with large urban areas and relatively remote, smaller communities. We have the fifth longest road network of any local authority. Maintaining our transport network requires substantial investment and needs to reflect the differing priorities of those using our network.
- For many years Central Government has been under-funding the maintenance of local road infrastructure. As a result we have a road and structures maintenance backlog that is growing year on year, and our network is in a declining condition. Many of our roads and structures are now more prone to damage from weather-related climate change impacts, and our ageing networks are less resilient to the increasing demands placed on them.
- New housing developments and transport schemes continually increase the size of the network and the number of highway assets that need to be managed and maintained putting further pressure on resources.





## Respect and protect Hampshire's environment

### C Improved air quality and less noise disturbance from transport

#### Success would mean ...

- National air quality limits for nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM) concentrations<sup>xi</sup> are fully met; and there are no Air Quality Management Areas (where emissions exceed national limit values) resulting from transport emissions.
- Everyone can live, work and play in clean air - adverse impact of road transport emissions on health virtually eliminated.
- Substantial reduction in the number of Hampshire residents that are exposed to unacceptable road, rail or air transport noise (55 decibels or more at night, 65 decibels or more during daytime).

#### Understanding the challenge ...

- There are currently 22 Air Quality Management Areas throughout Hampshire where vehicle emissions result in pollutant concentrations which exceed acceptable levels. The worst locations for NO<sub>2</sub>, PM<sub>10</sub>, and PM<sub>2.5</sub> are around the strategic road network (SRN), the major road network (MRN) and in town centres.
- Electric and hydrogen-powered vehicles have no air pollutant tailpipe emissions, and therefore present an opportunity to address air quality. However, particulates from tyres and brakes still result in harmful particulate matter, the higher purchase price for these vehicles will also be prohibitive for those on lower incomes – at least in the short-term, and the practicalities of how residents without off-street parking will charge an electric vehicles have not yet been addressed.
- The overall societal costs (health impacts) of road transport emissions in Hampshire are estimated at approximately £225 million per annum<sup>xii</sup>. Central Government (DEFRA) statistics estimate that **4.6% of adult deaths in Hampshire in 2019 were linked to particulate air pollution**<sup>xiii</sup>.
- Over 89,000 Hampshire residents (6.6%) are estimated to be exposed to road, rail or air transport noise of 55 decibels or more at night (although this is relatively low compared to other authorities in the south east)<sup>xiv</sup>. Traffic noise can result in sleep disturbance, physical and mental health problems.

Long-term exposure to NO<sub>2</sub> and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) adversely affects a wide range of health conditions (including heart and lung conditions); and there is no clear evidence of safe concentrations. Air pollution is also bad for plants and animals and can reduce biodiversity. Traffic noise can result in sleep disturbance, physical and mental health problems.

**D A transport network that protects and enhances our natural and historic environments, resulting in an overall net environmental gain**

**Success would mean ...**

- A net gain in biodiversity generally (i.e. a greater variety of plants and animals), and more green infrastructure for walking and cycling.
- No net degradation of other aspects of the natural and historic environment, moving towards an overall net environmental gain by 2050.
- A transport network that promotes access to the countryside for residents and visitors from all walks of life, whilst also preserving and protecting our natural and historic environment.

**Understanding the challenge ...**

- Hampshire's environment contributes to a high quality of life and it is important that people are able to enjoy it. However, facilitating access can degrade environments if not managed properly.
- Hampshire has a large number of areas of high environmental value. Continued reliance on major transport infrastructure provision is more likely to adversely impact the environment (e.g. through habitat loss).
- We cannot place a monetary value on all aspects of the environment and it is the intangible benefits of the natural environment that we must preserve for wider societal issues such as health and wellbeing.



## Thriving and prosperous places

- E** A transport system that supports a connected economy (for people and goods), creates successful places (for living, working and visiting), and ensures Hampshire continues to prosper whilst reducing its emissions.

### Success would mean ...

- Successful and vibrant places with economic growth and activity focused in locations that are accessible by walking, cycling and public transport.
- High quality town and village centres with attractive walking and cycling environments where people want to spend time, to boost local economies.
- Economic hubs and international gateways that are well connected to the regional and national transport network via reliable routes.
- Improved access to opportunities and services especially for areas of deprivation and 'left behind places'.
- High levels of digital connectivity, enabling people to access work, education, training, and services in a flexible manner.

### Understanding the challenge ...

- Hampshire is polycentric with lots of housing and employment hubs and dispersed rural communities, leading to complex and diverse travel patterns.

Congestion and poor public transport is adversely affecting productivity, and restricting access to labour, jobs, suppliers and customers. Reducing the overall volume of car travel will benefit our economy by reducing car-based journey times for economy critical trips, and making public transport faster and more competitive, increasing overall productivity.

Time lost as a result of congestion costs the UK economy approximately £8 billion per year<sup>xv</sup>.

- Those without access to a car do not have the same education, training and employment opportunities as others.

On average, almost 10 times as many jobs in Hampshire are accessible by car as they are by public transport. South Hampshire<sup>5</sup> has some of the poorest accessibility to employment of any major urban area in the UK, with only 18% accessible by public transport (National Infrastructure Committee Transport Connectivity Data, 2019)



- Our solutions need to reduce overall emissions of CO<sub>2</sub> and benefit our natural and historic environment; take account of increased opportunities for remote working and growth in online deliveries (which will have both positive and negative impacts on

<sup>5</sup> Eastleigh, Fareham, Gosport, Havant, Southampton, Portsmouth



traffic levels and emissions); and provide sustainable access to jobs for everyone (not just those with access to a car).

- Some employment locations will always be more accessible by car, in particular edge of town / out of town locations. However, there is a growing evidence base that investment in demand management, public and active transport modes can support a thriving economy; and that even in more peripheral locations sustainable travel options are important alternatives to single occupancy private car use.

Research shows that increasing space to allow people to wander brings increased footfall and can attract new businesses to the area, reducing shop vacancy rates and transforming the area from a functional setting to a destination with more to offer.

## **F Support sustainable housing and employment growth and regeneration that positively supports our LTP4 vision**

### **Success would mean ...**

- New development that is mixed use (with higher levels of people living and working locally), and in locations that are integrated with the transport system and avoid car dependency.
- New housing development where people choose to walk and cycle, have good access to public transport, and there is minimal need for parking spaces.
- New employment development in accessible locations that are well connected by a variety of different transport modes.

### **Understanding the challenge ...**

- Locally and nationally there are significant pressures around housing delivery – we need to balance these pressures with delivering homes in the right way (and in the right location) to deliver transport and wider outcomes.
- Piecemeal (ad-hoc) development and ‘short-termism’ leads to lower viability of transport services and major transport infrastructure.
- Local planning policies are set out in Local Plans, which are the responsibility of local planning authorities (usually the district or borough councils, or the national park authority for the area). A co-ordinated, strategic approach to transport and land use integration therefore depends upon effective and pro-active partnership working with the local planning authorities across Hampshire. Whilst district and borough councils are set housing targets by Central Government, the availability of sustainable sites in Hampshire, and the South East in general, has become increasingly challenging.
- Change in relation to land use planning takes time. Many Local Plans won’t be updated for a number of years, and many existing sites are located away from public transport.



## Healthy, happy, inclusive lives

### G A network that promotes active travel and active lifestyles to improve our health and wellbeing

#### Success would mean ...

- More journeys undertaken by active modes (walking, cycling, scooters)<sup>6</sup>.
- Streets that are busy with people rather than cars.
- Increased levels of individual physical activity (more people travelling actively, more frequently), resulting in improved levels of physical and mental health.

#### Understanding the challenge ...

- There is generally a downward trend in activity levels, which needs to be reversed - people in the UK are around 20% less active now than in the 1960s.
- High levels of car use are contributing to low levels of physical activity. In Hampshire, 1 in 6 commuting trips are less than 1.25 miles, but 51% of these are made by car.
- The level of physical activity amongst children (aged 5-16 years) in Hampshire is below the average for England. Parents' perceptions about the risk of road traffic injury is a major contributor to physical inactivity in children.
- Space for additional provision for pedestrians and cyclists can often be limited, particularly in Hampshire's historic towns. Significant re-allocation of road space away from cars is likely to be required.
- In Hampshire's rural areas, the opportunities for active travel for some journey types are more limited.

The benefits of walking and cycling are well documented. The UK Chief Medical Officer (2019) stated that the evidence to support health benefits of regular physical activity for all groups is compelling. These include:

- reducing the risk of coronary heart disease, stroke, cancer, obesity and type 2 diabetes;
- keeping the musculoskeletal system (muscles and bones) healthy; and
- promoting mental wellbeing.

UK Chief Medical Officers' guidance for adults includes 150 minutes of moderate intensity activity a week, and that the easiest way to achieve this is through daily activity such as walking and cycling.<sup>xvi</sup>

There is also widespread evidence that access to and visibility of high quality green spaces is important for our health and well-being. Health impacts of green space may be particularly important for vulnerable communities that include larger proportions of low income or elderly residents<sup>xvii</sup>.



<sup>6</sup> The Government's aim is that by 2030, half of all journeys in towns and cities will be undertaken by walking or cycling (Decarbonising transport: a better, greener Britain (DfT, July 2021)).

Increasing physical activity, through less car use and more walking, cycling and public transport use will deliver wide-ranging physical and mental health benefits, particularly for those in deprived areas and at risk of inequalities.

More walking, cycling and public transport use will also be good for the climate, our local environment, and the health of our communities (e.g. by encouraging social interaction).

## **H** A transport system that provides more equitable access to services, opportunities and life chances delivering improved quality of life for all in Hampshire

### Success would mean ...

- A transport system that is accessible, comfortable, and affordable for all in Hampshire, regardless of background\*, physical mobility, income, rural or urban living, or access to the internet or technology.
- Significantly more people being able to undertake journeys from end to end, by a variety of modes, in a seamless manner. A higher proportion of the population able to access jobs, services and opportunities by non-car modes.
- A transport system that supports strong communities, where people can make connections, access leisure and recreation activities, and live happy lives.

*\*This includes protected groups, under the Equality Act 2010, defined by age, disability, gender reassignment, marriage or civil partnership, race, religion or belief, gender, sexual orientation, pregnancy and maternity.*

### Understanding the challenge ...

- The poor viability of traditional public transport services in rural areas means that there are often limited travel choices available.
- The rural population is generally more affluent, but there are pockets of rural deprivation; and more people living in rural communities are over retirement age compared to those living in urban areas. These groups will be adversely impacted by measures to increase the cost of car use, given the limited availability of alternatives.
- Effective partnership working with bus and rail operators is an essential pre-requisite of enhancing service provision.
- The cost of public transport is rising faster than inflation. Current ticketing / pricing models often do not support affordable / practical journeys by multiple modes or providers, nor cater for the travel needs of part-time workers.
- We need to cater for an ageing population. Ensuring safe access to amenities is vital for keeping older people physically and socially active.

Poor quality public transport provision is contributing to loneliness, social exclusion, and deprivation, especially in rural areas. Inaccessible transport (in terms of physical access or ability to access information, tickets, etc.) can be one of the biggest barriers facing people with physical and mental disabilities.



# Part C:

## Guiding principles



## 5. Proposed guiding principles

### 5.1 Changing the way we plan and deliver transport

Much of what the council already does to maintain, enhance and support the operation of the transport system in the county will remain relevant. We are seeking to build upon this position.

However, in order to meet our proposed transport outcomes, including carbon neutrality by 2050, there are certain approaches and activities that will need to play a stronger role.

We need to **decarbonise the transport system** and promote and transform **cleaner, greener and sustainable forms of transport**. This means doing things differently. It will represent a shift in approach and will require an increased emphasis on policies which support modal shift and manage the demand for road space, rather than just supplying the extra capacity to meet this demand.

We will need to maximise every opportunity and **work in partnership** with bus and rail operators, sustainable transport organisations, the NHS, public sector and other organisations, to encourage and help people switch from cars to cycling, walking and public transport.

We will need to be flexible, agile and brave in our approach to the climate emergency as technologies evolve and lifestyles and future strategic and local development planning change.

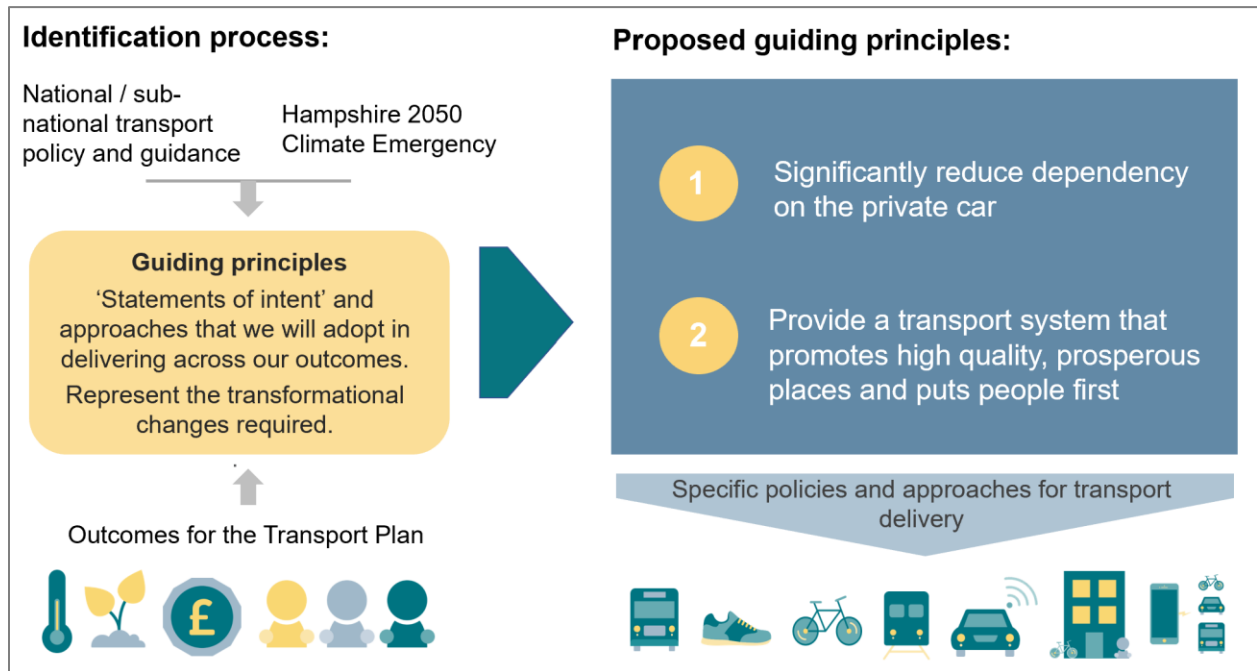
### 5.2 Proposed guiding principles

We have proposed two guiding principles which are considered to be essential for the development of the LTP4 and its delivery.

These are over-arching 'statements of intent' or 'courses of action' which will guide decision-making across all themes, to ensure we deliver our LTP4 outcomes. They represent the **transformational changes** we need to make in how we plan and deliver transport. They span the four outcome themes covering climate change, environment, economy and society, influencing our strategic approach for delivery in each of these core areas.



**Figure 8: Development of guiding principles**

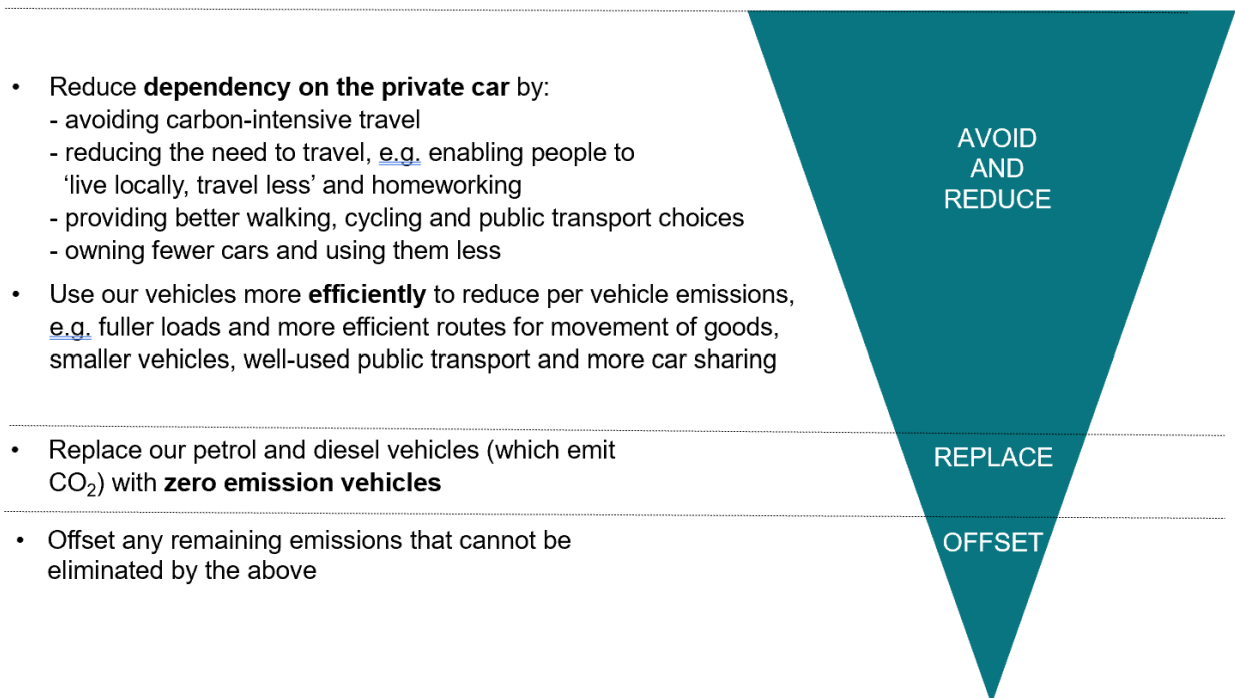


## 5.3 Proposed Guiding Principle 1: Significantly reduce dependency on the private car

### This principle is required because:

There is no plausible path to carbon neutrality without very major transport emissions reductions. Reflecting the AVOID-REDUCE-REPLACE-OFFSET carbon management hierarchy set out in our [Climate Change Strategy \(2020-25\)](#), we will need to, in order of priority:

**Figure 9a: AVOID-REDUCE-REPLACE-OFFSET Carbon Management Hierarchy**



Zero emission vehicles<sup>7</sup> will play an important role, but they will not solve issues around **congestion, severance** (where traffic flow impedes the movement of pedestrians and cyclists), **road safety and air pollution** (associated with brake and tyre dust). And, they will not deliver the benefits for the environment, the economy, health and society that we are seeking.

In addition, the higher purchase price for electric vehicles will be prohibitive for those on lower incomes – at least in the short-term. Furthermore, **the pathway to low carbon freight vehicles is complicated and unclear**, and in the short to medium-term, wholly electric will not be a viable mass-market solution for HGVs.

<sup>7</sup> Zero emission vehicles include battery electric vehicles, and vehicles powered by other fuels derived from electricity (e.g. hydrogen), and potentially bio-fuels.

Even if there is an early transition to a zero emission vehicle fleet, we will still need to significantly reduce the number of miles driven to reduce the strain on zero carbon energy provision.

We recognise that the car will continue to be an important mode in rural areas and for certain trips, but we will need manage car travel more efficiently.

**Figure 9b: Guiding Principle 1**

**Significantly reduce dependency on the private car (AVOID AND REDUCE)**



**Role of Guiding Principle 1 in delivering the LTP4 outcomes...**

This principle has an essential role to play in delivering Hampshire’s climate change commitments, but will also deliver co-benefits across all of the proposed outcomes:

A carbon, neutral and resilient Hampshire	Respect and protect our environment	Thriving and prosperous places	Healthy, happy, and inclusive lives
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

**This principle requires an increased emphasis on approaches that:**

- seek integrated land-use and transport planning to reduce the need to travel by car and enable more sustainable travel choices;
- enable people to access many of their daily needs within a 20 minute walk of their home (known as ‘20 minute neighbourhoods’);
- make best use of technology that reduces the need to travel and helps us to manage our travel needs in smarter ways (e.g. use of online services and remote working, shared transport, digital apps for planning and paying for bundles of sustainable journeys known as Mobility as a Service, and low emission vehicles);
- promote walking and cycling as the first choice for shorter journeys;
- make public transport more attractive, more affordable and accessible to more people, as the first choice for longer journeys;
- support ‘shared mobility’ solutions (e.g. electric vehicle car sharing clubs, bike / e-bike share schemes, lift share schemes, taxi sharing models, demand responsive transport), and mobility hubs which act as a focal point for public and shared transport, alongside other services (e.g. health clinics, local work hubs, parcel lockers);
- create micro and macro distribution centres (also known as logistic hubs) from which ‘last-mile’ deliveries can be made using zero-emission vehicles;
- seek to better manage travel demands, particularly on the busiest parts of the network at peak times;
- provide realistic alternatives to private car use to connect our rural communities (including flexible and demand responsive transport services and community-based shared mobility schemes).

Chapters 6 (Core Policies) and 7 (Theme Policies) set out how we will deliver these types of interventions.

## 5.4 Proposed Guiding Principle 2: Provide a transport system that promotes high quality, prosperous places and puts people first

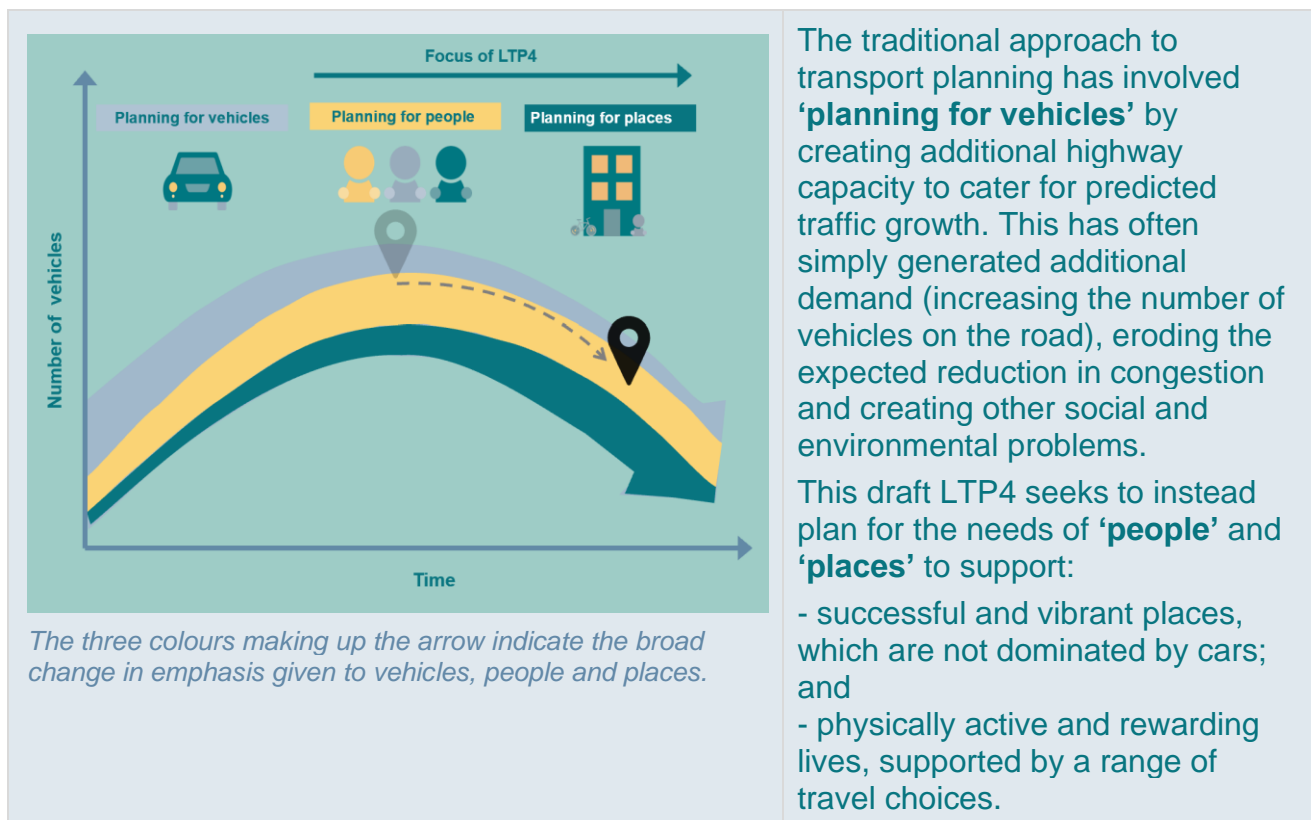
### This principle is required because:

We need to shift away from 'planning for vehicles' to 'planning for people' and 'planning for places', to provide a transport system which supports high quality and prosperous places and puts the needs of people first.

Transport networks that simply aim to provide the most efficient means of moving private vehicles along a corridor have the potential to have a wide range of damaging consequences, particularly socially and environmentally.

Our key strategic routes will need to be designed for the efficient movement of freight and people, to support national and sub-national economies. However, our urban centres, residential areas, and other community places should be designed to prioritise and encourage active and public transport, in a way that creates better places to live, work, and visit.

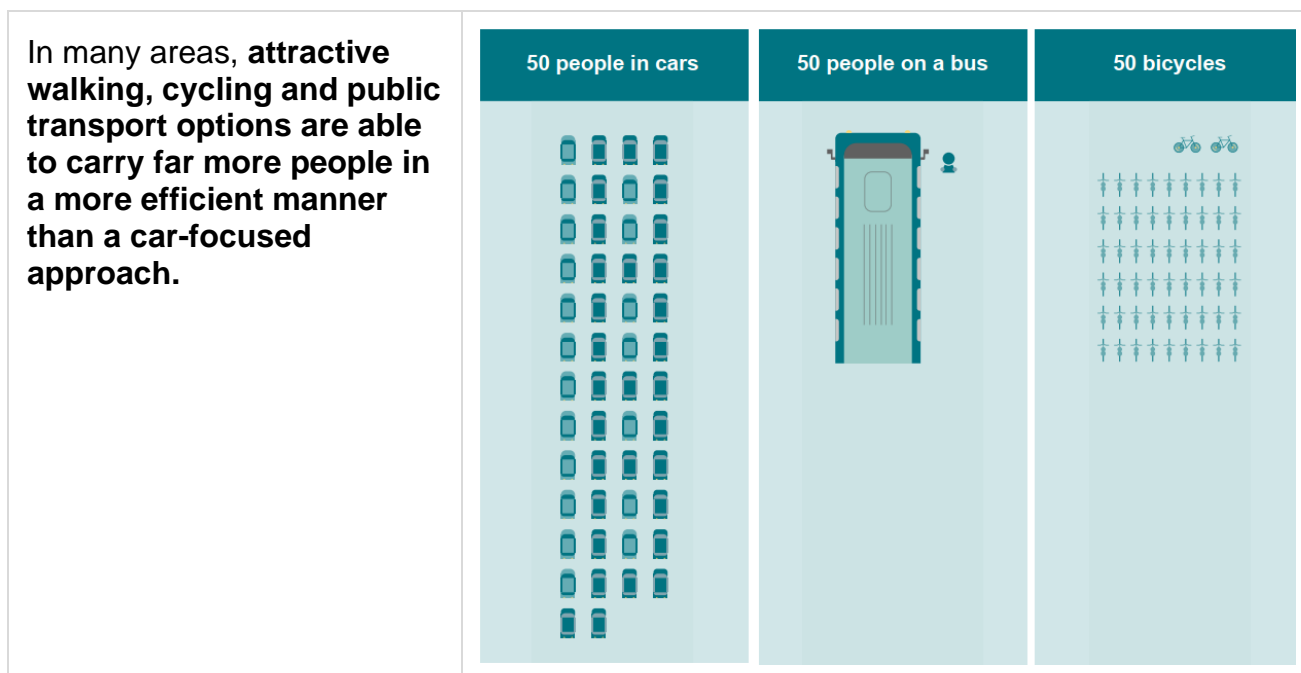
**Figure 10a: Shifting towards planning for people and places**



*Adapted from Jones, P (2017). How transport can contribute to achieving green and healthy cities, Centre for Transport Studies.*



**Figure 10b: Relative road space used by alternative means of travel (illustrative)**







Planning for people and places means:

- creating high quality places, which encourage active and public transport use, enable social interaction, and create stronger communities;
- creating safe, healthy, accessible, and inclusive transport options that provide more equitable access to services, opportunities and life chances, leisure and recreation, and which tackle the adverse impacts of transport on the environment;
- supporting and promoting key transport strategic infrastructure (primarily public and active transport) that serve economic hubs, international gateways or improve connectivity in the sub-region.

**Role of Guiding Principle 2 in delivering the LTP4 outcomes...**

This principle will deliver co-benefits across all of the proposed outcomes, particularly ‘Thriving and prosperous places’ and ‘Healthy, happy, and inclusive lives’.

			
A carbon, neutral and resilient Hampshire	Respect and protect our environment	Thriving and prosperous places	Healthy, happy, and inclusive lives
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

**This principle requires an increased emphasis on approaches that:**

- recognise that routes and spaces have many different functions (from vibrant high streets to fast flowing dual carriageways) and establishing a framework which considers both the form and function to set principles for the design and provision for different user needs;
- reshape and repurpose urban centres to better serve changing lifestyles;
- tackle the adverse impacts of transport on the environment within which we live, and particularly on our most vulnerable communities;
- address the perceived (as well as actual) safety of walking and cycling, recognising this as one of the most significant barriers to their use;
- encourage and support planning authorities to promote new developments that create better connected, accessible and liveable neighbourhoods (including 20 minute neighbourhoods);
- create a seamless travel experience – focusing on the start and end of the journey, as well as the main leg of the journey.

Chapters 6 (Proposed Core Policies) and 7 (Proposed Theme Policies) set out how we will deliver these types of interventions.





# Part D: Policies



## 6. Proposed core policies

In order to deliver the proposed LTP4 outcomes we have identified a number of **core policies**, which are intended to **determine how we plan and deliver all aspects of transport**. These policies are closely aligned with the proposed **guiding principles** and provide the fundamental ‘rules’ for how we do things and how we want others to do things.

A summary of the proposed policies and their contribution to the proposed LTP4 outcomes and guiding principles is provided below (✓✓ = strong contribution / alignment; ✓ = important supporting contribution / alignment):

Proposed core policies	Contribution to LTP4 outcomes:				Alignment with:	
					GP1*	GP2*
Policy C1 – Putting people and places at the heart of our decisions	✓	✓	✓✓	✓✓	✓	✓✓
Policy C2 – Efficient and sustainable movement of goods	✓	✓	✓✓	✓	✓✓	✓✓
Policy C3 – Transport strategies and schemes to be developed in accordance with consideration of all users (Road User Utility Framework)	✓✓	✓✓	✓	✓✓	✓	✓✓
Policy C4 – Climate change at the heart of decision-making	✓✓	✓	✓	✓	✓✓	✓
Policy C5 – Support local living and reduce demands on transport	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓
Policy C6 – Encourage sustainable travel behaviour	✓✓	✓✓	✓✓	✓✓	✓✓	✓
Policy C7 – A Safe Systems approach for Hampshire	✓	✓	✓	✓✓	✓	✓✓
Policy C8 – Managing the harmful health effects of poor air quality and noise disturbance	✓✓	✓✓	✓	✓✓	✓✓	✓✓
Policy C9 – Protecting the environment	✓	✓✓	✓	✓	✓	✓✓

\* Proposed Guiding Principle 1 (GP1): Significantly reduce dependency on the private car

\* Proposed Guiding Principle 2 (GP2): Provide a transport system that promotes high quality, prosperous places and puts people first

## Policy C1: Putting people and places at the heart of our decisions

We will:

- a) develop and apply a **Movement and Place Framework** to manage the transport network in accordance with its function in different locations, i.e. to decide what type of measures are needed where (see also Chapter 7, *Healthy Places*, Policy HP1 and 2; *Balancing Travel Demand*, Policy BT1; *Asset Management*, Policy AM2; *Development and Masterplanning*, Policy DM3);
- b) prioritise the needs of walking and cycling, public transport users and delivery vehicles, in accordance with the specific function of different types of location (see *Core Policy C3: Road User Utility Framework*);
- c) use a localised '**Healthy Streets**' approach and our 'Hampshire Walking and Cycling Principles' to plan and design attractive, comfortable, safe and inclusive networks for everyone regardless of ability, confidence, age and disability (see *Healthy Places*, Policy HP1.3);
- d) seek opportunities to **create or re-allocate road space** to create better walking and cycling routes and faster routes for buses (see also *Healthy Places*, Policy HP1; *Balancing Travel Demand*, Policy BT1);
- e) **support targeted highway capacity improvements** where there is a strong economic, safety, health, social or environmental case; and where the Movement and Place Framework is achieved.

### This policy is required because:

A key role of transport is to facilitate the efficient movement of people, providing access to opportunities, services and activities such as working, shopping, and socialising.

However, we want to shift away from 'planning for vehicles' to 'planning for people' and 'planning for places'. Transport networks that simply aim to provide the most efficient means of moving private vehicles along a corridor have the potential to have a wide range of damaging consequences, particularly socially and environmentally. A shift in approach is needed to create better places to live, work, and visit; whilst also improving connectivity between places and supporting efficient and reliable journey times.

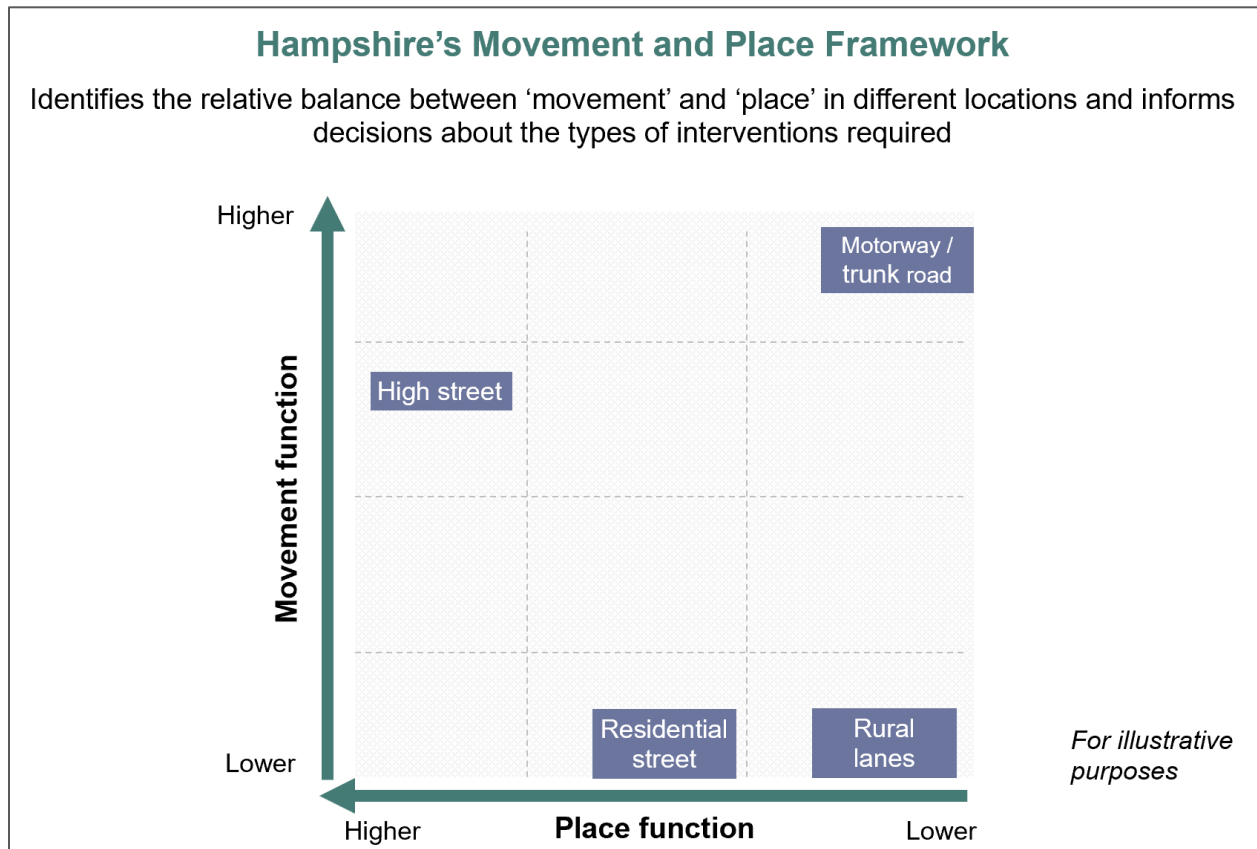
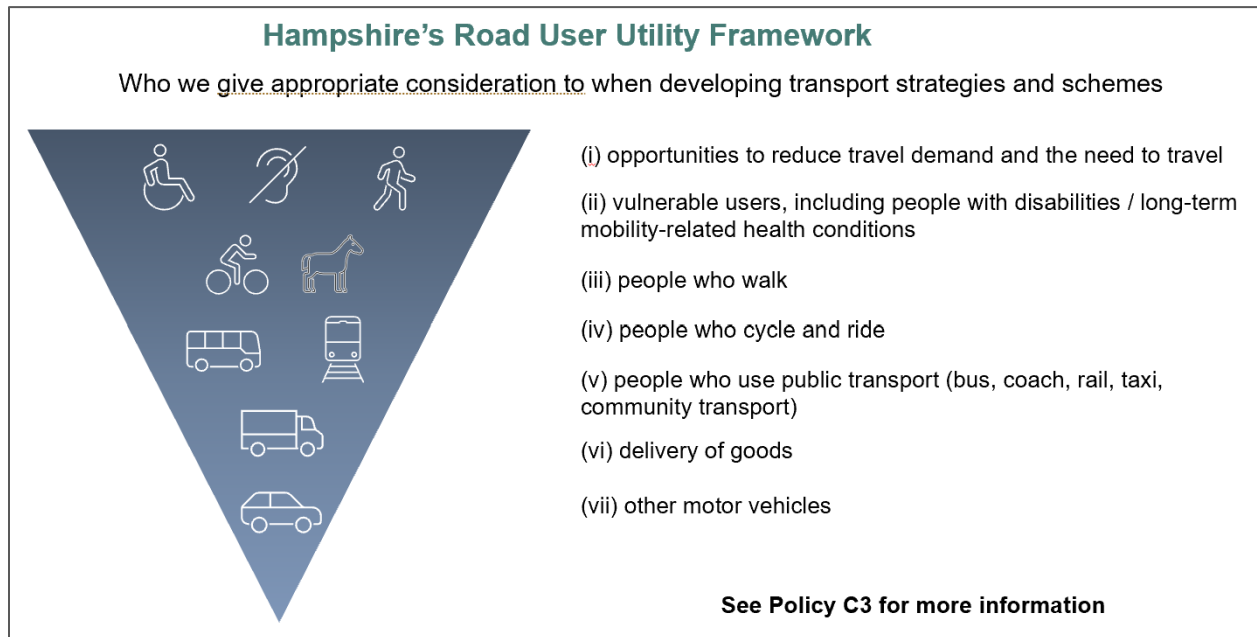
Residents, visitors and businesses increasingly identify the car as undesirable in places where people spend recreational time. A recent public opinion survey (2020)<sup>xviii</sup> shows support for reallocating road space and quiet, low traffic environments:

- 65% of people across England support reallocating road space to cycling and walking in their local area;
- nearly 8 out of 10 people (78%) support measures to reduce road traffic in their neighbourhood.





**Figure 11: Our approach to planning for people and places**





## Healthy Streets approach

A holistic framework, based around ten Healthy Streets Indicators, for creating environments that feel attractive, comfortable, and safe for walking and cycling, regardless of confidence, age and ability



Source (adapted): Lucy Saunders

### Implementation of this policy will be supported by:

- using a **Movement and Place Framework** to balance the location-specific needs of cars, buses, goods vehicles, and other motorised traffic, with the needs of cyclists, pedestrians, residents, shoppers, and local businesses, in both urban and rural locations.

We are proposing to adopt a Movement and Place framework to help us categorise the highway network according to:

- its **movement function** – it's ability to transport people and goods in vehicles, and
- its **place function** – the various social, cultural and economic activities that take place on or adjacent to the highway, including the role of a street as a destination in its own right.

The movement function remains largely the same along a route, however the place function will vary according to land-use, level of activity on the street and local environment.

Traditionally, transport planning and engineering has been focused on the “movement” aspects of the highway network often resulting in a poor quality environment for people walking or choosing to spend time near the road. The Movement and Place Framework will help embed the guiding principle of ‘providing a transport system that promotes high quality places and puts people first’.

We will also investigate the potential application of the Movement and Place framework to other aspects of our role as a Highway Authority such as highway maintenance.

The **Movement and Place Framework** will provide a practical tool which will help us carry out our transport roles and functions more effectively. It will:

- guide how we design and operate our roads, streets and spaces, taking account of their specific functional needs;
- tell us when maximizing vehicle capacity is a key priority, and when providing for the needs of walking and cycling should be our primary consideration;
- ensure that we apply the right design standards for specific locations and avoid defaulting to standards which seek to maximise vehicle capacity (which can lead to over-designed infrastructure, that is more costly to build and maintain, and does not meet the functional needs of the location);
- allow us to vary our standards of service (e.g. our maintenance approach) in accordance with the needs of those using our roads, streets and spaces;
- will create a common language and framework for conversations with developers, planning authorities and others about how we plan and deliver transport;
- assist in reviewing and updating our technical guidance notes.

It will also provide a guide to local planning authorities on how to design their street forms and hierarchies.

- using the **Healthy Streets** criteria<sup>8</sup> to adopt a whole street approach and create environments that feel attractive, comfortable, and safe for walking and cycling, regardless of ability, confidence, age and disability;
- delivering schemes which:
  - create **high quality places**, which encourage active and public transport use;
  - provide **high quality accessible open spaces**, recreational areas, and pocket parks adjacent to active travel routes;
  - create safe, healthy, accessible, and attractive **transport options for all**; and
  - **improve connectivity** (primarily by public or active transport) to economic hubs and international gateways;
- improving reliability and journey times through targeted relief of **congestion hotspots**;
- working with relevant stakeholders to deliver our **Equitable Transport Ten Point Plan** (see below).

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<sup>8</sup> The Healthy Streets approach started life in London boroughs but is applicable to any street where people walk and cycle (<https://healthystreets.com>). It is an evidence-based approach for creating fairer, sustainable, attractive urban spaces, and engaging communities in shaping the places where we live, work and play..

## Delivering an equitable transport system – A Ten Point Plan

1. Work with transport operators and customers to understand and **address barriers to public transport use** to achieve a more equitable service provision (*see Policy PT1*).

2. Adopt a **'Safe/Secure by Design'** approach<sup>9</sup> to ensure personal safety and security is considered in the design process (*see Core Policy C7*), especially for walking and cycling schemes (*see Policy HP1*) and public transport schemes (*see Policy PT1*).

Examples of measures include improved sustainable lighting; increased informal surveillance of streets, pedestrian and cycle facilities, public spaces and public transport stops, stations and services; increased human activity adjacent to and within walking, cycling and public transport networks; prompt repair of damaged public transport facilities and services and highway assets; prompt removal of graffiti and prompt/proactive handling of anti-social behaviour activities.

### 3) **Active travel (walking and cycling) road safety initiatives for all:**

- ensure active travel (walking and cycling) initiatives reach vulnerable and disadvantaged groups (including children, those in deprived areas, ethnic minority households and communities) to ensure that these groups benefit from the advantages and opportunities that walking and cycling can provide (*see Policy HP3*);
- ensure road safety education interventions benefit vulnerable groups who are more likely to be involved in collisions and could be deterred from walking and cycling more (*see Core Policy C7*).

4) Seek to ensure **equality of access to public transport** (*see Policy PT1*), including:

- fares and ticketing approaches for people who prefer not to use contactless payments or who don't have debit/credit cards (e.g. children, older people, or those without bank accounts);
- ensuring that passengers are able to board and alight buses, trains and ferries at their desired location, including disabled people, blind or cognitive impaired passengers (in line with the Equality Act 2010) and those carrying heavy luggage and pushchairs;
- considering passenger safety, security and accessibility in the design of roadside infrastructure (e.g. bus stops and shelters);
- ensuring public transport services are easy to understand and use, with information available via a number of sources and in a variety of accessible formats.

5) Trial more flexible and innovative forms of public transport, such as demand responsive transport, which offer a **more personal, on-demand service**. As these

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<sup>9</sup> Including Crime Prevention Through Environmental Design, Security by Design, Community Safety Partnership initiatives.

services are more door-to-door, they can overcome the concerns of some users, particularly women, about taking public transport at night. (see *Policy PT3, FM1 and RT1*)

6) **Engage communities** (including groups which are traditionally seldom heard) before planning changes to their villages, neighbourhoods and high streets and involve them in the process. Engage a wide range of users, and potential users, in the design process. (see *Implementation chapter*)

7) Ensure **awareness campaigns and engagement activities** are undertaken using a range of languages and styles to reach ethnic minority households and communities, individuals learning to understand English, households living in poverty or at risk of poverty, and deprived communities. We will use a range of media types and formats to enable all individuals irrespective of any type of disability to receive and understand the awareness campaign. (see *Core Policy C6*)

8) Investigate how **shared mobility schemes** (electric vehicle car sharing clubs, and e-bike share schemes) can cater for the needs of individuals living with disabilities (e.g. in terms of vehicle / bike design and specification).

9) Work with operators to ensure **seating provision on buses and trains** enables older people, individuals living with disabilities or a limiting long-term health condition, pregnant women, and families with young children are able to find a seat for the duration of their journey. Any reallocation of internal space within buses should also be mindful of the needs of wheelchair users and families with pushchairs.

10) Seek to ensure that the **design of schemes** considers For (10)the requirements of all users, e.g. public realm schemes to take into account the needs of visually impaired, and the design of cycle infrastructure and cycle parking to cater for non-standard or adapted bicycles used by disabled cyclists, cyclists with children and older cyclists.

## Policy C2: Efficient and sustainable movement of goods

We will:

- a) maximise the contribution of the freight and logistics sector to maintaining and enhancing the **economic competitiveness** of Hampshire and beyond, based on the safe, efficient and sustainable movement of goods;
- b) support measures that **improve journey time reliability** on strategic lorry and rail freight routes, including those which improve access to international ports and airports (*see Section 7.8, Strategic Infrastructure, Policy S11*);
- c) support measures that encourage a **shift from road freight to less environmentally damaging modes** including rail, water and pipelines (*see Strategic Infrastructure, Policy S11*);
- d) work with partners to ensure **more efficient use of vehicles** for movement of goods (smaller vehicles, fuller loads, more efficient delivery schedules) and to **reduce the impact of freight and delivery vehicles** in villages, urban centres, and neighbourhoods (such as freight consolidation centres and use of zero emission vehicles for last mile deliveries, and technology-based solutions);
- e) encourage freight to use the **strategic road network (SRN)** and **major road network (MRN)**, where this is the most appropriate route;
- f) improve understanding and communication between local authorities and freight and logistics operators, and **raise the profile of freight** within local transport planning;
- g) take a leadership role in supporting research and trials to develop **solutions for low carbon HGVs**;
- h) consider the needs of freight, deliveries and servicing within the development of **transport strategies**.

*See Development and Masterplanning policies (Section 7.7) regarding the development of freight / logistics distribution centres.*

### **This policy is required because:**

Our transport network is vital for the movement of goods as well as people. Good and reliable road and rail transport links are critical for the Hampshire economy, in terms of enabling business supply chains to operate efficiently and getting goods to customers quickly and on time.

Our strategic transport routes also have an important role to play in supporting the national economy, and providing links to and from international gateways, including:

- the Ports of Southampton (the UK's biggest export port) and Portsmouth (mainly container freight); and
- Southampton Airport, and Heathrow Airport (the UK's largest port by value).

Hampshire itself is the largest exporting region in the South East, and is heavily dependent on good access to these international gateways.

However, there is a need to ensure that goods are moved in the most sustainable way, which does not adversely impact our environment and communities. While the proposed national ban on the sale of new petrol and diesel cars and vans from 2030 will put us on the path to decarbonising many of the vehicles on our roads, it is currently much harder to reduce emissions from Heavy Goods Vehicles (lorries and trucks). Due to the load carried and distance which Heavy Goods Vehicles (HGVs) typically travel, there is currently no alternative to diesel or carbon-based fuel engines for HGVs, despite advances in battery and hydrogen technology.

In urban areas, vehicles stopping to load / unload or undertake servicing activities, at inappropriate locations or times, can disrupt traffic flow. This can adversely impact journey times and reliability, and potentially result in increasing emissions and worsening local air quality. It can also affect the safety of other street users such as buses, cyclists and pedestrians.

Finally, the growth in internet shopping and next day deliveries is likely to result in continued growth in the number of Light Goods Vehicles (vans) using our roads<sup>xix</sup>. The impact of this on residents and other road users is significant and requires interventions to manage and reduce these impacts.

**Implementation of this policy will be supported by:**

- engaging with Transport for the South East (TfSE) on the development and implementation of a **Freight Strategy for the South East**;
- developing and implementing an up-to-date **Hampshire Freight Strategy**, to complement the TfSE strategy;
- supporting investment in strategically important freight corridors, including the **M3/South Western Main Line Corridor** and the **A34 Corridor (including South Western Main Line/Basingstoke – Reading Line)**, both nationally significant routes identified as a focus for investment in the Transport Strategy for the South East (TfSE, 2020);
- supporting the freight sector in the development and use of **freight-based mobility models**, for example:
  - digital-based freight models, which offer customers easier access to real-time and price transparent freight services, which helps improve supply chain visibility and asset utilisation; and
  - service-based freight models, which use data and automated technologies to provide customers with a wider selection of flexible last-mile delivery and collection options;



- investigating the potential for **mini and macro consolidation centres (also known as 'logistic hubs')**. Macro consolidation centres located on key routes can reduce the total number of vehicles entering urban areas, by increasing vehicle loadings and co-ordinating deliveries and suppliers across clusters of businesses. Micro consolidation centres comprising lockers or other types of collection points are located in specific locations with high demand for deliveries, such as business parks, residential areas (for collection of online deliveries), or rail stations and other types of mobility hubs (see *Future Mobility, Policy FM1 and Figure 15*);
- working with local planning authorities to identify land for **consolidation centres / logistics hubs**<sup>10</sup> and require **new commercial developments** to adopt a Delivery and Servicing Plan (DSP), as a condition for planning permission. A DSP sets out how building occupiers will enable safe, efficient and sustainable deliveries to their site;
- supporting initiatives based on new **low carbon forms of freight transport**. Trials of electric cargo bikes have shown that they have the potential to increase road speeds in congested areas as well as reducing emissions, costs and delivery time when compared to van-based last mile delivery services. Drones could also take the place of vans for some types of deliveries, subject to consideration of potential health, social, security, privacy, and environmental considerations<sup>11</sup>;
- working with Solent Transport (comprising Southampton City Council, Portsmouth City Council, Isle of Wight Council, and Hampshire County Council) to trial **innovative approaches to sustainable urban logistics** as part of the Solent Future Transport Zone Project;

### Box 2: Solent Future Transport Zone: Sustainable Urban Logistics

Solent Transport has successfully secured £28.759m via the Department for Transport's Future Transport Zone (FTZ) programme to deliver innovation in urban transport in the Solent area. A FTZ is a zone that provides a real world testing ground for innovative ways to transport people and goods.

The funding is targeted at two areas: Passenger Mobility and Sustainable Urban Logistics. The logistics theme involves:

- piloting delivery consolidation (consolidation of deliveries from multiple businesses onto fewer and more environmentally friendly vehicles) in order to reduce the numbers of goods vehicles making deliveries to major employment, retail, health and education sites within the urban areas in the Solent;

<sup>10</sup> For more information, see 'Towards 2050 - a framework to guide the future of Hampshire's built infrastructure and natural environment', Strategic Opportunity SO3: Neighbourhood logistic hubs.

<sup>11</sup> For example, drones have been shown to have significant adverse impacts by disturbing seabird colonies in Wales. Potential disturbance of the various environmental designated sites in the Solent area, as well as other sites designated for birds (e.g. New Forest, Wealden Heaths, etc.) needs to be considered.

- trialling the use of sustainable, zero emission transport modes, such as electric cargo cycles and walking porters operating from local “micro-consolidation” points, to deliver goods over these short last stretches of a delivery journey;
- trialling the use of ‘unmanned aerial vehicles’ (drones) for medical supplies within the Solent area.

- looking for opportunities to roll out **innovative approaches** more widely, based on lessons learnt from the Solent Future Transport Zone project;
- supporting the freight sector and technology organisations to develop **options for low carbon HGVs**, to complement research and trials being led by central government. We will explore opportunities to work with local research bodies, business and organisations to tackle this issue. Hampshire has one of the largest oil refineries in the UK (located at Fawley), which generates large amounts of hydrogen and freight movements;
- exploring the introduction of a **Fleet Operator Recognition Scheme (FORS)** – a voluntary accreditation scheme for fleet operators which aims to raise the level of quality within fleet operations, and to demonstrate which operators are achieving exemplary levels of best practice in safety, efficiency, and environmental protection;
- See also *Section 7.4, Balancing Travel Demand, Policy BTD1 – Regulating traffic, parking, and kerbside deliveries.*

### Policy C3: Transport strategies and schemes to be developed in accordance with consideration of all users (Road User Utility Framework)

We will:

- a) ensure that transport strategies and schemes give appropriate consideration (in the following order) to the following **Road User Utility Framework**:
  - (i) opportunities to reduce travel demand and the need to travel;
  - (ii) vulnerable users, including people with disabilities / long-term mobility-related health conditions;
  - (iii) people who walk;
  - (iv) people who cycle and ride horses;
  - (v) people who use public transport (bus, coach, rail, taxi, community transport);
  - (vi) delivery of goods;
  - (vii) other motor vehicles.

### **This policy is required because:**

We need to ensure that it is not only **safe** but also **comfortable** for people to use a choice of transport options. This policy is seeking to ensure that our infrastructure and how we manage it does not exclude those who cannot drive or choose not to. By “utility” we effectively mean that the needs of all users within the framework must be considered in providing, adapting, and managing the transport system and associated infrastructure. This will ensure that schemes and plans are not looked at through a one mode lens e.g. where the traffic capacity needs of vehicles dominate the consideration of what form a new junctions should take without understanding the full impact on the mobility impaired, vulnerable road users or others. It sits alongside the Movement and Place framework, which will guide what value we need to place on different modes on different types of infrastructure, i.e. the needs of pedestrians on motorways is very different to that on a high street.

The framework is consistent with the recent update to the Highway Code<sup>xx</sup>, which introduces a ‘hierarchy of road users’; a well-established concept, which ensures that those road users who can do the greatest harm have the greatest responsibility to reduce the danger or threat they may pose to other road users. However, our Road User Utility Framework goes a step further and focuses not just on safety, but also on utility or use of modes.

It is important to note that the framework is not a priority list. It is not saying cycling is better than car driving or buses are better than HGVs. Such a philosophy is inherently adversarial and can make the debate about modal choice a conflict. Our desire in setting out the framework is to build mutual respect between all road users.

### **Implementation of this policy will be supported by:**

- applying it to the development of transport **strategies**, the design of transport **schemes**, and the planning and design of new **developments**;
- using the Road User Utility Framework to develop the **Movement and Place framework** to ensure that streets serve all users in a balanced way;
- requesting that local planning authorities consider the Road User Utility Framework at the **earliest stages of development planning** (see *Development and Masterplanning, Policy DM2*).

## **Policy C4: Place climate change at the heart of decision-making**

We will:

- a) take **local action** to achieve the reductions in carbon emissions required to be carbon neutral and resilient to the impacts of climate change by 2050, by changing travel behaviour and accelerating the shift to zero emission vehicles;

- b) adopt a **‘designing for climate change’** approach for new transport schemes and existing infrastructure, which will involve:
- **assessing schemes** to understand their carbon impact and resilience to the effects of climate change;
  - seeking to identify **mitigation measures** to offset any net increase in carbon;
  - using materials and assets with a **lower carbon footprint** and **resilient** to the effects of climate change (see *Section 7.6, Asset Management, Policy AM1b*);
  - retrofitting existing infrastructure to make it more resilient where there is a good case for doing so;
- c) favour transport investment that also **deliver benefits for our other LTP4 outcomes** covering environment, economy, and people.

**This policy is required because:**

The 2050 Commission of Inquiry identified the changing climate as the most important driver for change in Hampshire. Transport is a major source of CO<sub>2</sub> emissions, and Hampshire County Council has committed to being carbon neutral and resilient to the impacts of climate change by 2050.

As highlighted above (Section 3.1, Box 1), national policies, such as the proposed ban on the sale of new petrol and diesel cars and vans by 2030, will not reduce emissions far enough or fast enough. There is an urgent need for local, rapid and transformational action across all aspects of transport to reduce carbon emissions.

Designing our transport system to be resilient to the weather-related impacts of climate change will be important in terms of providing reliable transport access to key life enhancing facilities and services such as education, healthcare, employment areas, retail areas, leisure locations and community facilities.

**Implementation of this policy will be supported by:**

- following the principles of our **Carbon Management Hierarchy (AVOID-REDUCE-REPLACE-OFFSET)** and delivering local interventions which:
  - avoid carbon-intensive activities by reducing the need to travel, and looking for opportunities to ‘live locally’ and undertake shorter trips;
  - reduce dependency on the private car by providing better walking, cycling and public transport choices, and use our vehicles more efficiently; and
  - replace our petrol and diesel vehicles (which emit CO<sub>2</sub>) with zero emission vehicles;
- seeking to **estimate the impacts of transport schemes on carbon emissions** (including CO<sub>2</sub> generated during the construction of new infrastructure) and **assess their vulnerability to climate change impacts**;

- assessing climate change and resilience impact as part of our overall **transport investment prioritisation approach**, alongside benefits for environment, economy, and people and society (see Implementation policies, Scheme Prioritisation);
- working with partners to build **resilience to flooding**, including measures such as introducing green and blue infrastructure and Natural Flood Management or Sustainable Drainage Systems (SuDS) which will improve water quality;
 

seeking to **offset** where it is assessed that a transport scheme will produce a **net carbon increase**, for example as a result of construction or because it results in additional vehicle mileage and therefore more emissions. Offsetting could include road space reallocation elsewhere and / or investment to support low carbon travel (e.g. walking, cycling, public transport), planting trees, or other means of carbon offsetting to mitigate the carbon impacts;
- working with local planning authorities to require **transport-related carbon emissions associated with developments** to be estimated and assessed at the site selection and planning approval determination stages (*see Development and Masterplanning, Policy DM2*).

## Policy C5: Support local living and reduce demands on transport

We will:

- a) support measures that enable residents to make **greater use of local services and facilities** and will create **stronger communities**;
- b) enable local communities to deliver **community-led place and transport improvements** where there is funding to do so (*see also Section 7.5, Rural Transport, Policy RT1*);
- c) support the **roll out of superfast / gigabit broadband** to enable home working and online access to services, so that people can travel less for these services – *especially in rural areas, where the provision of the necessary infrastructure by the private sector may be slower (see also Rural Transport, Policy RT1)*;
- d) support plans that **re-vitalise** town centres, neighbourhood centres and local villages, to encourage residents to live locally;
- e) support **investment in walking, cycling, integrated public transport and new forms of shared mobility** such as electric bikes and electric car clubs, to make local trips easier and reduce the need for private car ownership.

*See Section 7.7, Development and Masterplanning, Policy DM1 for policies regarding integrated land-use and transport planning, to reduce the need to travel.*

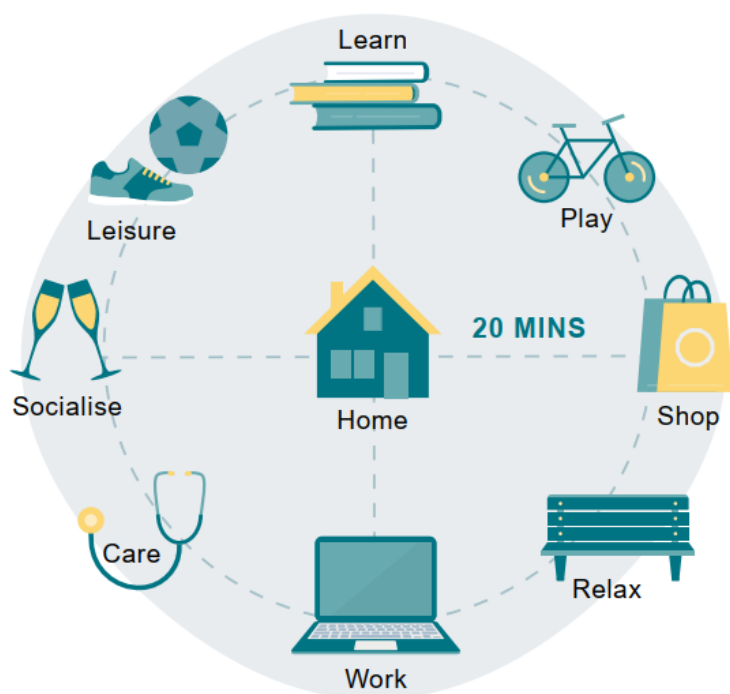
### This policy is required because:

Avoiding carbon-intensive activities by providing opportunities to ‘live locally and travel less’ is the first step in our AVOID-REDUCE-REPLACE-OFFSET Carbon Management

Hierarchy and is the most effective way of reducing transport-related carbon emissions. It is also a core requirement of Guiding Principle 1 – Significantly reduce dependency on the private car.

Enabling people to ‘live locally’ and access many of their daily needs within a 20 minute walk of their home is one of the key foundations for a net zero transport network. The ability to ‘live locally’ in this way reduces both the number and length of journeys made on a daily basis, resulting in significant carbon savings. It also creates the conditions for healthier, happier communities.<sup>xxi</sup>

**Figure 12: 20 minute neighbourhood concept**



Mobility restrictions imposed to control the COVID-19 pandemic have highlighted both the importance of proximity to local services, amenities and outdoor spaces, and rates of home working which far exceeded previous assumptions<sup>xxii</sup>. It is important that we build on the trend for local living seen during the pandemic. This will also help to boost local high street economies, which have been in decline in recent years.

Implementing the 20 minute neighbourhood concept is about redesigning existing neighbourhoods and designing new ones so that everyday destinations are within walking distance. They provide attractive local public spaces, with more local shops and facilities, easy access by sustainable modes for destinations further afield, and create a stronger sense of local community. In the short-term this can be achieved by using existing buildings and spaces for new activities such as creating work hubs for remote working, or creating mobility hubs which act as a focal point for public and shared transport (e.g. car clubs or bike hire schemes) alongside other public services (e.g. health clinics). This needs to be accompanied by improvements to the public realm (e.g. introducing pedestrian priority and better lighting to make areas safer and more attractive), improving local walking and cycling routes, and balancing the location-specific needs of different transport users (see *Core Policy C1*).



### Implementation of this policy will be supported by:

- actions within our wider Healthy Places, Public Transport, Future Mobility, Balancing Travel Demand, Rural Transport, Asset Management, and Development and Masterplanning policies (see *Chapter 7*);
- ensuring local planning authorities adopt 20 minute neighbourhoods, low traffic neighbourhoods, and Healthy Streets concepts into the masterplanning principles for all significant sites (see *Development and Masterplanning, Policy DM2*).

## Policy C6: Encourage sustainable travel behaviour

We will:

- a) **raise awareness** of the impacts of individual travel choices and encourage **personal and community behaviour change**;
- b) work with local communities, educational establishments, businesses, local media and other organisations to deliver **travel planning and safety advice, and other evidence-based interventions** to encourage people to walk, cycle, scoot and use public transport and car-sharing more, using innovative ways of reinforcing the messages about sustainable and active travel;
- c) deliver **transport infrastructure** which will provide affordable, safe, attractive and easy to use alternatives to the private car (with supporting behaviour change interventions where feasible);
- d) ensure that **sustainable travel options cater for all groups**, including individuals living with disabilities, limited mobility or long-term limiting health conditions and those individuals within society who are disadvantaged;
- e) **monitor** the effectiveness of our approach and adapt it to changing transport needs.

### This policy is required because:

Our analysis shows that a 10% reduction (approx.) in car use (vehicle-kilometres) in Hampshire is required between 2019 and 2030 if we are to remain on-track to deliver our climate change targets. This will require many of us to change the way we travel. We will need to provide the support, information, training and assistance to encourage behaviour change.

### Implementation of this policy will be supported by:

- seeking to better **understand** the factors which influence individual's travel choices, and using this to tailor our approaches;
- ensuring **evidence-based behaviour change interventions** highlight the opportunities and benefits available to all groups and demonstrate how any perceived or actual barriers to sustainable travel have been or will be addressed;

- focusing travel advice initiatives, campaigns and events in **locations** where we have delivered new public transport, walking and cycling infrastructure or services, to encourage use of these new options;
- incentivising and rewarding public transport use, walking and cycling through initiatives such as **Modeshift STARS**, the national awards scheme that has been established to recognise schools, businesses and communities that have demonstrated excellence in supporting cycling, walking and other forms of sustainable travel;
- refreshing our **travel planning guidance**;
- encouraging businesses to allow more flexible working hours that allow people to avoid the 'rush hour';
- delivering **infrastructure and services** that support our wider Healthy Places, Public Transport, Future Mobility, and Rural Transport policies;
- **encouraging Central Government** to reconsider national policy constraints that negatively impact the shift from private car use to more sustainable travel. For example, we are seeking changes to the national concessionary fares scheme to make it contributory. This would enable us to maintain rather than lose many of our bus services in light of the growing financial pressures we face in local government (*see Chapter 7, Public Transport, Policy PT3*). We would also like to see the integration of local integrated ticketing schemes with national rail, to make public transport easier to use (*see Chapter 7, Public Transport, Policy PT1*).

## Policy C7: A Safe System approach for Hampshire

We will:

- a) build on existing practices to work towards a Safe System approach to road safety delivery in Hampshire, by:
  - ensuring road safety is a fundamental consideration in the design of new infrastructure, with the needs of vulnerable road users appropriately prioritised;
  - monitoring casualty data for new infrastructure to identify emerging safety issues and implement remedial casualty reduction measures;
- b) work with partners to **reduce the number of deaths, serious and slight injuries** on Hampshire's road network, and reduce the injury rate for **vulnerable users** (including children, and those walking and cycling);
- c) seek to improve the **perception of safety and security** where this could deter people from travelling, particularly by walking, cycling, and public transport.

### **This policy is required because:**

The number of slight injuries has declined over the last decade, but the number of people killed and seriously injured on Hampshire's roads has remained relatively stable (averaging approximately 700 per year). The number of children killed and seriously injured has declined over the last decade, but is still more than 30 a year. The majority of road casualties are car users (60% in 2018), but almost a quarter (23% in 2018) are pedestrians and cyclists.

### **Implementation of this policy will be supported by:**

- continued development of a **Safe System approach** which provides a framework to assess, guide and improve travel safety;

A **Safe System** approach seeks to work towards a safe transport system free from death and serious injury. The approach has evolved over many years and derives most notably from the Swedish Vision Zero and Dutch Sustainable Safety strategies and the concepts and good practice in other fields. It involves:

- investing in effective, targeted action in the transport system to protect against death and serious injury which is largely preventable;
- implementing the best-practice Safe System approach which takes account of human error and tolerance to injury; and
- aligning with public health, occupational health and safety, environmental and social justice objectives to maximise the benefits of cost-effective investment.

The approach involves five pillars of action: safe road use; safe vehicles; safe speeds; safe roads and roadsides; post-crash response.

*Source: Parliamentary Advisory Council for Transport Safety*

[\(https://www.pacts.org.uk/safe-system/\)](https://www.pacts.org.uk/safe-system/)

- continuing to deliver **road safety infrastructure improvements** at high collision sites/routes, prioritising the needs of vulnerable road users;
- continuing to **work with our partners on education and promotional programmes** to improve the education and skills of drivers. We will have a particular focus on highlighting the dangers of the 'Fatal Four' (inappropriate speed, using a mobile phone, not wearing a seatbelt and drink/drug driving) which are the main causes of people being killed or seriously injured on our roads;
- ensure **road safety education interventions** also reach other groups more likely to be involved in collisions;
- adopting a '**Safe/Secure by Design**' approach to ensure personal safety and security is considered in the design of schemes and policies to address transport related crime and anti-social behaviour (see also *Core Policy C1 – Ten Point Action Plan, Policy HP1 and Policy PT1*);

- ensuring **inspection and maintenance arrangements** are established to preserve safety critical design factors e.g. visibility splays and warning/regulation signs;
- balancing the need for improved **lighting** for safety, with the issue of energy conservation;
- developing strategies to adapt to **emerging Connected and Autonomous vehicles** to ensure their safety benefits are realised.

## Policy C8: Managing the harmful health effects of poor air quality and noise disturbance due to transport

We will:

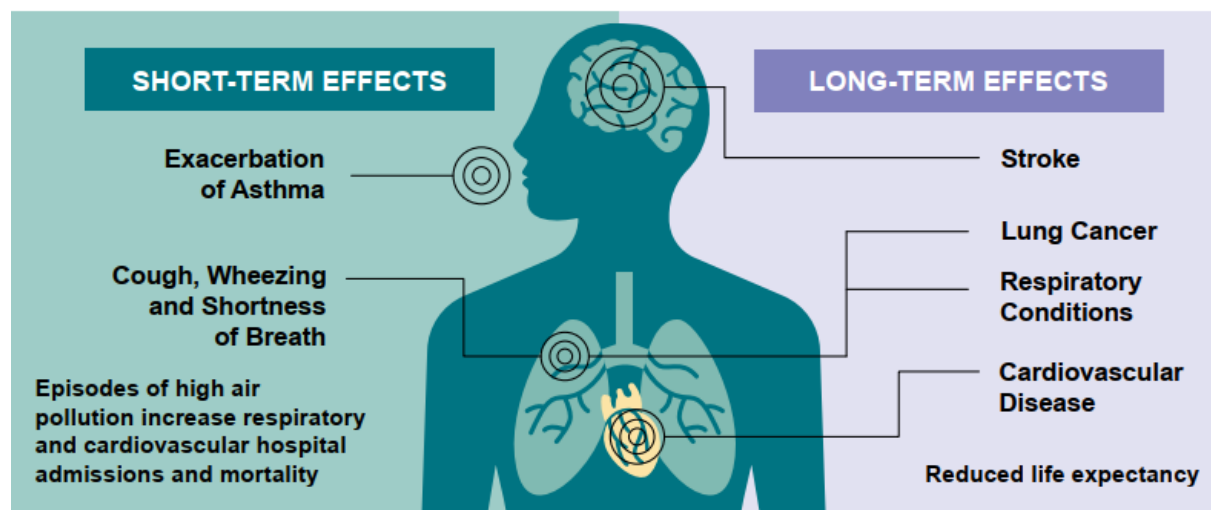
- a) undertake a strategic **co-ordination role** on actions to reduce all transport-related pollutants, including the impact of nitrogen dioxide (NO<sub>2</sub>) and particulates (PM) on air quality and traffic-related noise levels, in line with our statutory requirements – working closely with the district and borough councils, the neighbouring unitary authorities of Portsmouth and Southampton, and other relevant stakeholders;
- b) seek to **prevent new air quality problems**, as well as seeking **solutions for existing locations with poor air quality** – working towards no Air Quality Management Areas (AQMAs) resulting from transport emissions;
- c) take actions to reduce emissions\* in locations where pollutants are in excess of **statutory air quality levels**, prioritising locations with the highest proportion of vulnerable people;
- d) require **developers** to mitigate the impacts of developments on air quality, or provide financial contributions for the County Council to deliver local measures to mitigate the impacts (*see also Section 7.7, Development and Masterplanning, Policy DM2*).

\* Emissions include exhaust / tailpipe emissions (NO<sub>2</sub> and PM), and also tyre, clutch, brake and road wear (PM).

### This policy is required because:

The World Health Organisation (WHO, 2011) identifies noise and air quality as the two biggest environmental problems affecting health – road transport is a major source of this pollution<sup>xxiii</sup>. Public Health England (2018)<sup>xxiv</sup> states that poor air quality is the largest environmental risk to public health in the UK, as long-term exposure to air pollution can cause chronic conditions such as cardiovascular and respiratory diseases as well as lung cancer, leading to reduced life expectancy (see Figure 13).

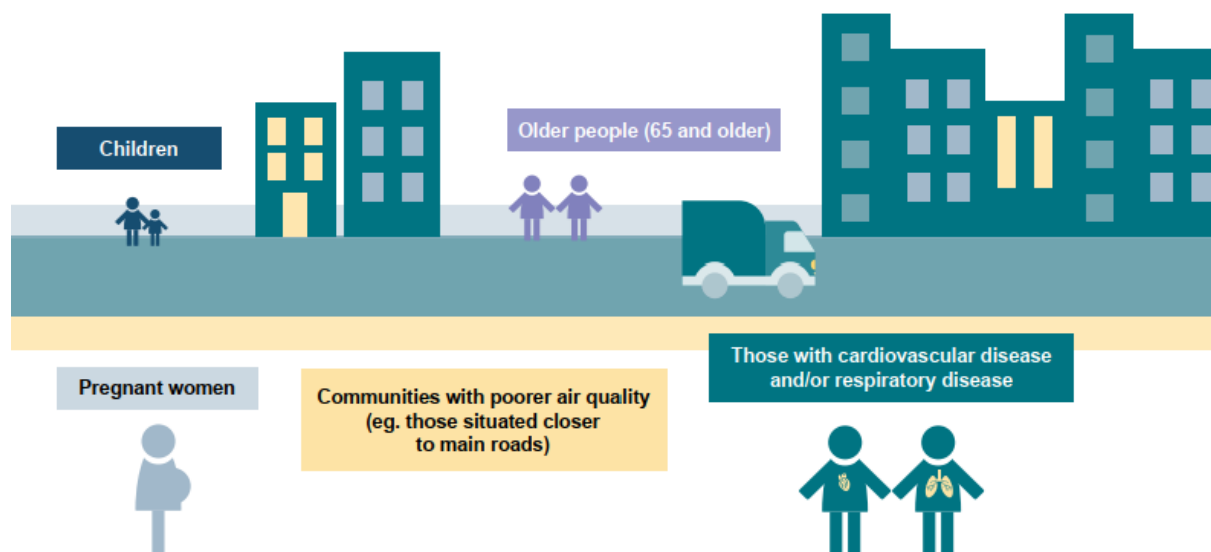
**Figure 13: Short-term and long-term health effects of air pollution**



*Adapted from Public Health England (2018)<sup>xxv</sup>*

Air pollution affects everyone but those most vulnerable are children, pregnant women, older people, and those with cardiovascular and/or respiratory disease (see Figure 14). Communities and destinations (e.g. schools) close to main roads often have the poorest air quality. Local evidence suggests that residents in areas of higher deprivation are disproportionately affected by poor air quality and the associated health effects<sup>xxvi</sup>.

**Figure 14: Groups most vulnerable to poor air quality**



*Atkins (2021)<sup>xxvii</sup>*

In line with Public Health England’s air pollution hierarchy, our approach is based on **preventing** pollution, **reducing** concentrations, and **avoiding** exposure to pollution<sup>xxviii</sup>.

### Implementation of this policy will be supported by:

- developing a **strategic overview** of air quality issues across the county, and helping to co-ordinate actions to tackle transport emissions;
- supporting district councils to carry out air quality reviews, identify and monitor **Air Quality Management Areas (AQMAs)**, and prepare and implement **Air Quality Action Plans** in locations where AQMAs have been declared, in line with our statutory duties;
- ensuring all residents (especially those most vulnerable to the impact of poor air) are **aware** of the dangers of air pollution and the avoidance steps they can take;
- seeking to minimise the **County Council's own transport emissions** by ensuring our vehicle fleets, procurement activities and contracts specify low emission standards;
- seeking to **protect the most vulnerable** by considering more stringent air quality assessment criteria for priority locations (e.g. schools, nurseries, hospitals);
- planning **walking and cycling routes** to minimise exposure to harmful emissions, and consider air quality during the design and implementation process;
- working with local planning authorities to **influence the location and design of development** to reduce the need to travel and reduce dependency on the private car *see Core Policy C5, and Development and Masterplanning policies*);
- encouraging **walking, cycling, public transport, and use of smaller and more efficient vehicles** *(see Core Policy C2 regarding smaller delivery vehicles, Core Policy C6, and theme policies)* – to reduce the adverse environmental impacts resulting from emissions, noise, and traffic intrusion;
- managing the **flow** (volume and speed) **and type of traffic** in areas with poor air quality, especially in town and village centres *(see Balancing Travel Demand, Policy BTD1-BTD3)*;
- accelerating the **shift to low emission vehicles**, for example, through the provision of electric vehicle charging infrastructure *(see Future Mobility, Policy FM2)* and seeking funding and other opportunities to work towards the replacement of the existing diesel fleet of buses with zero emission buses *(see Public Transport, Policy PT1)*;
- exploring the use of **new demand management and enforcement measures** in locations where poor air quality adversely impacts on the health of residents and visitors, including emissions based charging or Clean Air Zones – based on the polluter pays principle *(see Balancing Travel Demand, Policy BTD4)*;



A **Clean Air Zone** (or **Low Emission Zone**) defines an area where targeted action is taken to improve air quality and resources are prioritised and coordinated in order to shape the urban environment in a way that delivers improved health benefits and supports economic growth. Within a Clean Air Zone there is also a particular focus on measures to accelerate the transition to a low emission economy.

Measures can include requiring vehicle owners to pay a charge to enter or drive within a zone if they are driving a vehicle that does not meet the particular emissions standard for their vehicle type in that zone.

- developing **Noise Action Plans** in relation to environmental noise and working closely with the district councils to meet our statutory obligations.

## Policy C9: Protecting the built and natural environment

We will:

- a) require an overall **net gain** in biodiversity as a result of new transport infrastructure schemes;
- b) aim for an **overall net environmental gain** by 2050 (whereby the benefits of transport schemes balance out the negatives);
- c) seek to **minimise and mitigate** the adverse impacts of traffic and travel on our natural and built environment – look for opportunities to deliver environmental enhancements through new or upgraded infrastructure schemes, maintenance and operational procedures.

### **This policy is required because:**

The Hampshire 2050 Commission of Inquiry identified that Hampshire's natural environment is a significant and valued asset, helping Hampshire to be an attractive and prosperous place to live, work and visit. A healthy and vibrant natural environment is vital in contributing to the long-term sustainability of the county and helping to maintain a strong sense of place.

In the past, transport schemes have often adversely impacted the environment. In particular, land take associated with new infrastructure schemes has resulted in loss of natural habitat and biodiversity (the range of plants and species which exist).

Biodiversity is important for its own sake, but is also critically important to our wellbeing and economic prosperity.

### **Implementation of this policy will be supported by:**

- reducing the need to travel and reducing dependency on the private car (*see various Core and Theme Policies*), in order to improve air quality and reduce noise disturbance from transport;

- assessing schemes to understand their carbon impact and resilience to the effects of **climate change** (see *Core Policy C4*);
- using materials and processes with a **lower carbon footprint** and **resilient to the effects of climate change** (see *Asset Management, Policy AM1*);
- increased use of sustainable products and processes, and recycled materials (**to reduce waste**) (see *Asset Management Policy, AM1*);
- ensuring **all LTP4 schemes are assessed from the early stages of development** to understand any potential environmental impacts, and where possible, avoid or mitigate any negative impacts identified and enhance any positive impacts;
- ensuring **Environmental Impact Assessments** and **Habitat Regulations Assessments** are undertaken for all new transport infrastructure schemes requiring planning permission, and act on their findings;
- require all new infrastructure schemes involving works outside of the existing carriageway to **deliver a net gain in biodiversity (with a target of 10% or greater across the whole programme)**<sup>12</sup>. This could include incorporating new planting within the scheme, or use sustainable drainage systems such as reed beds (which will also improve water quality). New planting will also help to remove residual carbon emissions from the atmosphere. Where net gain cannot be achieved within a particular scheme, the aim will be to create new habitat elsewhere, funded within the overall cost of the scheme;
- creating more **green infrastructure for walking and cycling**, including carefully planned planting to provide shade and shelter, and reduce noise and air pollution;
- carefully considering the **need for new infrastructure** in or close to valuable natural and historic environments (including those valued for their contribution to our biodiversity, landscape, townscape and historic environment);
- considering the role that **maintenance regimes** (e.g. grass and vegetation cutting) can play in supporting biodiversity.





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<sup>12</sup> The new Environment Bill (enacted Nov 2021) introduces a mandatory requirement for new developments to provide a 10% biodiversity net gain, as a condition of planning permission in England. Policy C9 would extend this to schemes which are delivered through permitted development rights (i.e. without the need for planning permission).





## 7. Proposed theme policies

To support the proposed core policies, we have also identified **theme-specific policies**, covering key areas of transport delivery. As with the core policies, these theme policies represent a transformation in how we plan and deliver transport in Hampshire.

A summary of the proposed policies and their contribution to the proposed LTP4 outcomes and guiding principles is provided below (✓✓ = strong contribution / alignment; ✓ = supporting contribution / alignment):

Proposed theme policies		Contribution to LTP4 outcomes:				Alignment with:	
						GP1*	GP2*
<b>7.1 Healthy Places (HP)</b>							
HP1	Deliver the infrastructure required to support a large-scale shift towards walking and cycling	✓✓	✓✓	✓	✓	✓✓	✓✓
HP2	Support communities to take ownership for developing healthy neighbourhoods and local centres	✓	✓	✓	✓✓	✓	✓✓
HP3	Widen participation and broaden the appeal of walking and cycling	✓✓	✓	✓	✓✓	✓✓	✓
<b>7.2 Public Transport (PT)</b>							
PT1	Place customers at the heart of an affordable, easy to use, and efficient low carbon public transport system	✓✓	✓	✓	✓✓	✓✓	✓✓
PT2	Provide the infrastructure needed to enable reliable, frequent, fast and connected public transport trips	✓✓	✓	✓✓	✓	✓✓	✓
PT3	Increase the reach of public transport services	✓	✓	✓	✓✓	✓✓	✓✓

		Contribution to LTP4 outcomes:				Alignment with:	
Proposed theme policies						GP1*	GP2*
<b>7.3 Future Mobility (FM)</b>							
FM1	Using technology and innovation as an enabler for delivering our LTP4 outcomes	✓	✓	✓✓	✓✓	✓✓	✓
FM2	Accelerate the transition to low and zero emission vehicle use	✓✓	✓✓	✓	✓	✓	✓
<b>7.4 Balancing Travel Demand (BTD)</b>							
BTD1	Regulating traffic, parking and kerbside deliveries	✓	✓	✓✓	✓✓	✓	✓✓
BTD2	Managing streetworks and other highway activities to minimise disruption to transport users	✓	✓	✓✓	✓✓	✓	✓✓
BTD3	New approaches for shifting the balance between private car use and other modes	✓✓	✓✓	✓	✓	✓✓	✓
<b>7.5 Rural Transport (RT)</b>							
RT1	Maintaining accessibility in rural areas, and providing realistic alternatives to reduce dependency on the private car	✓✓	✓	✓✓	✓✓	✓✓	✓✓
RT2	Sustainable access to the countryside	✓	✓	✓✓	✓✓	✓	✓✓

		Contribution to LTP4 outcomes:				Alignment with:	
Proposed theme policies						GP1*	GP2*
<b>7.6 Asset Management (AM)</b>							
AM1	Sustainable maintenance approach for new infrastructure	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓
AM2	Managing and maintaining the existing highway asset	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓
<b>7.7 Development and Masterplanning (DM)</b>							
DM1	Integrate transport and strategic land-use planning to reduce the need to travel	✓✓	✓	✓	✓	✓✓	✓
DM2	Support proactive masterplanning of new development sites for high quality neighbourhoods	✓	✓	✓	✓✓	✓	✓✓
<b>7.8 Strategic Infrastructure (SI)</b>							
SI1	Work with partners to deliver targeted improvements to Hampshire's strategic rail, road and digital infrastructure	✓	✓	✓✓	✓	✓	✓




\* Proposed Guiding Principle 1 (GP1): Significantly reduce dependency on the private car

\* Proposed Guiding Principle 2 (GP2): Provide a transport system that promotes high quality, prosperous places and puts people first

## 7.1 Healthy Places

<p>Transport has a major role in creating places that make it easier for people to live lifestyles that are good for their physical and mental health – places that support healthy, happy, inclusive lives for Hampshire’s residents; as well as places which are good for our climate, environment, and economy.</p>		
<p>‘We want to create a large-scale shift towards walking and cycling for a cleaner, healthier and more active Hampshire. We want to create the right environment where people feel able to choose walking and cycling as their natural travel choice for everyday trips (including as part of longer public transport journeys).’</p>		
Policy HP1	Policy HP2	Policy HP3
<p>Deliver the infrastructure required to support a large-scale shift towards walking and cycling for everyday trips</p>	<p>Support communities to take ownership for developing healthy neighbourhoods</p>	<p>Widen participation and broaden the appeal of walking and cycling as a natural travel choice</p>

### Contribution to achieving our LTP4 outcomes

	<p>A carbon, neutral and resilient Hampshire</p>	<ul style="list-style-type: none"> <li>Well-designed walking and cycling environments which are resilient to climate change impacts (e.g. hotter summers) have an important role to play in increasing the proportion of travel by the most efficient and least polluting mode.</li> </ul>
	<p>Respect and protect our environment</p>	<ul style="list-style-type: none"> <li>More opportunities for walking and cycling will reduce reliance on the private car, reduce the impact of traffic on air quality and noise, and improve access to green space for all. Transport networks which incorporate planting could contribute to a net gain in biodiversity.</li> </ul>
	<p>Thriving and prosperous places</p>	<ul style="list-style-type: none"> <li>More walking and cycling options will provide better access to employment, training and education for all, especially for those without access to a car (including those on low incomes); and healthier employees who are more productive and less likely to be absent due to sickness or mental health issues.</li> <li>Making high streets more accessible by walking and cycling can boost footfall and improve their vitality.</li> </ul>
	<p>Healthy, happy, and inclusive lives</p>	<ul style="list-style-type: none"> <li>Creating opportunities for walking and cycling has huge benefits for our health (and will help to address health inequalities); can create stronger, happier communities; and will improve access to services, opportunities and life chances for all.</li> </ul>



## Policy HP1 – Deliver the infrastructure required to support a large-scale shift towards walking and cycling for everyday trips

We will:

- a) Ensure that any changes to the highway infrastructure prioritises walking and cycling, in line with our **Road User Utility Framework** and **Movement and Place Framework**, and national policies;
- b) use **Local Cycling and Walking Infrastructure Plans** to identify, prioritise and deliver infrastructure which connects people with where they want to go;
- c) use a ‘**Healthy Streets**’ approach and our ‘**Hampshire Walking and Cycling Principles**’ to plan, design and implement coherent, direct, safe, comfortable, attractive and inclusive networks for everyone regardless of ability, confidence, age and disability;
- d) look for opportunities to **create or re-allocate road space** to create better walking and cycling routes;
- e) evaluate, when undertaking larger maintenance schemes, **opportunities to bring existing infrastructure for walking and cycling up to current standards**, rather than simply replacing like for like (*see also Section 7.6, Asset Management, Policy AM2*).

### This policy is required because:

To encourage a large-scale shift towards walking and cycling we need to put in place the right infrastructure and create walking and cycling-friendly environments. Our efforts in terms of influencing hearts and minds will be less effective if not enabled by high quality infrastructure. This represents a shift in Hampshire’s previous approach to encouraging walking and cycling.

### Implementation of this policy will be supported by:

- using the **Movement and Place framework** to develop the right infrastructure for walking and cycling for each setting, including creating and re-allocating road space to support walking and cycling;
- developing **Local Cycling and Walking Infrastructure Plans (LCWIPs)**, and future versions of these plans. LCWIPs are evidence-based plans that identify preferred walking and cycling routes that connect places that people need to get to. They identify a long-term (e.g. 10 year) prioritised programme of infrastructure improvements for future funding. The first round of LCWIPs focus on walking and cycling routes / zones with the greatest opportunity to encourage more people to walk and cycle. Subsequent rounds will create a higher density cycle network which can be accessed by all residents;
- **seeking funding** to implement infrastructure improvements prioritised in the Local Cycling and Walking infrastructure Plans, as well as on-going improvements in

accessibility, e.g. dropped kerbs, and safe and secure cycle and micro mobility parking and storage facilities. The funding needed to deliver the LCWIP programmes will be substantial. We will seek to maximise the contribution from Central Government, developers and other potential sources;

- testing all relevant transport proposals against the ten **Healthy Streets indicators** (see *Core Policy C1, Figure 11*);
- undertaking **cycle assessments** of all transport proposals to ensure that opportunities to enable cycling are fully considered, and following national guidance, such as LTN1/20 Cycle Infrastructure Design (DfT, 2020);
- applying the '**Hampshire Walking and Cycling Principles**' ([link](#)) (and future iterations) across new developments and infrastructure schemes to achieve a consistent and high standard in development and design across the county. The principles were developed jointly with local stakeholders in 2020 through our first ever Active Places Summit, and are based on recognised best practice;
- adopting a 'safe by design' approach to ensure **personal safety and security is considered in the design process**. For example, walking and cycling routes should be overlooked (by buildings with active frontages, where possible), provide good visibility (limiting potential hiding places), avoid use of subways, and have well-designed lighting (which also takes account of energy conservation issues). Cycle parking, and routes to and from it, should be clearly marked, overlooked, well-maintained, well-lit and integrated into the built environment;
- establishing a new advisory group (a **Centre of Active Travel Excellence**) to improve how we deliver inclusive walking and cycling in everything we do. We will adopt an integrated approach to all aspects of planning, development, design and operation of interventions, involving all aspects of Council activity (education, countryside, parks and open spaces, health, etc.);
- improving our evidence base by collecting more and better data on walking and cycling. Embedding **engagement**, and **collection and use of data**, in our planning and design process, and supporting communities to take part in the process.

## Policy HP2 – Enable healthy neighbourhoods and high streets in partnership with communities

We will:

- a) provide training and advice to **enable community groups** to create low traffic neighbourhoods and undertake neighbourhood activities (such as safety initiatives around schools, play streets, litter picking, community gardening), where funding is available and the criteria for doing so are met;
- b) provide advice to those developing **neighbourhood plans** or looking to develop their **own local schemes**, on a cost recovery basis;
- c) encourage districts and boroughs to improve the sense of place in their high streets and centres and encourage local living, in line with our **Road User Utility Framework** and **Movement and Place Framework**, the **‘Healthy Streets’** approach and our **‘Hampshire Walking and Cycling Principles’**.

### **This policy is required because:**

Most streets in Hampshire are residential roads. They are the places where we live, and how they look and feel has an important impact on our quality of life – how willing we are to walk and cycle to our local shops and amenities or to access public transport; how we socialise and interact with our neighbours; and how much time we spend outside. However, high volumes of through traffic and typical driving speeds often have a detrimental effect and discourage walking and cycling – neighbours are less likely to know each other (which can contribute to isolation); parents often feel unsafe allowing their children to walk to school or play outside; car becomes the mode of choice for most, while those unable to travel by car may be unwilling to make unnecessary trips.

### **Implementation of this policy will be supported by:**

- applying the **Movement and Place framework** to focus neighbourhood streets on the residents who live there, reducing rat-running and making streets nicer places to live and to spend time;
- applying the **Healthy Streets approach** to create environments that feel attractive, comfortable, and safe for walking and cycling;
- **engaging whole communities** before planning changes to their neighbourhoods and high streets and involve them in the process;
- **working with communities** to trial initiatives such as low traffic neighbourhoods and measures to discourage through traffic, on streets with a high ‘place’ function. We will continue to offer local communities the facility to purchase a limited number of transport schemes, on a full cost recovery basis, to enable communities to obtain measures to enhance their environment that would otherwise be less of a priority for the County Council;

- ensuring **online resources and guidance** (e.g. data, maps, survey tools, advice on developing neighbourhood plans) and processes (e.g. grass verge adoption, street closures for events) are easily accessible to local residents and community groups;
- **seeking funding** (e.g. through developer contributions) to support local initiatives.

### Policy HP3 – Widen participation and broaden the appeal of walking and cycling as a natural travel choice

We will:

- a) enable more children to **walk and cycle to school** through improving the routes to schools and the area outside the school gates, cycle and road safety training, and behaviour change campaigns – so walking and cycling to school becomes the ‘norm’;
- b) offer **training and support** to enable more people to engage in walking and cycling for all purposes;
- c) work in partnership with public transport operators to improve **access to buses, trains and ferries**, for people walking and cycling (e.g. improvements to walking and cycling routes, better information, lifts to platforms, secure storage facilities) (*see also Section 7.2, Public Transport, Policy RT3*);
- d) support **cycle hire / loan / try-a-bike schemes** which are affordable and financially sustainable;
- e) ensure appropriate **cycle parking** is provided at key origins and destinations (e.g. high streets, education establishments, and new developments);
- f) work with others to ensure that residents and visitors can **access and enjoy green space**, the wider countryside and nature close to where they live, where suitable funding can be identified and where schemes do not adversely impact sensitive environments (*see also Section 7.5, Rural Transport, Policy RT2*).

#### **This policy is required because:**

To achieve the national target of having half of all journeys in towns and cities walked or cycled by 2030, and address Hampshire’s climate change target, we must widen participation and broaden the appeal of walking and cycling as a natural travel choice. Infrastructure and community-led initiatives alone will not address all the barriers people face. Many people will need to change the way they travel and we will need to provide the support, information, training and assistance to bring everyone along with us on this journey.

#### **Implementation of this policy will be supported by:**




- ensuring **active travel (walking and cycling) initiatives** reach vulnerable and disadvantaged groups (including children, those in deprived areas, ethnic minority households and communities) to ensure that these groups benefit from the advantages and opportunities that walking and cycling can provide;

- ensuring **road safety education interventions** benefit vulnerable groups who are more likely to be involved in collisions and could be deterred from walking and cycling more (*see also Core Policy C7*);
- continuing to deliver **bikeability training** in schools, and seek funding to extend this to adults and families, including people who have never cycled before;
- prioritising walking and cycling **outside schools**, through infrastructure changes or other measures (e.g. trialling temporary restrictions on motorised traffic outside schools at school drop-off and pick-up times);
- developing a **travel training programme** to support new users of cycles, bus, train and, potentially in the future, micro-mobility modes such as e-scooters;
- introducing new training aimed at **drivers**, including the FORS scheme for commercial drivers (*see also Core Policy C2*);
- bolstering our **travel planning initiatives for schools, new developments and businesses**, to support behaviour change alongside new infrastructure that prioritises people (*see also Core Policy C6, and Development and Masterplanning, Policy DM2*);
- tailoring our activities to **meet the needs of different communities and individuals**, for example by offering cycle training and bike repair aimed at those less likely to cycle; providing on-street cycle hangars where people don't have space to store a bike at home; or offering opportunities for disabled people to access 'independent travel training' and adapted cycles - recognising that the built environment is what often "disables" a person, rather than any lack in their own abilities;
- continuing to offer **Wheels to Work moped / e-bike loan schemes**, to allow those without access to suitable transport to independently get to work, apprenticeships, training or job interviews (*see also Future Mobility, Policy FM1*);
- **embed public health intelligence and principles** into LTP4 activities;
- creating more **green infrastructure for walking and cycling** (including carefully planned planting to provide shade and shelter, and reduce noise and air pollution) and **enhancing the rights of way network**, to improve health and well-being.


## 7.2 Public Transport

<p>Public transport has a major role to play in Hampshire. For some people (such as those without access to a car, or unable to drive) it provides an essential means of getting around for their daily lives. Public transport can also provide mass transit of individuals on our key urban and inter-urban routes, and it can do this much more efficiently than by private car (emitting less air pollution and carbon dioxide per person than private cars and using significantly less road space). In order to tackle climate change and our other LTP4 outcomes we need to recover from the drop in use of public transport during the Covid-19 pandemic and see the mode share of public transport increase substantially over the period of the LTP4. To do this, we need to make public transport more attractive and more accessible to a wider range of people, and provide the public with a real alternative choice to private car use.</p>		
<p><b>‘We want to build upon the current public transport offer to make it a preferred mode of choice which is used by more residents in Hampshire – accessible and easier to use, with faster journeys, and affordable’</b></p>		
<b>Policy PT1</b>	<b>Policy PT2</b>	<b>Policy PT3</b>
Place customers at the heart of an affordable, easy to use and efficient low carbon public transport system.	Provide the infrastructure needed to enable reliable, frequent, fast and connected public transport trips.	Increase the reach of public transport services.

### Contribution to achieving our LTP4 outcomes

	A carbon, neutral and resilient Hampshire	<ul style="list-style-type: none"> <li>Public transport can carry people with fewer carbon emissions than the private car, and can reduce our overall dependency on car use.</li> <li>The migration of bus fleets, and rail and ferry services to zero emission vehicles further supports this outcome.</li> </ul>
	Respect and protect our environment	<ul style="list-style-type: none"> <li>Providing attractive public transport alternatives can help reduce the number of cars in our towns and cities and reduce emissions of local pollutants which result in poor air quality.</li> <li>Good quality public transport options can reduce the need to provide new highways infrastructure which may adversely impact on our natural environment.</li> </ul>
	Thriving and prosperous places	<ul style="list-style-type: none"> <li>Successful and vibrant places are accessible by public transport. If more people access these places by public transport rather than car then space can often be better used to create higher quality environments for all.</li> <li>New developments which are located and designed with the need to provide good access to public transport</li> </ul>



		services will ensure good access to jobs, education, and retail and leisure opportunities for all.
	<p>Healthy, happy, and inclusive lives</p>	<ul style="list-style-type: none"> <li>• Higher levels of public transport use typically involve higher levels of walking and cycling to and from bus and rail stops, providing health and wellbeing benefits.</li> <li>• Accessible, frequent and reliable public transport services improve equality of access to jobs, health, education and leisure opportunities for all, especially for those without a car or unable to drive.</li> </ul>

## Policy PT1 – Place customers at the heart of an affordable, easy to use and efficient low carbon public transport system

Our future public transport strategies will be developed with customer input, and customer needs will be at the heart of decision making.

We will:

- a) work with transport operators to **make fares cheaper, easier to understand and more flexible**, with a particular focus on journeys that need to be made using more than one provider or more than one mode of travel;
- b) work with transport operators and customers to **understand and address barriers to public transport use** to achieve a more equitable service provision;
- c) work with transport operators to **improve the quality of service and fares information** and in-vehicle ‘next stop’ announcements, with smarter use of data, information and technology;
- d) seek opportunities to extend and improve the availability of **static and real-time passenger information** in partnership with transport operators, including provision of **wayfinding information** at busy stops as appropriate;
- e) work with bus operators to **tailor the configuration of buses to the journeys that passengers make** - for example, more legroom on longer journeys, fewer seats and provision for standing on short journeys, provision for bicycles in tourist areas such as the New Forest (*see also Section 7.5, Rural Transport, Policy RT2*);
- f) seek **funding and other opportunities to work towards the replacement of the existing diesel fleet of buses** with zero emission buses. We will push for the **rail sector** to convert remaining diesel services to zero-emission propulsion systems and will seek opportunities to encourage **ferry operators** to adopt less polluting or zero-emission technologies.

### **This policy is required because:**

Effective and efficient public transport systems are designed around the needs of people. Planning and delivery of public transport in Hampshire will prioritise the overall user experience and the removal of barriers relating to information, fares, ticketing and personal safety and security for existing and prospective customers to bus, rail and ferry travel.

### **Implementation of this policy will be supported by:**

- building upon existing partnership arrangements and collaborative working with bus operators and other stakeholders through the development of an **Enhanced Quality Partnership** and a **Bus Services Improvement Plan (BSIP)**. This will provide a significant customer focus and encompass activities such as:
  - expanding our evidence base as to why the bus network is important to people in Hampshire and the areas for improvement (through direct engagement with local people and existing surveys and research);
  - identifying clear objectives for Hampshire's bus network, taking account of the specific challenges and circumstances in different locations, to guide investment and activity priorities;
  - developing targets and a monitoring plan to track progress;
- ensuring a wide range of **stakeholders** has a say in the planning and delivery of public transport in Hampshire, for example, through new public transport forum(s);
- developing and adopting solutions for **easier-to-use, quicker and affordable ticketing systems**, particularly where these have been demonstrated to be successful elsewhere. **'Tap on tap off'** account-based ticketing (as delivered successfully in London and other cities for a number of years) is one option. This is a particular priority for the Solent area, where the number of different bus, rail and ferry operators results in a more complex ticketing arrangement for customers;
- seek to ensure **equality of access** for all, including:
  - **fares and ticketing approaches** for people who prefer not to use contactless payments or who don't have debit/credit cards (e.g. children, older people, or those without bank accounts);
  - ensuring that passengers are able to **board and alight buses, trains and ferries at their desired location**, including disabled people, blind or cognitive impaired passengers (in line with the Equality Act 2010)<sup>13</sup> and those carrying heavy luggage and pushchairs;
  - considering **passenger safety, security and accessibility** in the design of roadside infrastructure (e.g. bus stops and shelters);

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<sup>13</sup> The Equality Act (2010) places a duty on both public transport operators and highway authorities to provide reasonable adjustments so that disabled passengers are not disadvantaged.

- ensuring **public transport services are easy to understand and use**, with information available via a number of sources and in a variety of accessible formats;
- promoting the **integration of local ticketing schemes** with national rail ticketing;
- seeking to improve the **quality of data** we hold relating to bus stop / interchange facilities and passenger information, to help target investment and achieve consistency in the standard of facilities based upon usage and function (including prioritising investment in Equality Act compliance).

## Policy PT2 – Provide the infrastructure needed to enable reliable, frequent, fast and connected public transport trips

We will:

- a) provide bus priority measures (including re-allocation of roadspace) to speed up bus journeys, prioritising investment in line with priority corridors within the **Bus Service Improvement Plans (BSIPs)**;
- b) seek to deliver **mass rapid transit (MRT) services** on our highest use urban and inter-urban corridors;
- c) increase **enforcement of bus priority, kerbside parking regulations, and moving traffic offences**<sup>14</sup> where non-compliance with traffic regulations affects bus reliability;
- d) **improve roadside bus passenger infrastructure** including bus shelters, in order to achieve a consistently high standard across the core network;
- e) work with transport operators and other delivery partners to **improve key interchange points and travel hubs across Hampshire**;
- f) explore with bus operators the potential to use **multi-door buses** on busy urban routes where these will help to deliver quicker, more punctual journeys.

### This policy is required because:

The county's bus and rail network is mostly operated commercially, with no direct control from the County Council. However, the County Council is able to influence provision and use of bus services by providing supporting infrastructure and technology that enable faster and more reliable journey times.

### Implementation of this policy will be supported by:

- **focusing investment and resources** where the evidence (including stakeholder input) demonstrates the strongest case and value. For bus and other highway infrastructure measures the BSIP will be important in identifying key priorities;

<sup>14</sup> This includes offences such as driving in bus or cycle lanes, failing to adhere to one-way systems and no-entry signs, banned left and right turns, U-turns, no-vehicle entry points and entering yellow box junctions.

- collaboratively working with bus operators in relation to implementation of **bus infrastructure improvements** (such as through an Enhanced Quality Partnership) to enhance the overall outcomes of investment. In particular, where the County Council promotes measures to improve the viability of bus services, we will seek reciprocal improvements from bus operators in service provision. We will undertake similar engagement with ferry operators. Here, the primary focus will be to ensure that the fare propositions for local ferry operations are integrated with bus fares, to provide seamless journeys;
- delivering further bus journey time improvements to **improve access to jobs**. South Hampshire has some of the poorest accessibility to employment of any major urban area in the UK, with only 18% accessible by public transport (National Infrastructure Committee Transport Connectivity Data, 2019);
- developing proposals and securing funding to deliver **mass rapid transit (MRT) services** on our highest use urban and inter-urban corridors. These will embody a whole route approach to infrastructure measures, with the potential to support 'limited stop' service propositions where appropriate. Key focuses are likely to include the Portsmouth and Southampton journey-to-work areas, Basingstoke, and the Blackwater Valley (in co-operation with Surrey County Council);
- delivering **whole route improvements on other key bus routes**;
- **targeting enforcement** of bus priority, kerbside parking regulations, and moving traffic offences on the busiest routes, including through application of new technology;
- creating convenient, comfortable and secure passenger environments and better co-ordinated timetables which support a more **seamless travel experience** between different modes and services;
- working with existing **Community Rail Partnerships** in Hampshire to facilitate delivery of projects which improve accessibility and promote local rail services (*also see Rural Transport, Policy RT1*).

## Policy PT3 – Increase the reach of public transport services

We will:

- a) **expand the reach of existing mass rapid transit schemes**, where this provides a practical and viable solution to enhancing service coverage, including completion of South East Hampshire Rapid Transit and the Gosport – Fareham ‘Eclipse’ Busway;
- b) work with bus and rail operators to **increase service frequencies** and **improve early morning, evening and Sunday services**;
- c) seek opportunities to **improve access to / from bus and rail services** by walking, cycling, and other public or shared transport services (i.e. the first and last leg of a public transport journey);
- d) develop and trial applications of **demand responsive transit (DRT) and taxi-bus schemes** and continue to support affordable **community transport services** on those routes which are unable to support commercially viable services (*also see Section 7.3, Future Mobility, Policy FM1, and Section 7.5, Rural Transport, Policy RT1*);
- e) promote **park and ride** as a means to reduce traffic volumes in historic and other urban centres such as Winchester.

### This policy is required because:

In order to support people to choose to travel by car less in Hampshire we need to make public transport a more viable option for more people for journeys to work, school, shopping and for leisure. This includes making public transport more available and improving its coverage and range of destinations served.

### Implementation of this policy will be supported by:

- identifying bus routes which are marginally commercial in the context of the **Covid-19 recovery**, and seeking opportunities to improve service levels to promote recovery;
- maximising the use of **external funding opportunities, partnership working** and **lobbying** to expand the reach of conventional public transport services.

For rail, we will focus on the delivery of metro-style frequencies in the Solent sub-region, with a re-focusing of rail services on the needs of local commuters and provision of supporting infrastructure where necessary. There is also considerable scope to provide more bus priority measures to reduce journey times in the Solent area, completing the delivery of bus priority schemes under the successful awards of Transforming Cities Funds in Portsmouth and Southampton.

- trialling and evaluating more **flexible and innovative forms of public transport**, such as DRT, which offer a more personal, on-demand service, taking people from their doors or closer to their doors than a regular bus. Such services could play a useful role in improving transport provision in the countryside, in evenings and on

Sundays, and serving large workplaces with anti-social hours (e.g. hospitals) or in peripheral locations;

- **promoting changes to the English National Concessionary Travel Scheme**, requiring a nominal contribution from pass holders (for example 50p per journey or £10 to renew an annual pass), with charges reinvested in the network to maintain a comprehensive service for both urban and rural communities. This would enable us to maintain rather than lose many of our bus services in light of the growing financial pressures we face in local government.



## 7.3 Future Mobility





Technological change is happening at a rapid pace and this will impact how we move around in the future. Over the next generation we will see a major transition in cars and road vehicle technology, towards a zero emission fleet that is fully automated and connected. The potential for public good from this technological revolution is significant, but the opportunities need to be grasped and challenges overcome. Future forms of mobility must not only be environmentally conscious but accessible, connected and offer a compelling alternative to single occupancy car travel.

The County Council can play an active role through investment in, facilitating and enabling future mobility solutions. Working in partnership with business, manufacturers and regulators, this technology could be harnessed to solve some of the most complex transport issues that we face.

**'We will take account of the transformational opportunities that technology innovation offers to deliver a more sustainable transport system, with public transport, walking and cycling remaining fundamental. We will use technology as an enabler for delivering our LTP4 outcomes, but it will not lead our approach.'**

Policy FM1	Policy FM2
Using technology and innovation as an enabler for delivering our LTP4 outcomes	Accelerate the transition to low and zero emission vehicle use

### Contribution to achieving our LTP4 outcomes

	A carbon, neutral and resilient Hampshire	<ul style="list-style-type: none"> <li>• Electric vehicles (and alternatives) have a major role in decarbonising transport (but are not the whole solution).</li> <li>• Increased digital connectivity supports lifestyles with a reduced need to travel. Mobile phone applications which provide access to travel information, shared transport options and payment facilities via a single platform will make it easier to use alternatives to the private car.</li> </ul>
	Respect and protect our environment	<ul style="list-style-type: none"> <li>• Transition to zero emission vehicles will deliver significant air quality benefits from reduced tail-pipe emissions, although brake and tyre dust will continue to contribute to poor air quality for both humans and wildlife.</li> </ul>
	Thriving and prosperous places	<ul style="list-style-type: none"> <li>• A better connected and automated transport network will be more efficient and reliable, generating productivity benefits for businesses and individuals.</li> </ul>
	Healthy, happy, and inclusive lives	<ul style="list-style-type: none"> <li>• Self-driving vehicles and the increased use of data and mobile applications to assist the planning and execution of journeys should make it easier for disabled and older people to get around.</li> </ul>

- However, there are safety challenges associated with automation of vehicles, which will continue to be subject to extensive research at a national (and global) level.

## Policy FM1 – Using technology and innovation as an enabler for delivering our LTP4 outcomes

We will:

- a) trial and pilot **new and innovative transport and mobility solutions** in order to identify those with the greatest potential for wider application;
- b) establish clear objectives for **subscription-based mobility services (also known as Mobility as a Service or MaaS)** within Hampshire and use this framework to engage with potential third-party commercial providers;
- c) support **‘micro-mobility’ solutions** (e.g. e-bikes and other legal forms of micro mobility), which are affordable and financially sustainable and offer safe forms of travel;
- d) work with commercial providers and developers to **support and promote new shared transport options** which offer alternatives to car ownership and use (e.g. bike hire, car clubs, lift share schemes, taxi sharing models, demand responsive transport) (*also see Section 7.2, Public Transport, Policy PT3, and Section 7.5, Rural Transport, Policy RT1*);
- e) identify opportunities to create highly visible, safe and accessible spaces (**mobility hubs**) which act as a focal point for public and shared transport (e.g. car clubs or bike hire schemes) alongside other public services (like health clinics).

### This policy is required because:

Advances in technology and digital connectivity will serve an important role in reducing our need to travel. But they will also be significant in helping us to adopt more sustainable, cleaner and accessible ways of getting around, with a greater choice of travel options ‘at our finger-tips’ in the form of automated, connected and shared transport.

Vehicles, including all forms of transport, are also increasingly digitally ‘connected’, transferring data with the wider world. The growing availability of data on travel patterns and the flexibility of booking apps for users will allow us to plan our travel and use transport in new and more flexible ways.

Although fully autonomous vehicles (driverless vehicles) are some way off, increasing numbers of vehicles on the road have some degree of autonomous features (for example, adaptive cruise control, which can help to smooth traffic flow and improve emissions and safety).

However, while automation can bring significant benefits, it could also create unintended consequences, reinforcing the negatives associated with high car dependency – including increasing congestion, poor health, lack of public transport alternatives, and loneliness and social exclusion for those without a car.

**Implementation of this policy will be supported by:**

- assessing the **role and influence of the County Council** in shaping the market in the field of technological innovation and application to deliver LTP4 outcomes;
- adopting a **flexible approach** to our application of technology (and associated services), considering what works best for different parts of the county, focusing on their specific challenges and the desired outcomes rather than the technology itself;
- continuing to build **collaborative relationships with local research and delivery partners** such as the University of Southampton and University of Portsmouth, to jointly develop and test new innovations.

This will include working with Solent Transport to trial innovative approaches to personal mobility and sustainable urban logistics as part of the Solent Future Transport Zone Project. This includes smartphone apps for planning and paying for sustainable journeys (MaaS), e-bike share scheme, e-scooter trials, demand responsive transport trial, a mobility credits scheme, and new approaches to freight distribution (*see Core Policy C2, Box 2*).

- **assessing trials and research** undertaken by others and using the evidence to inform local trials and pilots;
- supporting and promoting **MaaS platforms or applications** which make end to end journeys easier to plan and pay for, by:
  - providing easy access to information about all types of transport and the choices available, including shared transport schemes (e.g. car clubs, bike-hire, etc); and
  - enabling users to book and pay for whole journeys, regardless of the number of types of transport involved, based on clear information on costs and options and a simple fares system;
- identifying opportunities to **use existing buildings and spaces (e.g. car parks, parking bays) to create mobility hubs**, where this is shown to be cost effective, will improve the public realm, will support the 20 minute neighbourhood concept and/or improve access to/from conventional bus and rail services. Mobility hubs will make sustainable alternatives to car more attractive and will help to reduce the number and length of trips by providing more opportunities locally. Potential locations include neighbourhood centres, employment destinations, rail stations, and bus stations and stops;

Figure 15: Example of a mobility hub (Mobility Hubs Guidance, Como UK)



- exploring the feasibility of developing a **supported 'mobility hub' package** that urban and rural parishes and local communities could purchase from the Council. This could comprise zero emission car share vehicles and back-office operation, electric vehicle charging points, e-bikes for shared use, parcel lockers for personal deliveries or as part of a local micro-consolidation centre, etc.

## Policy FM2 – Accelerate the transition to low and zero emission vehicle use

We will:

- a) **lead by example and adopt electric vehicle (EV) or other zero emission vehicle (ZEV) technology** to reduce the environmental impact of our day-to-day Council operations;
- b) act as lead coordinator for a strategic Hampshire-wide approach to **EV charging provision**, working closely with the district and borough councils;
- c) work with local authority partners, private enterprise and workplaces to encourage **third party provision of EV charge points**, including supporting access to Central Government grants;
- d) encourage residents, businesses and public transport operators to **transition to zero emission vehicles**, by providing information on the benefits and practicalities of EV/ZEV use, and by seeking funding and opportunities for public transport operators (see Section 7.2, *Public Transport, Policy PT1*) and the freight sector (see Chapter 6, *Core Policy C2*);
- e) **support residents without off-street parking** to charge EVs near to their home, in a safe manner which does not impede those walking or cycling in the vicinity.

### **This policy is required because:**

Electric and other potentially zero emission vehicles (ZEV) are essential part of the solution to removing carbon emissions from transport. Central Government is leading on the uptake of ZEVs at a national level through policies including a ban on new petrol and diesel car and van sales by 2030 and hybrid cars by 2035. It also intends to consult on phasing out sales of non-zero HGVs by 2040.

However, electric vehicles (EVs) still represent a very low proportion of the total vehicle fleet. In Hampshire EV registrations account for less than 1% of the vehicle population. The (lack of) availability of charging infrastructure and the relatively high purchase costs are the most regularly cited barriers to EV uptake.

The private sector (e.g. car manufacturers and chargepoint operators) will have a major influence on the transition to electric (and alternative) vehicles. However, the County Council will take a proactive role to further facilitate this transition within Hampshire.

### **Implementation of this policy will be supported by:**

- continuing to **expand Hampshire County Council's fleet of electric vehicles**;
- continuing to expand the **provision of charging points** (including dedicated parking spaces) at Council-owned locations, using the Central Southern Regional Framework for Electric Vehicle Charging Infrastructure to roll out a uniform network of chargers across Hampshire and the southern region. In particular, we will review strategically located Council-owned **land adjacent to roads of importance** for potential installation of rapid EV charge points for public use;

- publishing and maintaining an **Electric Vehicle Chargepoint Strategy** to provide consistent and up to date guidance on our approach;
- gathering information directly from residents on the **preferred location for chargepoints**, to ensure that investment is targeted around local need;
- undertaking and monitoring / evaluating **pilot schemes** for on-street electric vehicle charging **for residents without off-street parking**. This will better inform the County Council's strategy for future schemes across the county, subject to funding;
- working in partnership with the district and borough councils to identify key locations where chargepoints can be installed to **facilitate the usage of EVs by taxi operators**;
- responding flexibly to **fast-paced developments** within the EV sector to ensure that charging infrastructure in Hampshire is of a high standard;
- encouraging the district and borough councils to provide **electric bike charging facilities** within their public car parks alongside their EV infrastructure. The County Council will explore installing electric bike charging facilities at appropriate locations on Council-owned land.





*See also Public Transport, Policy PT1 (funding and opportunities for public transport operators to transition to zero emission vehicles) and Core Policy C2 (taking a leadership role in supporting research and trials to develop solutions for low carbon HGVs).*



## 7.4 Balancing Travel Demand

<p>The impacts of car travel such as air pollution, noise, severance (where traffic flow impedes the movement of pedestrians and cyclists), and road safety are disproportionately borne by non-motorists and by residents. This theme is about how we manage the highway network on a day-to-day basis to balance the different needs of transport users and achieve our LTP4 outcomes.</p>		
<p><b>'We will seek to achieve a better balance between access by car and the needs of others, to support walking, cycling and public transport; create high quality places and support economic needs; and minimise the adverse impacts of transport on the environments within which we live.'</b></p>		
<b>Policy BTD1</b>	<b>Policy BTD2</b>	<b>Policy BTD3</b>
Regulating traffic, parking, and kerbside deliveries	Managing streetworks and other highway activities to minimise disruption to transport users	New approaches for shifting the balance between private car use and other modes

### Contribution to achieving our LTP4 outcomes

	A carbon, neutral and resilient Hampshire	<ul style="list-style-type: none"> <li>Managing the highway network to support walking, cycling and public transport will reduce dependency on the private car and reduce overall carbon emissions.</li> <li>Transport disruption related to climate change impacts (e.g. flooding of roads) will be managed through information provision.</li> </ul>
	Respect and protect our environment	<ul style="list-style-type: none"> <li>Managing the volume, type and speed of vehicles in our town centres, neighbourhoods and villages will have a positive impact on local air quality and noise levels.</li> </ul>
	Thriving and prosperous places	<ul style="list-style-type: none"> <li>Catering for the travel needs of everyone will drive more equitable and sustainable economic growth.</li> <li>These policies will create cities, towns and villages which are attractive, convenient and safe places to live, work and visit.</li> </ul>
	Healthy, happy, and inclusive lives	<ul style="list-style-type: none"> <li>Reducing traffic intrusion and intimidation in our villages, town centres and neighbourhoods (and therefore encouraging walking and cycling), will have widespread safety, health, well-being, and social inclusion benefits.</li> </ul>

## Policy BTD1 – Regulating traffic, parking, and kerbside deliveries

We will:

- a) look for opportunities to **improve the ‘place’ function in villages, town centres and neighbourhoods**, including re-allocating roadscape and managing vehicle access in specific locations;
- b) apply the Road User Utility Framework and Movement and Place Framework in the planning and operation of **junctions and crossings**;
- c) **manage speeds** in local areas to support walking and cycling;
- d) **manage on-street parking** to support the vitality and viability of our town centres, whilst also supporting objectives relating to quality of place, and use of non-car modes;
- e) manage levels of **residential on-street parking** (e.g. through residents parking permit schemes) to provide fair access to all, whilst encouraging residents to use fewer and cleaner cars (e.g. through differential permit fees);
- f) identify how to support **residents without off street parking** make the switch to electric vehicles to ensure neighbourhoods benefit from cleaner air (*see Section 7.3, Future Mobility, Policy FM2*);
- g) use our **new and existing powers relating to parking and enforcement of moving traffic offences**<sup>15</sup> to create safe environments, facilitate efficient movement of traffic, and restrict vehicles in sensitive areas (in line with the Movement and Place framework);
- h) considering the **delivery and service needs of businesses and residents**, particularly where roadscape is being re-allocated for walking, cycling, and buses (e.g. provision of loading / unloading bays, dynamic management of kerbsides, re-timing deliveries, and use of new approaches and technologies) (*see also Chapter 6, Core Policy C2*).

### This policy is required because:

Making best use of our highway network is important for economic vitality and society in general. Roads facilitate the transport of people and goods, provide access to homes, businesses and other destinations, and provide public space where people shop, socialise or relax.

The provision of additional road space, especially in our towns and cities, is often impractical and undesirable. The competing needs of different road users therefore need to be managed effectively to enable everyone to undertake their activities safely. In the past we have tended to prioritise the needs of car drivers, but this has meant that those that do not have a car available have not had access to the same opportunities. It

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<sup>15</sup> This includes offences such as driving in bus or cycle lanes, failing to adhere to one-way systems and no-entry signs, banned left and right turns, U-turns, no-vehicle entry points and entering yellow box junctions.

has also created car dominated environments which are not conducive to physical activity, do not encourage social interactions, and lead to poor air quality – all of which adversely impact our health and well-being.

While the highway network is important for our economy, we also need to recognise that our town centres and other centres need to respond to changes in shopping and travel habits to provide a more holistic offering, incorporating not just functional services, but also to become destination points for people to spend time. Quality of place and attractive walking and cycling environments are increasingly important factors for businesses, workers and residents.

### **Implementation of this policy will be supported by:**

- using the **Movement and Place Framework** to balance the location-specific needs of cars, buses, goods vehicles, and other motorised traffic, with the needs of cyclists, pedestrians, residents, shoppers, and local businesses (*see also Core Policy C1, and Healthy Places, Policy HP1*);
- considering **bus-only access to urban centres, or time-restricted or charge-based access for other vehicles**, to improve bus journey times and encourage people to use the bus rather than the car;
- considering **time-restricted access for lorries** on local roads to reduce the noise nuisance of lorries travelling overnight or in the early hours of the day, in sensitive locations;
- **working with communities** to trial initiatives such as low traffic neighbourhoods and measures to discourage through traffic, on streets with a high ‘place’ function (*see Healthy Places, Policy HP2, for further detail*). In general, however, we will not support use of vertical traffic calming measures (speed humps/bumps) unless there is a clear safety benefit;
- **working with communities** to identify opportunities to reallocate roadspace to support walking, cycling, and public transport use;
- developing and implementing a **Hampshire-wide parking strategy** which covers all aspects of parking and is aligned with the proposed LTP4 outcomes, working collaboratively with the districts / boroughs;
- considering the use of **tiered emissions-based charging for parking permits** with permit fees set at levels to discourage high household car ownership levels, and support a shift to low emission vehicles;
- continuing to **operate the County Council’s Parking Service<sup>16</sup> on a full cost recovery basis** through an appropriate mix of regulation and chargeable on-street

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<sup>16</sup> Hampshire County Council’s Parking Service currently controls on-street parking across the district areas of Fareham, Gosport, New Forest and Test Valley. In other districts / boroughs, on-street parking is the responsibility of the district / borough council.

parking, with the principle that controlling parking should not divert the limited funding for managing highways from priority maintenance and road safety functions;

- **investigating restrictions for deliveries to commercial centres**, e.g. deliveries and service vehicles timed to minimise disruption and pollution for visitors;
- investigating the role of **dynamic management of kerbside space**, particularly in urban and village centres. This could involve using physical sensors monitor real time demand for parking and loading bays, and smartphone apps allowing drivers to locate spaces quickly or advance book spaces; and ultimately changing the use of kerbspace as demand varies throughout the day;
- investigating options for a more **controlled delivery system for residential areas**, such as creating neighbourhood delivery bays requiring portering to individual addresses.

*See also, Core Policy C9 - Safe, efficient and sustainable movement of goods.*

## Policy BT2 – Managing streetworks and other highway activities<sup>17</sup> to minimise disruption to transport users

We will:

- a) publish (and keep up to date) a **Network Management Plan** describing the tools and strategies employed to reduce disruption arising from works on the highway and minimise the adverse impact of diverting traffic on residents, visitors and all road users (pedestrians and cyclists, as well as motorised vehicles);
- b) continue to manage and coordinate highway activities in Hampshire to **minimise traffic disruption on our network and neighbouring networks**;
- c) consider introducing a **lane rental scheme** to protect key strategic routes that link important transport hubs and business areas both within and outside of Hampshire;
- d) continue to use **traffic control and information tools** to actively manage the network to minimise disruption from works, events and incidents.

### **This policy is required because:**

Streetworks and other highway activities (e.g. events and festivals and licenced activities) have the potential to cause disruption to traffic, pedestrians, business, local residents and any other users. Under the Traffic Management Act 2004 we have a Network Management Duty to do all that is reasonably practicable to manage the network effectively to keep traffic moving on our network and neighbouring networks. Benefits include reduced congestion on the key road network, reduced disruption to

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<sup>17</sup> For example, construction work on nearby buildings, mass participation sporting events, etc.

residents from significant works projects, improved journey time reliability, and improved general quality of life, particularly for residents

**Implementation of this policy will be supported by:**

- publishing (and keeping up to date) a **Network Management Plan** describing the tools and strategies we will use to keep traffic moving;
- adopting a **whole authority approach** to ensure that the activities of other service areas are consistent with this policy;
- **working with partners and stakeholders**, including the Police (who also have responsibilities for management of traffic on the road network), bus and taxi operators (whose services may be affected by temporary road closures), utility companies, district/borough and parish councils, as well as businesses, residents and road user groups;
- continuing to operate a **permit scheme** to co-ordinate work-related activity on the highway to minimise disruption to residents and road users, whilst allowing those undertaking the work the required time and space to complete their works effectively. Permits are required for utility works (undertaken by gas, electricity and water companies, etc.) and Highway Authority works;
- consider the additional benefit of a **lane rental scheme** to protect key strategic routes that link important transport hubs and business areas both within and outside of Hampshire.

A **lane rental scheme** would allow us to charge works promoters (both utility companies and local highway authorities) for the time that street and road works occupy the highway. Charges would be focused on the very busiest streets at the busiest times and would be used to incentivise work outside of peak times. The power for local highway authorities to implement and operate a lane rental scheme in England is subject to approval by the Secretary of State for Transport.

## Policy BT3 – New approaches for shifting the balance between private car use and other modes (demand management)

Evidence suggests that some form of demand management is likely to be required to achieve our LTP4 outcomes.

### **We will:**

a) explore the use of **new charge-based demand management measures** to encourage mode shift, improve quality of place and quality of life for our residents, and to **help pay for delivery of the LTP**.

Measures could include:

- workplace parking levy;
- emissions-based charging / Clean Air Zones; and
- road-user charging or congestion charging zones.

### **This policy is required because:**

We do not at this time know if demand management will be needed or what form it may need to take. This policy is needed to give authority to develop a business case and explore the wider issues associated with various forms of demand management.

Whilst road vehicles are an essential part of our transport system and have unlocked huge freedoms and opportunities for many, it is also clear that they impose costs on other road users and wider society in the form of congestion, accidents, carbon emissions, loss of biodiversity, severance, noise and air pollution.

We also know that the financial cost of vehicle travel (particularly private vehicle use) has been falling in price relative to public transport for some time. This widening gap in affordability makes it very difficult for public transport to compete with the car as the mode of choice and represents a significant risk to achieving the LTP outcomes.

The Governments Transport Select Committee are considering the implications of accelerating the shift to zero emission vehicles and the potential for introducing road pricing, or pay-as-you-drive, schemes. One of the options identified is a road pricing mechanism that uses telematic technology to charge drivers according to distance driven, factoring in vehicle type and congestion<sup>xxix</sup>. An arm's-length body is expected to be tasked with recommending an alternative road charging mechanism to replace fuel duty and vehicle excise duty by the end of 2022.

At the time of writing this LTP the Governments plans remain uncertain and in light of this there remains a possibility that local action to manage vehicle demand may be needed in the interests of the wider public good. Not just to achieve net zero carbon emissions and climate change obligations but also to manage pollution and growing car dependency.



**Implementation of this policy will be supported by:**

- investigating further the potential role of **charge-based demand management measures (pay-as-you-drive charges)** in Hampshire.

It will be important to ensure that realistic, affordable alternative travel options are available to ensure that lower income people are not unfairly impacted by such measures. Specific consideration should be given to the impact on rural areas, where conventional public transport options are typically limited. Any scheme implemented would be subject to a detailed Equality Impact Assessment.

## 7.5 Rural Transport




Approximately 85% of Hampshire’s land area is rural and accommodates 22%<sup>18</sup> of the county’s population. The quality of Hampshire’s rural environment is key to its desirability as somewhere to live and visit, and is crucial to the County’s economic success<sup>xxx</sup>.

Our rural areas are characterised by low population density and high levels of car dependency. Conventional public transport services are often not commercially viable. However, technological innovation has the potential to transform how people and goods move around rural areas.

**‘We want to ensure that rural transport enables everyone to live happy and healthy lives in our rural communities; both by allowing rural residents to access jobs, services, and opportunities by a choice of modes, and by improving access to rural areas for all to enjoy.’**

Policy RT1	Policy RT2
Maintaining accessibility in rural areas, and providing realistic alternatives to reduce dependency on the private car	Sustainable access to the countryside

### Contribution to achieving our LTP outcomes

	<p>A carbon, neutral and resilient Hampshire</p>	<ul style="list-style-type: none"> <li>Residents in rural areas are often more reliant on the private car, and travel longer distances, than their urban counterparts. Options for sustainable travel are more limited in rural areas. However, enabling walking and cycling, and providing flexible public transport services is vital for achieving carbon neutrality and inclusivity; alongside sustainable development and accessible local services which allow rural residents to live locally and travel less.</li> </ul>
	<p>Respect and protect our environment</p>	<ul style="list-style-type: none"> <li>Alternatives to the private car for rural trips will reduce the impact of travel on the environment and provide access to Hampshire's highly valued natural and historic environment by sustainable means.</li> </ul>
	<p>Thriving and prosperous places</p>	<ul style="list-style-type: none"> <li>Enabling residents to live locally and travel less will improve the viability and vitality of our rural villages. In addition, good access to services and opportunities without the need for a private car, will help maintain a diverse rural population, including younger people, those on lower incomes, and those with limited mobility.</li> </ul>

<sup>18</sup> The total rural population in 2019 based on the RUC-11 classification was approaching 300,000.



Healthy, happy,  
and inclusive  
lives

- Alternatives to the private car will improve access to jobs, services, education and other opportunities for all; tackle social isolation and deprivation; help address obesity, and wider health and well-being issues; and be inclusive to all.

## Policy RT1 – Maintaining accessibility in rural areas, and providing realistic alternatives to reduce dependency on the private car

We will:

- a) seek to **improve access** to employment, services, community facilities, and other opportunities in rural areas;
- b) support **new technologies** which enable **innovative sustainable transport solutions in rural areas** (see also Section 7.2, *Public Transport, Policy PT3*, and Section 7.3, *Future Mobility, Policy FM1*);
- c) enable local communities to deliver **community-led place and transport improvements**, where there is funding to do so;
- d) **work with transport providers** (bus, rail, taxi, community transport operators and the voluntary sector) to improve transport services in rural areas;
- e) encourage the **providers of public services** (e.g. health, education, libraries, etc.) to bring services to rural areas, or to co-locate transport and local services at 'mobility hubs', to reduce the need to travel into urban areas;
- f) support the roll out of **superfast / gigabit broadband** in rural areas to support home working and access to online services, retail and social opportunities, and reduce the need to travel.

### This policy is required because:

Residents in rural areas are often more reliant on the private car. Although the car is likely to remain the dominant mode of travel, alternatives are needed to deliver the climate change, environment, economy and social outcomes we are seeking.

While many individuals in rural areas have thriving and prosperous lives, there are also pockets of deprivation.

- There are 10,240 rural households have no access to a car or van (2011 Census).
- There are 39,240 rural residents (all ages) whose day-to-day activities are limited by long-term health and disability (2011 Census).
- Approximately 1 in 4 rural areas (LSOAs) could be construed as exhibiting high deprivation<sup>19</sup>. These are dispersed across the County.

<sup>19</sup> These statistics are based on analysis undertaken by Hampshire County Council using 11 indicators of rural deprivation. Local Super Output Areas (LSOAs) are standard areas primarily designed for the publication of Census data. LSOAs have an average population of 1500 people or 650 households.

Combined with the closure of many facilities and services in rural areas, this makes it very difficult for some rural residents to live quality lives.

For those without access to a car, rural living is particularly challenging. Lack of transport options is a key factor in exacerbating isolation and deteriorating mental health. Social isolation and loneliness can lead to a decline in health and wellbeing, and even an increase in premature deaths. These issues affect both younger and older residents.

Our rural population is less diverse than our urban areas, in terms of age, disability, ethnicity, and background. We need to ensure that our transport system enables everyone to live happy, healthy and prosperous lives in our rural communities. The dispersed nature of rural deprivation means that any transport solutions will need to be bespoke and target individuals. Conventional public transport options will only deliver limited benefits and are unlikely to be cost effective.

#### **Implementation of this policy will be supported by:**

- developing locally generated, evidence-based, and affordable **rural-specific transport solutions** which support happy and healthy rural lives;
- ensuring that the **Movement and Place Framework** reflects the specific characteristics of rural villages, recognising that the challenges for transport may be different to those in urban areas, requiring different solutions;
- **enabling community-led solutions**, for example:
  - providing **training and advice** to enable rural communities to deliver community led solutions;
  - supporting, **on a cost-recovery basis**, any parish or rural community that wishes to commission us to **deliver place or accessibility improvements** (recent examples include the implementation of schemes to deliver the Petersfield and Liss neighbourhood plans);
  - exploring the feasibility of developing a supported **‘mobility hub’ package** that parishes and local communities could purchase from the Council (*see Future Mobility, Policy FM1*). These could be co-located with community services, to reduce the need to travel;
- seeking opportunities to trial and implement new technologies and approaches. This could include, for example:
  - trialing **shared taxi** and **demand responsive transport (DRT)** services in rural areas to determine whether they can meet some of the needs of rural residents at lower costs than conventional public transport services;
  - **loan or hire schemes for mopeds and legal e-modes (e.g. e-bikes)**. These can potentially increase the use and range of active travel modes. The County Councils “Wheels to Work” scheme is a good example of the sort of measures that can be targeted towards those people in rural areas who are isolated and don’t own a car e.g. loaning mopeds to young people seeking alternative ways to access employment or education. They can be particularly effective in semi-rural

- areas for accessing facilities in urban areas, and linking to onward public transport services (first / last mile trips). They could also contribute to improved age balance in terms of the makeup of rural communities, as well as enabling more cycling by those with health issues or disabilities;
- rural-focused digital platforms such as **Mobility-as-a-Service (MaaS)** which allow users to plan, book and pay for their travel in one go, and other journey planning applications to provide rural residents with information on linking journeys over multiple modes;
  - supporting **community car-based lift-share schemes** and **commercially-based electric vehicle car clubs**, to provide rural residents with an alternative to private car ownership for journeys which cannot be easily made by non-car modes;
  - considering the potential for using ‘**unmanned aerial vehicles**’ (**drones**) for **deliveries in rural areas**, based on the findings of the Solent Future Transport Zone and subject to consideration of potential health, social, security and environmental considerations (see Policy C9 footnote);
- continuing to support and commission local bus, taxi share and community transport services<sup>20</sup> to **deliver and support a network of public transport services** across Hampshire, subject to available funding;
  - considering rural issues within **Enhanced Quality Bus Partnerships** and **Bus Services Improvement Plans** (see also *Public Transport, PT1*);
  - work with **Community Rail / Bus Partnerships** that are seeking to encourage and promote increased usage of rail / bus through engagement with local communities and train / bus operators (see also *Public Transport, PT2*);
  - using **Local Cycling and Walking Infrastructure Plans** to identify, prioritise and deliver significant infrastructure improvements in rural areas (see *Healthy Places, Policy HP1*);
  - working with **Central Government** to inform and implement national strategies to improve access for people living in, and travelling around, rural areas;
  - fully considering the impact of transport strategies and schemes on rural residents (for example, when undertaking **Equality Impact Assessments**<sup>21</sup>), and considering the need for mitigation measures where appropriate.

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<sup>20</sup> For example, the County Council and district / borough councils currently fund a dial-a-ride services, run by volunteers, for residents whose transport needs are not met by public bus services.

<sup>21</sup> The Public Sector Equality Duty (PSED) is an obligation within the Equality Act 2010 (“the Act”), requiring public authorities, like Hampshire County Council, to have due regard to equality considerations. Our own guidance already requires us to consider the impact of policies and practices on rural populations, in addition to the standard protected characteristic groups.

## Policy RT2 – Access to the countryside

We will:

- a) work with others to ensure that residents and visitors can **access and enjoy the countryside** (including key visitor attractions), where suitable funding can be identified and where schemes do not adversely impact highly sensitive environments;
- b) seek to improve the accessibility and connectivity of the Rights of Way network;
- c) support and seek opportunities for leisure and commuter walking and cycling in rural areas, where external funding can be identified;
- d) base our decisions regarding investment in rural walking and cycling infrastructure on **Local Cycling and Walking Infrastructure Plans**, and the **Countryside Access Improvement Plan**<sup>22</sup> and affiliated user groups, to focus on those routes that will provide the most benefit to residents, visitors and the local economy.

### This policy is required because:

It is widely recognised that access to green spaces can significantly improve people's health and wellbeing. Benefits include<sup>xxxix</sup>:

- a reduction in stress and depression; and
- increased physical activity that benefits both children and adults. This leads to a reduction in obesity, diabetes and cardiovascular disease, amongst others.

Access to the countryside is also important for Hampshire's economy. During 2012-13, in an average week 41% of adults in England visited the natural environment; in over a quarter of these visits people spent money during their visit, and in Hampshire this equated to £580 million<sup>xxxix</sup>.

### Implementation of this policy will be supported by:

- working with other partner organisations and with volunteers to **respond to local needs**;
- maximising the use of external funding opportunities to develop **strategically important routes** for walking, cycling and horse-riding;
- working with key stakeholders to secure funding to improve the **National Cycle Network and promoted routes in Hampshire**, and work with **bus operators** to allow a limited number of bikes on board in tourist areas such as the New Forest (*see also Public Transport, Policy PT1*);
- working with district, town and parish councils to develop **local access projects** that enhance the Rights of Way network, connect communities and destinations, and encourage communities to make the most of countryside and nature on their

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<sup>22</sup> Under the Countryside and Rights of Way Act 2000, Hampshire County Council is required to produce a plan to improve the Rights of Way network to meet the current and future needs of the population. Hampshire Countryside Access Plan 2015–2025 is the latest version of this Plan.



doorstep (e.g. multi-user access routes which pass through corridors of landscape, habitat and heritage interest);

- ensuring that **information** on finding paths and using them responsibly, and on managing public access, is widely available and easily understood;
- working with **visitor destinations** to look for potential solutions to improve access;
- considering closing some rural roads to through traffic (motor vehicles) to create '**Quiet Roads**' to complement the Rights of Way network and provide a more joined up network of traffic free routes for walking, cycling and horse-riding;
- supporting schemes which **improve access to non-sensitive environments** and take pressure away from highly sensitive designated sites.

## 7.6 Asset Management

This theme covers the maintenance of transport assets owned and operated by the County Council, including carriageways, footways, structures, drainage assets, traffic signals, and street lighting (which, unlike other assets, is managed via a Private Finance Initiative).



Asset management is a strategic approach that uses data and processes to enable informed decision making. It helps us to understand the assets we have, measures and monitors how they perform, and determines the funding needed to mitigate the demands placed upon them. It seeks to maximise value for money by balancing reactive, preventative, and planned maintenance activities over the whole life of the infrastructure.



Effective processes and procedures are essential for a well-managed and maintained transport network that meets the needs of our economy and society. There is a need to adapt to reflect future changes in travel modes and usage, and the LTP4 outcomes.

**‘We want to ensure that our infrastructure is well managed, safe and accessible for all users; is resilient to the impacts of climate change; is designed to reduce our carbon footprint; supports our economic, social and environmental needs; and supports walking, cycling and public transport use’**

Policy AM1	Policy AM2
Sustainable maintenance approach for new infrastructure	Managing and maintaining the existing highway asset

### Contribution to achieving our LTP4 outcomes

	<p>A carbon, neutral and resilient Hampshire</p>	<ul style="list-style-type: none"> <li>• Long term value for money programmes of work that aim to improve the resilience of the network to the effects of climate change.</li> <li>• Greater use of more sustainable products, processes and low carbon materials will reduce the carbon footprint of construction and the highway maintenance service.</li> <li>• Ensures new infrastructure is designed to be maintainable, sustainable, resilient, and fit for purpose.</li> </ul>
	<p>Respect and protect our environment</p>	<ul style="list-style-type: none"> <li>• Promoting the appropriate use of green infrastructure and Sustainable Urban Drainage Systems (SUDS) will help to improve local biodiversity.</li> <li>• Recycling highway waste and increasing the use of recycled materials in highway construction will reduce the volume of materials sent to landfill and assist the move towards a circular economy.</li> </ul>

	Thriving and prosperous places	<ul style="list-style-type: none"> <li>Well-maintained and resilient transport infrastructure will ensure that the transport network assists economic growth and provides safe access to services and facilities for all.</li> <li>As our economy and network evolves, we will respond to changing priorities and adapt our maintenance strategies to support regeneration, sustainable housing growth and quality of place.</li> </ul>
	Healthy, happy, and inclusive lives	<ul style="list-style-type: none"> <li>Ensuring that maintenance standards for walking and cycling infrastructure are inclusive and appropriate for all users will encourage active travel and be vital for improving the health and quality of life for Hampshire residents.</li> </ul>

## Policy AM1 – Sustainable maintenance approach for new infrastructure

We will:

- a) review all new infrastructure designs to ensure that future maintenance requirements are clearly understood and minimised, the **whole life cost** of the assets are considered, and a **‘designing for maintenance’** approach (i.e. designed to reduce maintenance requirements) is adopted for all new transport schemes and developments;
- b) ensure that all new infrastructure:
  - is designed in accordance with the latest **guidance, standards and specifications**;
  - uses materials and assets with a **lower carbon footprint** and that are **resilient** to the effects of climate change; and
  - meets its identified aims and objectives, and **contributes positively to our LTP4 outcomes** relating to climate change, environment, economy, people and society.
- c) ensure that **appropriate levels of funding** are received from new developments so that associated new infrastructure can be maintained to the required levels of service; and, more generally, seek to identify funding for maintaining new infrastructure.

### This policy is required because:

New housing developments and transport schemes will continually increase the size of the network and the number of assets that need to be maintained. More widely, new infrastructure will increasingly be focused on walking and cycling, public transport, shared mobility, and digital infrastructure. New processes and procedures are needed to support existing strategies to ensure our approach to the maintenance and management of new infrastructure is sustainable and meets the needs of our environment, economy, and society.

### Implementation of this policy will be supported by:

- using **systematic review processes** involving multiple stakeholders, to ensure that new infrastructure schemes meet their identified aims and objectives whilst minimising the impact on future maintenance;
- **early engagement** and close working with internal (e.g. development planning) and external partners (e.g. local planning authorities) to resolve issues between design aspirations and maintenance requirements and to expedite the process of highway adoption and scheme delivery;
- ensuring that **technical guidance, specifications, and standards** related to the design of new infrastructure are accessible, applied appropriately and support sustainable development and transport initiatives;
- implementing a **new Commuted Sum (CS) process and procedure**<sup>23</sup>, that seeks to ensure a sensible balance is struck between the use of sustainable and resilient materials, and materials which enhance the quality of new public spaces.

### Policy AM2 – Managing and maintaining the existing highway asset

We will:

- a) aim to secure the maximum funding available from Central Government, and actively seek **new funding opportunities** to help address a growing maintenance backlog;
- b) apply a robust **risk-based approach** in setting maintenance standards and levels of service to ensure the highway network is fit for purpose and reflects local needs and priorities;
- c) ensure our approach to managing and maintaining the highway asset (and that of our contractors):
  - is **evidence-led** and based on comprehensive lifecycle and investment planning processes which make most effective use of the funding available;
  - delivers long-term value for money programmes of work that aim to improve the **resilience of the network** and maximise the life of the asset;
  - takes account of and reduces the **carbon outputs** of highway operations;
  - seeks to **reduce waste**, through increased use of sustainable products and processes, and recycled materials;
  - **supports walking, cycling and public transport**, and meets the changing demands and expectations placed upon the highway.

<sup>23</sup> Commuted sums are a payment of a capital sum by developers or other 3<sup>rd</sup> parties to the highway authority as a contribution towards the future maintenance of the asset that is to be adopted by the highway authority.

### **This policy is required because:**

With maintenance budgets under severe pressure, and a backlog in the maintenance programme, it is essential that funding is optimised through all available funding streams and to ensure that the funding received is allocated as effectively as possible to provide the best return on the investment in the network.

The effects of climate change will increase the demand and pressure across all routine, reactive and planned service activities; and new processes are needed to reduce the carbon footprint of maintenance activity.

We need to continue to adopt a data-driven, risk-based and lifecycle approach to the maintenance of our existing infrastructure, to provide value for money and meet our economic, social and environmental needs.




### **Implementation of this policy will be supported by:**

- considering the role of the **Movement and Place Framework** in revising and setting standards for maintenance and use of materials;
- securing funds from developers for on-going maintenance through a well-managed **Commuted Sums (CS) process**;
- measuring the condition and performance of assets, and using **data and systems** to enable more informed decisions and to identify the most cost-effective maintenance strategies which benefit both maintenance and transport service delivery;
- maximising value for money and network resilience by delivering a **risk-based** balance of reactive, preventative, and planned maintenance activities.
- developing cross asset prioritisation and long term investment plans to ensure the most **efficient allocation of funding** across all major assets;
- adapting asset management strategies and levels of service to support **evolving maintenance needs and transport objectives**;
- developing a **Resilient Network Management Plan** that will identify and manage known and potential issues and risks on the high use, high importance sections of the network;
- reducing the impact of climate change and improving network resilience through the effective management of **drainage assets and flooding incidents**, and other severe weather events;
- developing methods to **calculate whole life carbon generation** when selecting materials and processes and monitor our performance in reducing the carbon footprint of the highway service;
- making use of **innovative technologies** where they assist in more effective decision making or more efficient service delivery.

## 7.7 Development and Masterplanning


Development and masterplanning	
<p>Where new development is located and how it is designed will shape Hampshire for generations to come. The County Council is not responsible for developing Local Plans<sup>24</sup> but as the Highway Authority it is a stakeholder in the planning process. The County Council will seek to influence and shape future development to achieve the objectives set out in this LTP4.</p>	
<p>‘We support strategic planning across the county, and will work with local planning authorities to influence the location and design of development to reduce the need to travel, reduce dependency on the private car and instead create people-focused neighbourhoods’.</p>	
Policy DM1	Policy DM2
<p>Integrate transport and strategic land-use planning to reduce the need to travel</p>	<p>Support proactive masterplanning of new development sites for high quality neighbourhoods</p>

### Contribution to achieving our LTP4 outcomes

	<p>A carbon, neutral and resilient Hampshire</p>	<ul style="list-style-type: none"> <li>• To meet carbon targets we need to tackle emissions associated with future, as well as existing, trips.</li> <li>• New development generates a need to travel. Planned well, the amount of travel can be reduced, and the proportion of travel by low or zero emission modes increased.</li> </ul>
	<p>Respect and protect our environment</p>	<ul style="list-style-type: none"> <li>• Creating developments which facilitate shorter journeys made by walking and cycling benefits local air quality.</li> <li>• New development supported by a range of land uses and served by high quality travel choices can reduce the need for more substantial and intrusive highway infrastructure.</li> </ul>
	<p>Thriving and prosperous places</p>	<ul style="list-style-type: none"> <li>• New developments which are well integrated with existing communities and transport network are more likely to provide wider benefits to the local area and economy.</li> <li>• Urban centres will be more viable / successful with higher levels of footfall, supported by strong walking, cycling and public transport links and adequate provision for vehicle access where necessary.</li> </ul>

<sup>24</sup> Local plans are prepared by the local planning authority (LPA), usually the district or borough council or the national park authority for the area.



 <p>Healthy, happy, and inclusive lives</p>	<ul style="list-style-type: none"> <li>• Location, layout and design of new development is a major factor in levels of physical activity associated with new and existing communities.</li> <li>• Planning for new development in the right way provides an excellent opportunity to achieve high-quality, accessible places. It is far easier to achieve this through new development than 'retro-fitting'.</li> </ul>
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## Policy DM1 - Integrate transport and strategic land-use planning to reduce the need to travel

We will:

- engage with local planning authorities (LPAs) at the earliest stage** in the planning process i.e. before site allocations have been determined, or when reviewing settlement hierarchies used to inform planning decisions;
- support strategic sites** that:
  - are 'accessible' or 'highly accessible',
  - offer a mix of uses,
  - achieve appropriate density of development,
  - have good public transport access,
  - achieve the necessary critical mass of development needed to encourage self-containment and support viable public transport services and frequencies, in both new settlements and urban extensions,
  - have been assessed for their transport carbon impacts, are compliant with carbon neutrality targets, or where this is not achievable, the impact is offset, as defined in development planning guidance;
- encourage the **application of these principles to non-strategic sites**, as far is reasonable within the local context;
- seek develop contributions to **offset the traffic impact** of developments in locations which result in high levels of car dependency.

### This policy is required because:

The National Planning Policy Framework (NPPF) sets out planning policies for promoting sustainable transport. Our policies relating to development and master planning and associated guidance builds on the national framework and enhances it at a local level.

It is important that transport issues are considered in the early stages of local plan formations. It not realistic or practical to achieve development that avoids car dependency if the initial site allocations in local plans are poor in transport terms. The County Council recognises that national housing targets set by Central Government are required to be delivered by local planning authorities (LPA). We understand the

challenges this presents for LPAs when having to consider a range of factors not just transport. The intention of this policy is that all decisions made by LPAs when allocating sites will be informed by a better understanding of the transport issues associated with them.

To achieve the objectives set out in this LTP4 and to decarbonise transport the location of future sites needs to result in sustainable development, which meets the criteria set out in (b).

**Implementation of this policy will be supported by:**

- the production and maintenance of **development planning guidance**;
- **collaborating with local planning authorities** to influence the location and design of development to reduce the need to travel and reduce dependency on the private car;
- developing **area transport strategies** that have regard to the known local plan context;
- developing **mode specific plans** for interchange enhancements, rapid transit networks, Bus Service Improvement Plans and Local Cycling and Walking Infrastructure Plans that have regard to the known local plan context;
- **working with regional entities** that engage in spatial planning - notably the Hampshire and IoW planning officers group, Partnership for South Hampshire, Solent Transport, Transport for the South East and local planning authorities;
- maintaining a **transport evidence base**, including regional transport models to allow others to test spatial plans;
- investigating options for seeking **developer contributions to offset the impact of developments in greenfield, edge of town, or suburban locations**, which by their nature are likely to result in high levels of car dependency. This applies to a number of proposed Local Plan sites due to challenges in identifying alternative, viable sites in accessible locations. New car trips associated with these developments would be accepted on the network on the understanding that an equivalent number will be removed from the wider network, through travel planning or other measures. Under the current practice of seeking Section 106 payments from developers, contributions cannot be used to fund such offsetting measures or to fund area-based transport strategies or solutions which might require multiple developer contributions. Options for securing contributions on a roof tax basis will be explored alongside other options.

## Policy DM2 - Support proactive masterplanning of new development sites for high quality neighbourhoods

We will:

- a) support development that complies with the **Hampshire Movement and Place Framework** and **Healthy Streets** approach;
- b) resist developments that do not apply the principles of the **Road User Utility Framework** in planning for transport provision, and which are safe and comfortable to use by all relevant modes;
- c) require the **transport impacts (including carbon emissions and air pollution) of developments to be assessed** and, where necessary, require the developer to mitigate the impact or make S106 contributions towards other schemes that mitigate the impact;
- d) ensure that planning applications are supported by **Transport Statements / Assessments and Travel Plans** in accordance with the County Council's guidance;
- e) use a proportion of **S106 developer contributions** to pay for strategy and scheme development work pertaining or leading to the formation of the S106 proposals;
- f) support development that is well designed and planned to **reduce the need to travel**;
- g) support developments that are designed to **widen the choice of modes** that can be used (i.e. those which design in high levels of walking, cycling and public transport use);
- h) support **new schools**, which are centrally located in their catchment areas, and have access plans that design out traditional school gate congestion issues and which facilitate safe and comfortable journeys by active modes;
- i) only support requests for **NEW accesses onto A roads, the principal road network or traffic sensitive streets** where the strategic flow of traffic is prioritised and not compromised and when all other reasonable options (such as taking access from nearby side roads) has been considered;
- j) support developments that actively use **parking strategies, plans and pricing** to lock in sustainable travel behaviours (e.g. low car developments, provision of EV charging points, parking spaces for car club vehicles, and good quality cycle parking).

### This policy is required because:

Strategic housing and employment sites will continue to be part of the strategy for meeting population and jobs growth in Hampshire. We must ensure that new developments provide high-quality places for residents and workers that are sustainable in transport terms and well integrated with the existing transport network and surrounding communities. High quality spaces (streets, pavements, and green spaces)

enhance our sense of community, are cleaner, support our health and well-being and bring economic value.

For all new developments, the needs of all road users should be assessed using the **Road User Utility Framework**, the **Movement and Place Framework** and **Healthy Streets** principles. By doing so a more accessible, inclusive, often lower cost and smaller scale infrastructure is needed. Opportunities to reduce the need to travel and widen the choice of modes should be identified and incorporated into master planning development sites at an early stage. Developers should assess and mitigate the environmental (including carbon emissions and air pollution), social and economic impacts of developments, alongside the more direct transport impacts that would traditionally be picked up in a standard transport assessment.

**Implementation of this policy will be supported by:**

- establishing a **Movement and Place Framework** (see *Core Policy C1*) to assist LPAs as they develop their Design Codes and Supplementary Planning Documents with transport and highway elements;
- producing and maintaining a portfolio of County Council **Technical Guidance** to aid in the planning process. These will set out the technical standards that we require to be met to achieve a high-quality infrastructure and street space, and will provide guidance on the use of **assessment tools** such as:
  - the DfT Cycling Level of Service (CLoS);
  - Healthy Streets audits;
  - the application of Manual for Streets and the Design Manual for Road and Bridges;
  - Transport for New Homes checklist;
  - LTN 1/20 Cycle Infrastructure Design (DfT, 2020);
  - Walking, Cycling & Horse-Riding Assessment & Review (WCHAR); and
  - other national tools developed subsequent to the publication of this plan;
- producing and maintaining development planning guidance on undertaking **transport assessments and preparing travel plans**;
- working in partnership with LPAs to ensure that officers within both tiers receive **training and support around the role of planning in population health and Healthy Streets**, and other tools and guidance used for transport matters, as well as on-site training around accessibility needs;
- encouraging developers to **reduce the need to travel and widen the choice of modes**, by actively embracing concepts like 20 minute neighbourhoods, filtered permeability, low traffic neighborhoods, use of shared mobility hubs, parking strategies and by designing developments to enable convenient access to public transport options;
- adopting an 'infrastructure first' approach when seeking **contributions towards public transport provision** (i.e. contributions towards bus priority measures before

revenue support). Revenue funding support for public transport services will only be considered when there is a clear evidence base indicating that long term viability can be sustained;

- creating guidance on the **location of new schools** to encourage the use of walking and cycling routes by pupils and parents;
- encouraging developers to provide **traffic free entrances to new schools**, with separate vehicular access to school sites for staff, visitors, accessible parking users, servicing and emergency services. Traditional approaches to accessing school sites can put many different types of road users in conflict causing school gate congestion which can be uncomfortable for some vulnerable road users. For new schools where historic infrastructure constraints are less prevalent then opportunities should be taken to provide traffic free access points. We recognise that this may not be possible when developing historic schools, but the opportunity to do so should be investigated.
- future proofing **access points for adjacent planned developments**, to support site connectivity and permeability;
- ensuring developers actively seeking the **adoption of access roads and internal streets** for new developments comply with the County Council's requirements and offer public benefit, helping to achieve the aim of better neighbourhoods;
- providing **pre-application advice to developers** on a cost recovery only basis.

## 7.8 Strategic Infrastructure

Strategic Infrastructure	
<p>Hampshire’s strategic transport infrastructure includes the motorways (M3 / M27) and trunk roads (A3 / A27 / A34 / A303 / A31 / A36) managed by National Highways (formerly Highways England), and the rail network managed by Network Rail. This strategic transport network serves people and freight and is vitally important to achieving sustainable development and economic growth within Hampshire. It provides sub-regional and national connectivity including a critical gateway for freight between the manufacturing hubs of the Midlands and the international deep-water port of Southampton. Furthermore, Hampshire’s digital infrastructure and connectivity has an increasingly significant role to play in providing clean and green transport and travel solutions.</p> <p>Much of this strategic infrastructure is not in the direct control of the County Council, but is considered to be critically important in achieving the outcomes set out in this LTP.</p>	
<p>‘We aim to build on effective partnerships at a regional and national level to influence investment decisions for the strategic road, rail and digital network which deliver the greatest benefits for Hampshire’s residents and economy. Strategic infrastructure improvements should complement enhanced local bus, cycling and walking networks.’</p>	
<p><b>Policy SI1</b></p>	
<p>Work with partners to deliver targeted improvements to Hampshire’s strategic rail, road and digital infrastructure</p>	

### Contribution to achieving our LTP4 outcomes

	<p>A carbon, neutral and resilient Hampshire</p>	<ul style="list-style-type: none"> <li>Better strategic rail infrastructure would increase the frequency and capacity of rail freight and passenger services that operate in and through Hampshire. This is considered essential for broadening Hampshire’s transport offer and reducing the dependency on the private car.</li> </ul>
	<p>Respect and protect our environment</p>	<ul style="list-style-type: none"> <li>New infrastructure schemes have the potential to reduce environmental problems such as air quality, and also improve the environment (e.g. by delivering a net gain in biodiversity).</li> </ul>
	<p>Thriving and prosperous places</p>	<ul style="list-style-type: none"> <li>Integrated, smart, safe and reliable road and rail connections between Hampshire and the rest of the country and major international gateways is critical to the success of Hampshire’s economy....</li> </ul>





Healthy, happy,  
and inclusive  
lives

- ...and will improve access to services, opportunities and life chances for all.

## Policy SI1: Work with partners to deliver targeted improvements to Hampshire's strategic rail, road and digital infrastructure

### We will:

- a) work with our rail industry partners to support delivery of **improved rail capacity** (passengers and freight) and better service **connectivity and frequency**;
- b) support multi-modal passenger and freight access for our **key international gateways**, including Port of Southampton, Portsmouth International Port, Southampton Airport, and Heathrow Airport;
- c) support targeted improvements to the wider **strategic road network (SRN)** and **major road network (MRN)** where there is a clear safety, economic, health or wider social case;
- d) support the future proofing of Hampshire's **digital network** and work with the public and private sector to secure gigabit connectivity across the whole of Hampshire (delivered through full-fibre connections and future 5G networks);
- e) support new national infrastructure schemes where the **environmental impacts** have been fully assessed and appropriate mitigation measures specified. We would like schemes provided by national infrastructure providers to achieve a 10% net gain in biodiversity, either as part of the immediate scheme design, or by creating new habitat elsewhere (funded within the overall cost of the scheme).

### This policy is required because:

Hampshire has the fourth largest economy in the country (of the 24 UK combined authorities/city regions) and is the largest exporting region in the South East. Large and strategically important sectors of the economy are highly dependent on transport links, including access to international gateways.

Many of Hampshire's strategic roads are at or near capacity at peak times. These pressures are expected to worsen, particularly as major developments come forward, such as at Welborne (off the M27), at Fawley Waterside, and to the west of Basingstoke near the M3. Securing modal shift from road to rail is necessary to reduce highway congestion and improve air quality which, in turn would boost business productivity and improve the quality of life for local residents.

The need to future-proof Hampshire's digital network with gigabit data coverage is not only vital for the County Council's inclusive economic recovery and health and well-being agendas but also to meet the LTP4's vision of a carbon neutral transport system.

### Implementation of this policy will be supported by:

- working with our regional partnerships and directly with the **National Infrastructure Commission** to draw attention to the growing strategic infrastructure deficit in the South East, which is inhibiting sustainable development and economic growth;
- proactively engaging with **Transport for the South East (TfSE)** in the development of its policies and plans for the South East region. We will actively contribute to the evidence base to support the development of TfSE’s technical route and theme-based studies which underpin its future Strategic Investment Plan. We will see to ensure that Hampshire’s own infrastructure needs are clearly acknowledged in the Plan.
- providing strategic leadership to Hampshire’s 13 local planning authorities. For example, producing the County Council’s regular **Hampshire Strategic Infrastructure Statement** to support local infrastructure delivery plans;
- working closely with **National Highways** (formerly Highways England) and **Network Rail / Great British Railways**<sup>25</sup> to inform their delivery plans with robust evidence-led transport assessments to secure improvements to the strategic road network (SRN) and the rail network that runs through the county.

### Strategic transport infrastructure priorities for Hampshire currently include:

<b>International gateways</b>	<ul style="list-style-type: none"> <li>• Junction 9 of M3</li> <li>• A326 multi-modal improvements to support the Solent Freeport<sup>26</sup></li> <li>• A34 (upgrade to motorway standard)</li> <li>• Western and Southern access to Heathrow schemes</li> </ul>
<b>Strategic rail improvements</b>	<ul style="list-style-type: none"> <li>• Woking flyover (a grade-separated junction at Woking to increase peak capacity on the South West Main Line services)</li> <li>• 4 track rail line between London and Southampton</li> <li>• Basingstoke rail freight bypass</li> <li>• Increased frequency of trains on sub-regional rail lines</li> <li>• Waterside Line - potential restoration of passenger services on the Fawley freight branch</li> <li>• Rail electrification, e.g. the Basingstoke to Reading rail line, as a priority.</li> </ul>

<sup>25</sup> Great British Railways is a planned state-owned public body that will oversee rail transport in Great Britain from 2023. The organisation will replace Network Rail as the operator of rail infrastructure, and will also control the contracting of train operations, the setting of fares and timetables and the collection of fare revenue in most of England.

<sup>26</sup> Freeports are usually located around shipping ports, or airports. Goods that arrive into freeports from abroad are exempt from tax charges, called tariffs, that are normally paid to Central Government. These taxes are only paid if the goods leave the freeport and are moved elsewhere in the UK. Otherwise, they are sent overseas without the charges being paid.

<b>Strategic Road Network</b>	<ul style="list-style-type: none"><li>• M27 junction enhancements (Jn7 to Jn10)</li><li>• M3 Junctions 6 to 8 (Basingstoke)</li><li>• Further Smart motorway on the M27 and M3</li></ul>
<b>Major Road Network</b>	<ul style="list-style-type: none"><li>• A33 corridor to serve an M3 to M4 link</li><li>• Redbridge Causeway</li><li>• Hayling Island Bridge</li></ul>

# Part E: Implementation





## 8. Proposed implementation approach

### 8.1 Our proposed route to 2050

Our proposed route to achieving our LTP4 vision and outcomes by 2050 is summarised below.

A more detailed route map, structured around the core and theme-based policies is presented in Figure 16 and Figure 17.

*In the short-term (0-5 years)*, we will focus on achieving a 'green' and 'healthy' recovery from COVID-19, and kick-starting the local, rapid and transformational actions needed to reduce transport-related carbon emissions and remain on-track to deliver our climate change targets. This will include:

- Achieving the cultural shift required to deliver the adopted LTP4, both within our organisation and amongst our delivery partners and stakeholders. Shifting away from 'planning for vehicles', towards '**planning for people and places**' and an increased focus on '**decide and provide**' policies which will deliver our LTP4 vision. An emphasis on **modal shift** and **managing demand for road space**, rather than just supplying the extra capacity to meet this demand.
- Developing the **Movement and Place Framework** and defining how the Framework, the **Road User Utility Framework**, and the **Healthy Streets** approach will influence the delivery of the Core and Theme-based policies.
- Reviewing and updating our **Technical Guidance Notes** to reflect the adopted LTP4, including the need to put climate change at the heart of decision-making and detailed recommendations of the Integrated Sustainability Assessment. This will include embedding new or updated processes where appropriate.
- Completing **Local Cycling and Walking Infrastructure Plans (LCWIPs)** for the whole of Hampshire, with priority schemes delivered or in progress (subject to available funding).
- **Enhanced Quality Partnership** in place between Hampshire County Council and the bus operators, driving joint delivery of the **Bus Services Improvement Plan(s)**. Re-building trust in public transport and growing patronage.
- Clarifying the Council's role in **accelerating transition to zero emission vehicles**, in advance of Central Government targets.
- Investigating further, the potential role of **charge-based demand management measures** (pay-as-you-drive charges) in Hampshire, and identifying next steps.
- Better **integration of transport and land-use planning**. Through this LTP4 we are seeking to have a stronger influence on land use planning and in the regeneration of

our high streets and town centre by setting out clear transport and highways development control policies and guidance.

- Working with relevant stakeholders to deliver our **Equitable Transport Ten Point Plan** (see *Core Policy C1*).
- Developing **Theme Strategies** such as a Hampshire Freight Strategy, an updated Network Improvement Plan, and an updated Resilient Network Management Plan; and Area-based Strategies for key travel-to-work areas such as the Solent Area.
- Delivering the **existing pipeline schemes** that remain consistent with the adopted LTP4, and newly prioritised schemes.

*In the medium-term (5-10 years)*, we will seek to deliver the measures required to support a large-scale shift in mode use, encourage further uptake of new concepts and technology solutions, and achieve the transition from traffic growth to traffic reduction.

*In the longer-term (10+ years)*, we will seek to consolidate travel behaviours in the context of significantly reduced car dependency, people-centric places, and fundamental changes in land-use which enables more local living and reduces the need to travel.

### Supporting Action Plan

We will maintain a live LTP Action Plan to focus our activity in the short-term and beyond. This will be maintained and updated on a regular basis to reflect new and changing priorities.



Figure 16: Our route to 2050 – Short-term priorities and longer-term expectations relating to Core policies

	Short-term (0-5 years)	Medium to long-term focus (Beyond 5 years)
<b>C1: Climate Change</b>	Developing and adopting a ' <b>designing for climate change</b> ' approach in terms of scheme design, assessment, adaption and mitigation. Embed new processes around carbon impact and climate change resilience. Re-focus scheme pipeline to deliver local actions that will reduce carbon emissions.	Acceleration of local transport measures to achieve a <b>10% reduction (approx.) in car traffic by 2030</b> (compared with 2019), to remain on-track to deliver carbon reduction pathway. Continued focus in 2030s and 2040s towards target to reduce transport-related carbon emissions to net zero (neutrality) by 2050 (assuming national lead on carbon reduction within freight sector).
<b>C2: Living locally</b>	Work with local planning authorities to encourage <b>integrated land-use and transport planning</b> , to reduce the need to travel. Support the roll out of <b>superfast / gigabit broadband</b> . Develop tools to support local communities / parishes / interested groups develop and implement <b>community-led schemes</b> . Identify schemes and opportunities to support local living.	Better integration of transport and land-use planning, regarding new development. Wider roll out of <b>public realm schemes in town, district and village centres and transport improvements which encourage local living and support the development of 20 minute neighbourhoods</b> . Schemes to support more use of local shops and services, more shorter trips by non-car modes, more trip chaining; and higher levels of home working and use of online retailing and services.
<b>C3: Behaviour change</b>	<b>Information, training and support measures</b> to encourage and enable everyone to change how they choose to travel. On-going throughout the period of the LTP to meet changing needs and priorities.	
<b>C4/C5: Planning for people and places</b>	Increased focus on policies which support <b>modal shift and manage demand for road space</b> , meet the needs of people and provide places where people want to live, work and visit. Development and application of <b>Transport User Hierarchy, Movement and Place Framework, and Healthy Streets approach</b> .	Increased focus on schemes which enable <b>many people living in Hampshire's urban areas to adopt low car-use lifestyles</b> , provide a range of attractive travel choices for both urban and rural residents which support <b>physically active and rewarding lives</b> ; and help to create economically <b>successful and vibrant places</b> .
<b>C6: Safe System approach for Hampshire</b>	Build on existing practices to work towards a <b>Safe System approach</b> to road safety delivery in Hampshire.  Seek to ensure that <b>actual and perceived safety does not deter people from travelling</b> , particularly by walking, cycling, and public transport.	Safe Systems approach <b>adopted by those who design, maintain and operate all parts of the transport system</b> .
<b>C7: Air quality, noise</b>	Co-ordinated action with district / boroughs and neighbouring authorities, promotion of sustainable travel, and measures to accelerate uptake of zero emission vehicles within the Council, by public transport operators and by local residents - to <b>reduce harmful emissions</b> . Investigation of the <b>potential role of charge-based demand management</b> in Hampshire.	Measures in place manage air pollution, and reduce transport-related noise.
<b>C8: Protecting the environment</b>	<b>Embed and apply new processes around biodiversity and environmental net gain</b> .  Schemes to create <b>more green infrastructure for walking and cycling</b> , including carefully planned planting to provide shade and shelter, and reduce noise and air pollution.	Schemes requiring new infrastructure involving works outside of the existing carriageway <b>deliver a net gain in biodiversity and environmental gain</b> to enhance our natural and historic environments.
<b>C9: Safe, efficient, and sustainable movement of goods</b>	<b>Engage with freight sector</b> and relevant stakeholders, to raise profile of freight within transport planning. <b>Support trials of new concepts and technologies</b> (e.g. urban logistics concepts being trialled within the Solent Future Transport Zone). Develop and implement <b>Hampshire Freight Strategy</b> , aligned with emerging Freight Strategy for the South East.	On-going engagement with freight sector, including around <b>low carbon HGVs</b> . On-going implementation of freight strategy. <b>New approaches to freight deliveries become more widespread in Hampshire</b> , including freight-based mobility models, freight consolidation centres, use of low carbon vehicles for last mile deliveries. Improvements to <b>nationally important road and rail freight corridors</b> (delivered by others) improve journey time reliability and enable a shift from road to rail freight.
	2020	2025
		2050

Figure 17: Our route to 2050 – Short-term priorities and longer-term expectations relating to Theme policies

	Short-term (0-5 years)	Medium to long-term focus (Beyond 5 years)
<b>Healthy Places</b>	<b>Invest in cycling and walking-focused environments, and training and promotion activities</b> to build on the uptake of walking and cycling during the pandemic.	<b>Wider roll out of walking and cycling focused environments, to enable a mass shift in mode use</b> and enable a high proportion of journeys in our urban areas to be undertaken by walking and cycling. Community-led initiatives to create healthy neighbourhoods and local centres become more widespread.
<b>Public Transport</b>	<b>Focus on recovery of public transport patronage to pre-pandemic levels, and growing patronage further.</b> Establish Enhanced Partnership with bus operators and begin delivering Bus Service Improvement Plan. Deliver SE Hants Rapid Transit infrastructure; enforce bus lane infringements; deliver bus stop / interchange, information and ticketing improvements. Build the case for further mass rapid transit or bus rapid transit-type services.	<b>Further investment in bus priority</b> (e.g. extension of Eclipse Busway, Basingstoke and Blackwater Valley, new developments). Further service, ticketing and information improvements to meet customer needs. Potential re-opening of Waterside Rail Line.  On-going work with public transport operators (buses, taxis, trains, ferries) to transition to a <b>zero emission fleet</b> .
<b>Future Mobility</b>	<b>Seek to accelerate the uptake of electric and other low emission vehicles, prior to the proposed national ban on the sale of new petrol and diesel cars and vans in 2030</b> - leading by example and co-ordinating with external partners (e.g. on provision of electric vehicle charging points).  <b>Trial and implement new technologies</b> , including personal mobility and sustainable urban logistics concepts being trialled within the Solent Future Transport Zone.	<b>Wider adoption of new technologies</b> which offer attractive alternatives to private car use and encourage use of smaller vehicles, e.g. subscription-based mobility services, micro-mobility solutions, mobility hubs, shared ownership and use models).  Developing <b>strategies to adapt to emerging Connected and Autonomous vehicles</b> - High levels of vehicle automation with limited input from 'drivers', expected; but timescales for full automation under all conditions unclear.
<b>Balancing Travel Demand</b>	<b>Manage the network (traffic, deliveries, parking, enforcement activity and streetworks) to achieve a better balance between access by car and the needs of others.</b>  <b>Explore the use of charge-based demand management measures</b> to encourage mode shift, improve quality of place and quality of life, and to help pay for improved walking, cycling, and public transport infrastructure.	<b>Implement identified approach to charge-based demand management measures.</b>
<b>Rural Transport</b>	Measures led by public transport providers, local communities and providers of public services to <b>allow rural residents to access jobs, services, and opportunities by a choice of modes</b> . Trial and implement new technologies and approaches (e.g. demand responsive transport). Support measures to encourage sustainable access to the countryside.	<b>Wider roll out of measures to improve</b> accessibility in rural areas and provide realistic alternatives to reduce dependency on the private car.  <b>Wider adoption of new technologies</b> which broaden travel choice, such as community-led mobility
<b>Asset Management</b>	Develop and implement <b>sustainable strategies and processes to improve the resilience of the highway network and reduce the carbon impact of highway operations.</b>	<b>Resilience and carbon reduction measures are core to policy and decision making and embedded throughout the highway service.</b>
<b>Development and Master-planning</b>	<b>Work with Local Planning Authorities, developers and others</b> to achieve more integrated transport and strategic land-use planning leading to new development that reduces the need to travel, widens travel choice, and delivers high quality neighbourhoods.	
<b>Strategic Infrastructure</b>	Work with partners to deliver <b>targeted improvements</b> to Hampshire's strategic rail, road and digital infrastructure.  Strategic infrastructure schemes (delivered by others) <b>support national and sub-national economy</b> and <b>offer efficient and competitive transport options</b> by private and public transport, road and rail.	

2020

2025

2050

## 8.2 Prioritising and developing interventions

Funding for transport schemes is limited. It will never be possible to deliver all the schemes that we would like. Moreover, some schemes will be more effective than others at delivering our LTP4 outcomes. We therefore need to ensure that we focus on those schemes which deliver the greatest benefits for the largest number of people, and the most value for money.

Our approach to prioritising investment and developing schemes for delivery is shown in Figure 18. It applies a common set of prioritisation criteria across all potential interventions; and seeks to provide a proportionate, consistent and transparent approach for decision-making. It is aligned with the Department for Transport's Business Case approach<sup>27</sup>, and seeks to **prioritise schemes** which:

- will make a **substantial positive contribution** to delivering the LTP4 outcomes and guiding principles and are aligned with our policies;
- represent **value for money**;
- are **affordable**, in terms of both infrastructure and on-going maintenance requirements;
- are **feasible and deliverable**, because the risks are manageable, there is a clear funding source available (including 3rd party contributions or full funding), and/or the scheme will generate income.

Our **Gateway Process** ensures appropriate scrutiny and approval at key decision points in the scheme development process.

We will draw on ideas from a wide range of sources, including stakeholders and the public. A **Problems and Ideas Pool**, comprising high level concepts, will be identified and updated on a regular basis. Ideas should focus on addressing problems, rather than describing a pre-conceived concept solutions.

All schemes in the Problems and Ideas Pool will be subject to an **Initial Assessment (Compliance Review)** which will examine whether the concept is:

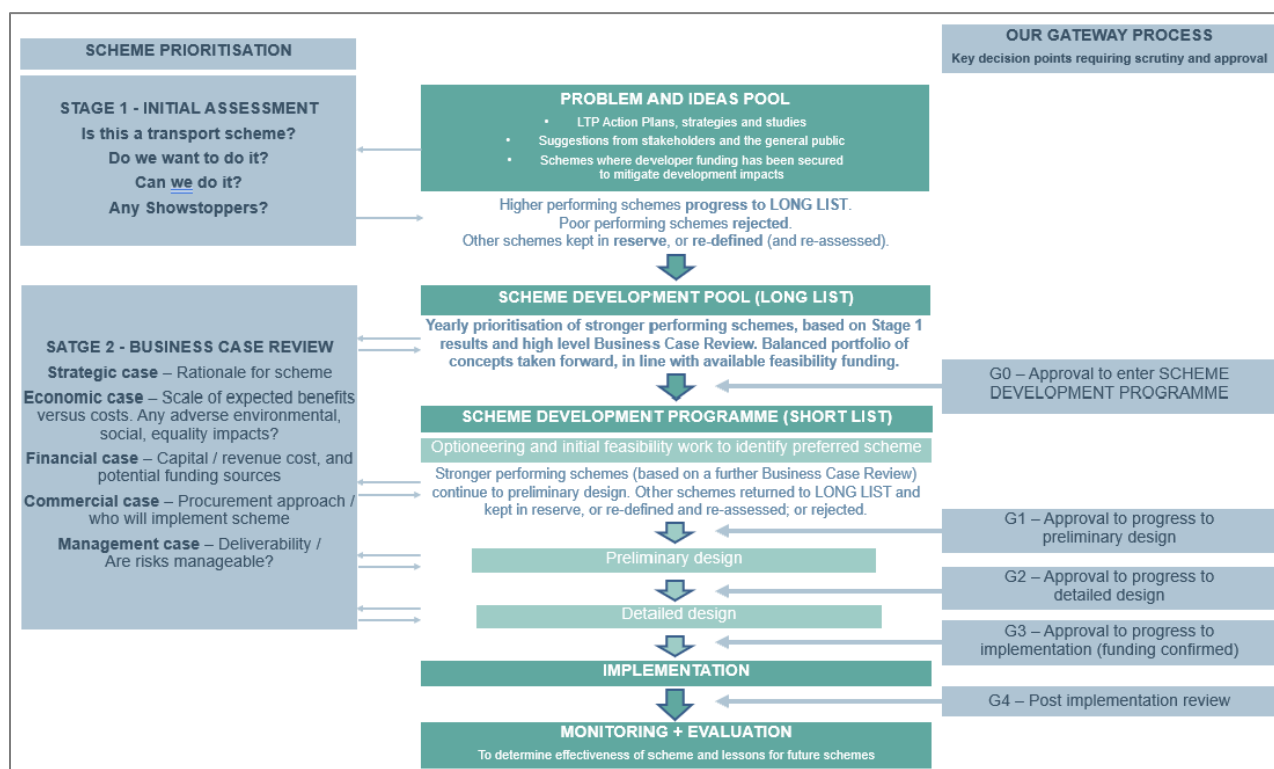
- a valid transport scheme which will contribute to the LTP4 outcomes (**Is it a transport scheme?**);
- compliant with our LTP4 and corporate priorities / policies (**Do we want to do it?**);
- deliverable, with no adverse climate change, environmental, social, equality, and health showstoppers which would be very costly or challenging to mitigate (**Can we deliver it?**).

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<sup>27</sup> Department for Transport (2013) The Transport Business Cases



**Figure 18: Our approach to prioritising and developing interventions**



Higher performing schemes from the Problems and Ideas Pool will progress to the **Scheme Development Pool (Long List)**. An annual prioritisation process, based on Stage 1 (Initial assessment) results and a high level Business Case Review, will be undertaken to identify which schemes progress to the **Scheme Development Programme (Short List)** and receive funding for initial feasibility and optioneering work. A balanced portfolio of concepts will be taken forward to the Short List in line with the available funding.

Schemes on the Short List will progress through feasibility and optioneering, preliminary design, detailed design and implementation, providing they continue to meet the **Business Case assessment criteria** and receive the appropriate **Gateway approval** at each stage.

Schemes will be continually reviewed and assessed as more information becomes available at each stage of the scheme development / design process. Schemes which are found to perform less well as further development work is undertaken will be returned to the Long List and kept in reserve, or re-defined and re-assessed; or rejected.

Some schemes which deliver significant change may be high cost but deliver high value for money. Cost alone will not, therefore, be a reason for assessing a scheme as low priority. Larger schemes will often require us to bid for external funding from Central Government. Where local funding can be identified, higher priority schemes will be developed to a state of readiness to take best advantage of appropriate bidding opportunities.

The prioritisation process means we select the best transport schemes we can progress within available resources. Inevitably this will mean not doing some schemes that others would like us to do. This is often the case when a scheme is not primarily a transport scheme. This can apply to some public realm enhancements which provide few mobility benefits. We are usually very supportive of such schemes and are happy for others to fund initial feasibility or design work which the Council then undertakes on a cost recovery, consultancy basis. In practice, a growing number of schemes are now being funded by districts, parishes, town councils or other bodies.

### Assessing climate change, environmental, social, equality and health impacts (integrated impact assessment)

We will ensure that all transport schemes are assessed from the early stages of development (through to construction or implementation) to understand any potential climate change, environmental, social and equality, and health impacts.

Scheme promoters will be required to undertake a high level integrated impact assessment for the Stage 1 - Initial Assessment (Compliance Review) to flag any showstoppers, and a further review at Stage 2 – Business Case Review based on the additional evidence available at that stage.

For schemes requiring planning permission, we will ensure that the following formal assessments are undertaken and act on the findings: Environmental Impact Assessment (EIA); Health Impact Assessment (HIA); Habitats Regulations Assessment (HRA); and Equalities Impact Assessment (EqIA).

For all schemes, wherever possible, we will seek to avoid or mitigate any potential negative impacts identified and enhance any potential positive impacts.

#### **Assessing climate change impacts**

Within the Council, there is now an obligation to consider the expected change in carbon emissions and assess climate change vulnerability, when making key decisions.

A ‘**carbon check**’ will be undertaken as part of Stage 1 - Initial Assessment to flag up schemes with the potential to adversely impact on our climate change commitments. Higher level approval will be required to progress these schemes and any subsequent development work will need to fully consider the scale of the potential impact and the scope for mitigation action.

To inform the Stage 2 - Business Case Review, we will seek to **estimate the carbon impact of schemes**, making use of existing tools (available now or in the future) or by developing our own in-house approach. Potential for offsetting will be considered as part of the assessment.

### 8.3 Area strategies

The LTP4 sets the policy framework against which we will develop **area transport strategies and area action plans**.

**Area transport strategies** look in depth at a particular geography. Typically these cover areas defined by towns or urban areas and their catchments. Examples include the Basingstoke and Winchester Movement Strategies. In some cases, they focus on an area with a common transport challenge, where we need to dive deep into issues or complex movement problems in order to identify solutions. An example of this includes the Waterside Transport Strategy which is required because of potential growth of national significance e.g. large scale port expansion requiring a Development Consent Order (DCO).

Area strategies may initially be formed with an “indicative” status. This allows us to have meaningful dialogue with the community, planning authorities and developers about options and solutions formally adopting a ‘full’ area strategy. A ‘full’ strategy has a higher order status. These may be agreed by a planning authority which then supports better integration of land use and transport planning.

Once an area strategy has been developed, and sometimes in parallel, we will develop an **area action plan**. An action plan typically sets out a 3 to 5 year programme of feasibility work, detailed design and delivery of schemes.

Development of area strategies requires intense effort and is expensive, and it is important that we prioritise where and when we develop area transport strategies. The most recent strategies have been developed in areas where there is significant growth pressure and change likely, where there is a particularly difficult transport challenge or set of problems that needs solving, or where we expect there to be funding opportunities. Over the next 5 years the case for new or refreshed strategies will be considered for:

- **Eastleigh** surrounding area;
- the **Solent** region with a particular focus on Gosport, Havant and Fareham; and
- the **Blackwater Valley** or its constituent urban settlements.

We are also aware of significant regeneration potential for **Andover** and **Farnborough** town centers which may trigger the need for new area strategies to be developed in line with land use changes being led by the borough / district councils.



## 8.4 Funding

There are many sources of funding for transport projects. Typically these include:

- **annual transport grants** from Central Government to pay for improvement and maintenance of transport infrastructure;
- **competitive bidding** (against other local authorities) for Central Government funding (e.g. challenge funds);
- **developer contributions** for mitigating development impacts, e.g. Section 106 agreements and Community Infrastructure Levy (CIL); and
- the **County Council's own budget**.

Hampshire receives a transport allocation each year from Central Government. This is for improvements and maintenance of the transport infrastructure and is set by a national formula. In real terms the level of funding has declined over time. The Asset Management section of this LTP4 has highlighted that current funding levels are insufficient to maintain the asset and that there is a growing maintenance backlog. There are also early indications that the Government are intending to change the grant system for transport improvements. This means that future grants may be based on the strength of the LTP, its ambition and compliance with national policy agendas.

Hampshire has historically been successful in bidding to Government for various challenge funds. The vast majority of our highways capital programs in recent years have been made up of schemes we have bid for in competition against other local authorities. This is likely to continue to be the case going forward. Our approach to securing these investments is to gather intelligence on funding opportunities, craft strategies and plans with an awareness of what is likely to be forthcoming, and speculatively invest in scheme development and area strategies. We also maintain a local evidence base (strategic transport models) to support the development of strong bids.

Developer contributions are secured through the planning process. They are taken to mitigate the transport impact of a particular development. They make up a significant proportion of the capital program.

The County Council has historically, and continues to put limited local funding into scheme and strategy development and into maintenance funding.

These are likely to remain the main sources of funding going forward and the LTP Action Plan and program of studies and schemes will only be able to come forward with continued national and local funding and more bidding success.

The near horizon for national funding is indicating opportunities around schemes that:

- will support the levelling up agenda;
- are part of well crafted Bus Service Improvement Plans (BSIP's);

- deliver high quality and high impact active travel schemes; and
- support a transition to cleaner fuel vehicles, or
- are road schemes with national importance.

This LTP4 and the first 5 year Action Plan has been drafted with these future funding opportunities in mind.

Beyond this first 5 year period new sources of funding may become available or be needed over time. The LTP4 section on Balancing Travel Demand indicates some new areas of potential funding related to demand management and tackling pollution from transport through new fees and charges. These would be subject to future study and development work.

The County Council would like to see some changes to national funding for transport to make the system and process of competitive bidding more efficient and effective. Our strategic asks of Central Government are:

#### **Strategic funding ‘asks’ from Central Government**

- A **consolidated Highways and Transport Fund multi-year settlement**, over at least 5 years and aligning with national infrastructure funding periods, to help with forward planning and provide certainty to operators and other stakeholders considering transport-related investment.
- Allow **greater flexibility over revenue and capital spend**, potentially moving towards a total expenditure (totex) approach (which would benefit highway maintenance). Possibly including amending CIPFA<sup>28</sup> regulations to allow earlier capitalisation of scheme study costs and policy development.
- A **simplified approach to mixing different funding streams** from different parts of Government for the same project. Matching different funds, with differing conditions, deadlines for spend and processes makes managing funding complicated
- More **substantial and sustained funding for the delivery of public transport, cycling and walking infrastructure**. By our own estimates the levels of funding available nationally need to be increased by 2.5 times the stated levels in national policy documents and maintained for many years to come if we are to make the modal shift to these modes a reality.

<sup>28</sup> Chartered Institute of Public Finance and Accountancy (CIPFA) – sets standards for public expenditure.

## 8.5 Measuring our success

We will monitor our progress in achieving the proposed LTP4 outcomes on an on-going basis, to ensure that the schemes and measures that we are implementing are delivering the changes we are expecting, and change our approach if necessary.

### Monitoring indicators

Meaningful and affordable indicators will be identified to monitor progress in achieving each of the proposed LTP4 outcomes and 'success factors' (see Table 1). Where possible, monitoring data that is already available and collected on a national, regional or local basis will be used to track progress.

Examples of potential indicators include:

- mode share, public transport patronage, walking and cycling activity
- vehicle-kilometres by vehicle type
- percentage of zero emissions vehicles in the fleet
- biodiversity net gain for new schemes
- number of Air Quality Management Areas in place
- Transport for New Homes checklist, to assess transport performance of new developments
- road collisions resulting in fatal, serious, and slight injuries (number and rate; adults, children, and vulnerable users)
- public satisfaction.

A full list of **monitoring indicators** will be included in the final, adopted version of the LTP4, following public consultation on this draft version.

### Targets

**Targets** will be set for key indicators.

**Table 1: LTP4 outcome ‘success factors’ (see Section 4.2 for LTP4 outcomes)**

<b>Outcome</b>	<b>Success would mean ...</b>
<b>A carbon neutral, resilient Hampshire</b>	
<b>Outcome A</b>	<ul style="list-style-type: none"> <li>• Carbon emissions associated with the use of all transport modes (including the generation of energy to power them) virtually reduced to zero. Any remaining carbon emissions are offset by fully sustainable planting or carbon capture.</li> <li>• Fewer vehicles, with higher levels of usage (to make most efficient use of road space and energy required to produce and run each vehicle).</li> <li>• Public transport, walking and cycling to become the preferred option for travel, resulting in reduced dependency on the private car.</li> </ul>
<b>Outcome B</b>	<ul style="list-style-type: none"> <li>• Infrastructure is located, planned, designed and maintained to be resilient to climate change, extreme weather, and incidents; ensures travelling in extreme temperatures is as comfortable as possible; and is cost effective to maintain.</li> <li>• Services and routes return to normal as quickly as possible after incidents on the network and the impact of any disruption on people and businesses is managed. People are still able to access the vital services (e.g. health) during extreme weather, incidents and major disruptive events.</li> <li>• We are better prepared for any future pandemics or other major disruptive events.</li> </ul>
<b>Respect and protect Hampshire’s environment</b>	
<b>Outcome C</b>	<ul style="list-style-type: none"> <li>• National air quality limits for nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM) concentrations are fully met; and there are no Air Quality Management Areas (where emissions exceed national limit values) resulting from transport emissions.</li> <li>• Everyone can live, work and play in clean air - adverse impact of road transport emissions on health virtually eliminated.</li> <li>• Substantial reduction in the number of Hampshire residents that are exposed to unacceptable road, rail or air transport noise (55 decibels or more at night, 65 decibels or more during daytime).</li> </ul>
<b>Outcome D</b>	<ul style="list-style-type: none"> <li>• A net gain in biodiversity generally (i.e. a greater variety of plants and animals), and more green infrastructure for walking and cycling.</li> <li>• No net degradation of other aspects of the natural and historic environment, moving towards an overall net environmental gain by 2050.</li> <li>• A transport network that promotes access to the countryside for residents and visitors from all walks of life, whilst also preserving and protecting our natural and historic environment.</li> </ul>

<b>Thriving and prosperous places</b>	
<b>Outcome E</b>	<ul style="list-style-type: none"> <li>• Successful and vibrant places with economic growth and activity focused in locations that are accessible by walking, cycling and public transport.</li> <li>• High quality town and village centres with attractive walking and cycling environments where people want to spend time, to boost local economies.</li> <li>• Economic hubs and international gateways that are well connected to the regional and national transport network via reliable routes.</li> <li>• Improved access to opportunities and services especially for areas of deprivation and 'left behind places'.</li> <li>• High levels of digital connectivity, enabling people to access work, education, training, and services in a flexible manner.</li> </ul>
<b>Outcome F</b>	<ul style="list-style-type: none"> <li>• New development that is mixed use (with higher levels of people living and working locally), and in locations that are integrated with the transport system and avoid car dependency.</li> <li>• New housing development where people choose to walk and cycle, have good access to public transport, and there is minimal need for parking spaces.</li> <li>• New employment development in accessible locations that is well connected by a variety of different transport modes.</li> </ul>
<b>Healthy, happy, inclusive lives</b>	
<b>Outcome G</b>	<ul style="list-style-type: none"> <li>• More journeys undertaken by active modes (walking, cycling, scooters, horse-riding).</li> <li>• Streets that are busy with people rather than cars.</li> <li>• Increased levels of individual physical activity (more people travelling actively, more frequently), resulting in improved levels of physical and mental health.</li> </ul>
<b>Outcome H</b>	<ul style="list-style-type: none"> <li>• A transport system that is accessible, comfortable, and affordable for all in Hampshire, regardless of background*, income, rural or urban living, or access to the internet or technology.</li> <li>• Significantly more people being able to undertake journeys from end to end, by a variety of modes, in a seamless manner. A higher proportion of the population able to access jobs, services and opportunities by non-car modes.</li> <li>• A transport system that supports strong communities, where people can make connections, access leisure and recreation activities, and live happy lives.</li> </ul> <p><i>*This includes protected groups, under the Equality Act 2010, defined by age, disability, gender reassignment, marriage or civil partnership, race, religion or belief, gender, sexual orientation, pregnancy and maternity.</i></p>

## National targets

Our monitoring approach will have regard to current and future national targets for transport (Table 2).

**Table 2: Current national targets for transport**

National target / aim	National policy document
By 2050, every place in the UK will have its own net zero transport network.	Decarbonising Transport: A Better, Greener Britain (2021)
Double cycling activity by 2025 (compared with 2013) Increase walking to 300 stages per person per year. Increase the percentage of children aged 5 to 10 that usually walk to school from 49% in 2014 to 55% in 2025.	Walking and Cycling Investment Strategy (2017)
Half of all journeys in towns and cities will be cycled or walked by 2030.	Decarbonising Transport: A Better, Greener Britain (2021)
Get overall bus patronage back to its pre-COVID-19 level, and then to exceed it. From April 2022, Local Transport Authorities will need to have an Enhanced Partnership in place or be following the statutory process to decide whether to implement a franchising scheme.	Bus Back Better: A long-term strategy for buses in England, outside London (2021)
End the sale of new petrol and diesel cars and vans from 2030.	The Ten Point Plan for a Green Industrial Revolution (2020)
Phase out all new non-zero emission road vehicles, from motorbikes to HGVs, by 2040. Deliver a net zero railway network by 2050. Remove all diesel-only trains (passenger and freight) by 2040. <i>In addition, the Government is consulting on a phase out date for the sale of new non-zero emission buses.</i>	Decarbonising Transport: A Better, Greener Britain (2021)
National Air Quality Objectives – UK air quality limits	Air Quality Strategy



## 9. Glossary

**Accessibility** - In transport terms, the extent to which services and opportunities (such as health services and shops) and transport services, can be reached by all members of society at a reasonable cost and in a reasonable time scale.

**Active travel** - The terms 'active travel' and 'walking and cycling' are used in this document to encompass a range of methods of active mobility, including trips made by wheelchair, mobility scooters, adapted cycles and e-bikes.

**Air quality** - Term used to describe the levels of pollution in the air. Higher levels of pollution lead to lower air quality. Nitrogen Dioxide (NO<sub>2</sub>) is emitted by petrol and diesel vehicles; particulate matter (PM) is emitted by petrol and diesel vehicles, and also comprises brake, clutch and tyre dust from all vehicles. Both pollutants are harmful to human health and natural habitats.

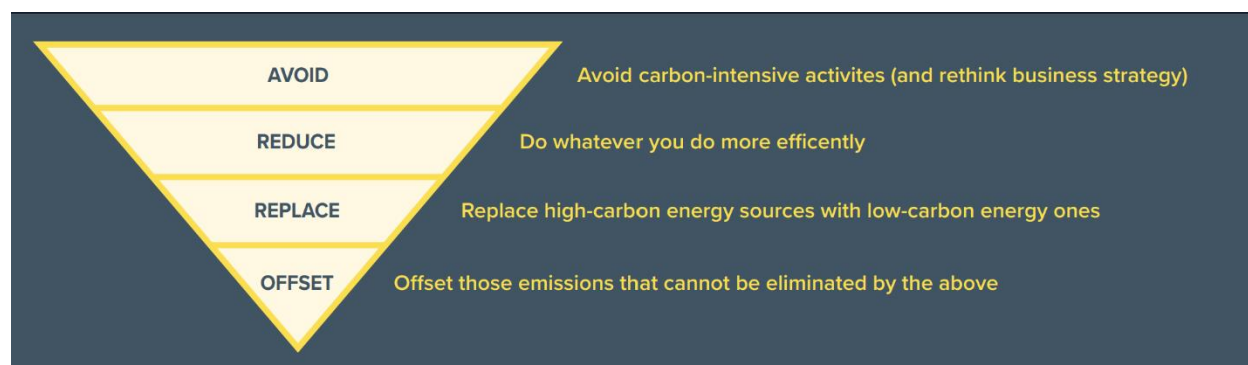
**Air Quality Management Area (AQMA)** - An AQMA is declared for an area where the local air quality is unlikely to meet the Government's national air quality objectives. Once an AQMA has been declared, the Council has to carry out further work to monitor the air quality in the area and identify what action can be taken to improve it.

**Autonomous Vehicle** - A vehicle that is able to operate itself and perform necessary functions without human intervention, by sensing their surroundings (also known as self-driving or driverless vehicles).

**Behaviour change** - A change in how people travel.

**Carbon budget** - The finite amount of carbon (or carbon dioxide, CO<sub>2</sub>) that can be emitted into the atmosphere before global temperatures exceed a specified temperature increase.

**Carbon Management Hierarchy** - Hampshire County Council's framework for achieving carbon neutrality by 2050, as set out in the [Hampshire County Council Climate Change Strategy 2020-2025](#). The order of priority for actions is AVOID, REDUCE, REPLACE, OFFSET.



**Carbon neutral (or net zero)** - A situation in which any carbon dioxide emitted to the atmosphere is balanced by **carbon offsetting**, i.e. removals through natural processes (for instance carbon dioxide absorbed by tree growth) or technological means (such as direct air capture).

**Carbon reduction pathway** - The year-on-year reduction in carbon emissions over time.

**Cargo bike** - A cycle that is specially designed to carry loads such as deliveries or heavy equipment.

**Clean Air Zone (CAZ)** - An area where targeted action is taken to improve air quality by reducing pollution from road vehicles e.g. through encouraging greater uptake of Ultra Low Emission Vehicles (ULEVs) and walking and cycling.

**Climate change** - A long term change in global or regional climate patterns and average temperatures, due to increased levels of greenhouse gases in the atmosphere (including carbon dioxide).

**Connected vehicle** - Vehicles that are connected to an external network in some way, such as a mobile phone (via Bluetooth), GPS (via a dashboard sat nav system), or internet (from an internal SIM). This allows the vehicle to share data with other devices both inside and outside the vehicle.

**Connectivity** - In relation to transport, this means the effectiveness of the transport network at getting people from one location to another.

**Consolidation centre / hub** - A place where many suppliers can have goods delivered and combined into a single fuller load on one vehicle, often smaller, for the last leg of the journey e.g. into the city centre.

**Decarbonisation** - Removing or reducing the carbon dioxide produced by human activities such as transport.

**Demand management** - Strategies or measures to reduce the demand for travel e.g. parking charges or road pricing.

**Demand Responsive Transport (DRT)** - A flexible form of shared transport where people book journeys on identified routes and vehicles alter their routes based on where the people travelling at that time wish to go, rather than fully following a fixed route or timetable. Dial-a-ride services scheduled through next day or advanced bookings are a traditional example. More recent applications of DRT seek to work dynamically, adjusting routes in real time to accommodate new pickup requests often made minutes in advance.

**Digital connectivity** - The ability to access services or activities through internet or mobile phone connections e.g. working from home or online doctor's appointments.

**E-bike** - A cycle with an electric battery to assist with pedaling.

**Electric vehicle** - EVs are vehicles that are either partially or fully powered on electric power.

**Enhanced Partnership** - An Enhanced Partnership is a statutory arrangement under the 2017 Bus Services Act which can specify, for example, timetables and multi-operator ticketing, and allows the Local Transport Authority to take over the role of registering bus services from the Traffic Commissioners.

**Environmental net gain** - This is an approach to infrastructure development that leaves the natural environment in a measurably better state than beforehand.

**E-scooter** - A scooter with an electric battery that propels it forward.

**Filtered permeability** – Refers to schemes that ‘filter out’ through car traffic on selected streets to create a more attractive environment for walking and cycling.

**Healthy streets approach** - The Healthy Streets Approach focuses on creating streets that are attractive, comfortable, and safe, where noise, air pollution, accessibility and lack of seating and shelter are not barriers that prevent people using streets. This is intended to lead to a healthier environment where people are able to choose to walk, cycle and use public transport more often.

**Integrated Sustainability Appraisal (ISA)** - This LTP4 has been subjected to a series of assessments that cover the topics of Sustainability and Strategic Environmental Assessment (SA/SEA), Habitats Regulations Assessment (HRA), Health Impact Assessment (HIA), and Equality Impact Assessment (EqIA). Taken together these various assessments are described as an ISA.

**Last mile** - The last leg of a journey, either for a person or goods being delivered.

**Local Cycling and Walking Infrastructure Plans (LCWIPs)** - Evidence-based plans that identify preferred walking and cycling routes that connect places that people need to get to. They identify a long-term prioritised programme of infrastructure improvements for future funding.

**Local Plans** - Local plans are prepared by the local planning authority (LPA), usually the district or borough council or the national park authority for the area. Succinct and up-to-date plans should provide a positive vision for the future of each area and a framework for addressing housing needs and other economic, social and environmental priorities.

**Micromobility** - The use of small mobility devices, designed to carry one or two people, or ‘last mile’ deliveries. E-scooters and e-bikes are examples.

**Mobility** - Technologies and services that enable people and goods to move around more freely.

**Mobility as a Service** - The integration of various modes of transport along with information and payment functions into a single mobility service. Recent services that allow customers to purchase monthly subscription packages giving them access to public transport and private taxi and bike hire schemes are an example.

**Mobility credits** - Credits provided in exchange for a private vehicle that is given up, which can be spent on certain forms of shared transport e.g. bus, rail, car club. The incentive is created by the credits being greater than the market value of the car.

**Mobility hub** - A high quality, accessible space bringing together access to different modes of transport e.g. bus, walking, cycling and e-scooter rental and to other activities and services.

**Mode shift** - A change in the way people travel e.g. from driving to cycling or from the bus to walking.

**Movement and Place Framework** - Identifies the relative balance between ‘movement’ and ‘place’ in different locations and informs decisions about the types of interventions required.

**Moving traffic offence** - This includes offences such as driving in bus or cycle lanes, failing to adhere to one-way systems and no-entry signs, banned left and right turns, U-turns, no-vehicle entry points and entering yellow box junctions.

**Multi-modal** - Involving more than one mode (type) of travelling e.g. both bus and train.

**Network management** - Running the highway network so that vehicles move around smoothly and efficiently. Management involves measures like responding to incidents and congestion build up.

**Noise Important Areas (NIAs)** - Areas in which the top 1% of the population affected by the highest noise levels from major roads live.

**Parking Management** - Strategies to improve the efficiency of parking in an area e.g. public car parks and on street parking within a town. This may involve changing the number of spaces available and the cost to park, to influence the number of people driving into an area and hence traffic levels.

**Public transport** - Transport that charges fares and runs on fixed routes and is available for use by the public e.g. bus, train and coach.

**Ride-sharing (sometimes known as car-pooling)** - Formal or informal sharing of rides between unlicensed drivers and passengers with a common or similar journey route. Ride-sharing platforms charge a fee for bringing together drivers and passengers. Drivers share trip costs with passengers rather than making a profit.

**Rights of way** - Public roads, bridleways, and footpaths.

**Settlement hierarchy** - A “settlement hierarchy” ranks and classifies settlements, based on the availability and accessibility of a broad range of facilities, a settlement’s economic role and the environmental constraints to development. Settlements that are in a higher tier of the hierarchy will often be more sustainable locations for new development, because residents would be able to access a greater range of services and facilities more easily, without the need to travel by private car.

**Shared mobility / shared transport** - Transport services and resources that are shared among users, either concurrently or one after another. Public transport, or mass transit, as well as newer models such as car-sharing, bike-sharing and ride-sharing, are all types of shared mobility.

**Sustainable transport / travel** - Forms of transport / travel that have a low impact on the environment e.g. walking and cycling.

**Workplace parking levy** - A charge on employers and education organisations for the number of parking places they provide that are regularly used by employees or students.

**Zero emission vehicles (ZEVs)** – This includes battery electric vehicles, and vehicles powered by other fuels derived from electricity (e.g. hydrogen), and potentially bio-fuels.

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