

25 November 2025

Agenda Item:

REPORT OF THE EXECUTIVE DIRECTOR, PLACE

2025/26 HIGHWAYS CAPITAL & REVENUE PROGRAMMES UPDATE

Purpose of the Report

1. Following determination of the County Council budget allocations on 27 February 2025, on 21 March 2025 the Cabinet Member (Transport & Environment) determined the 2025/26 highway funding allocations along with the capital and revenue programmes the Council intends to deliver using the £145m it is investing in Nottinghamshire's highways during 2025/26 (including funding secured through successful external funding bids).
2. The purpose of this report is to:
 - a. update the Cabinet Member (Transport & Environment) on the delivery progress of some of the externally funded and major transport schemes; and to recommend to the Cabinet Member some amendments to the highways capital and revenue programmes proposed for delivery during 2025/26
 - b. seek approval for the Council to pay a grant from externally provided Bus Service Improvement Plan funding of £1,960,679 to Nottingham City Transport and £1,666,919 to Stagecoach East Midlands towards the purchase of 26 zero emission buses
 - c. seek approval for the Council to accept the additional externally provided Zero Emission Bus Regional Area 2 scheme grant funding of £2,680,057 and pay the grant to Stagecoach East Midlands towards the purchase of 42 zero emission buses and associated chargers.
3. This is a Key Decision because it will result in expenditure of £1million or over. The key decision was included on the Forward Plan that was published on 24 September 2025.

Information

4. The proposed programmes detailed in this report and its appendices form part of the County Council's strategy to help deliver its Nottinghamshire Plan 2021-31 objectives, investing in Nottinghamshire's highways to improve our transport networks, related to supporting:
 - The economy – by improving access to jobs, training, local centres, and visitor attractions; reducing the economic impacts of journey time delay; improving the resilience of transport networks; and to help deliver growth in the county.
 - The environment – by reducing transport's impacts on the environment; and encouraging and enabling people to make journeys by zero emission and low carbon transport options
 - Health and wellbeing – by making our networks safer for all road users; encouraging and enabling more active lifestyles; and by reducing harmful emissions from transport.

- Thriving place and communities – by better connecting communities to each other, as well as to work, training, leisure activities and essential services.

Programme Updates

5. Delivery of the highways programmes is underway with significant progress being made. Ongoing programme and financial management review has identified schemes that will be delayed or are no longer required for delivery. Alongside further feasibility, development, and design work undertaken on potential schemes this work has also identified a small number of improvement schemes that could now be added to the 2025/26 highways programmes for delivery within the available 2025/26 funding allocations. Throughout the year, the County Council also seeks to obtain external funding from developers for specified highways improvements to mitigate the impacts of new development on the highway networks, and the proposed revised programmes also include such schemes. All the programme amendments are highlighted within the relevant appendices to this report, and include:

- **Capital maintenance programme**, which includes planned structural maintenance across a range of highways assets throughout the county. Prioritisation of the maintenance works programme involves analysis of technical condition survey data supplemented with local knowledge/judgement. All of the available funding for this programme was committed as part of the programme approved in March 2025 and therefore it is not proposed that any additional schemes are added to the programme as part of this update. It is proposed that six capital maintenance schemes previously approved are deferred, as detailed in Appendix 1. All carriageway schemes are programmed for delivery before the end of December 2025 (subject to weather). Details of schemes can be seen at www.nottshighways.co.uk.
- **Integrated transport capital programme**, which includes local transport improvements, such as improving accessibility, addressing congestion or road safety, and promoting low-carbon travel. Prioritisation of the integrated transport programme reflect corporate commitments, evidence of need and value for money, delivery of the County Council's vision and transport objectives, (and where applicable their ability to maximise external funding opportunities). All of the available funding for this programme was committed as part of the programme approved in March 2025. It is proposed that six integrated transport block schemes previously approved are either deferred or will no longer progress, enabling two schemes to be added to the programme. Eight schemes for which external developer contributions funding has been secured specifically for bus improvements have also been added to the programme for delivery during 2025/26. The changes to the programme are detailed within Appendix 2.
- **Traffic management revenue programme**, includes lining schemes (e.g., junction protection), signing improvements (e.g., warning signs), and other minor improvements such as dropped kerbs, handrails, or bollards. A large proportion of the funding available for these schemes is allocated in-year and therefore it is proposed that an additional 21 such improvements are added to the traffic management revenue programme for delivery during 2025/26. It is proposed that five traffic management programme schemes previously approved are either deferred or will no longer progress. The changes to the programme are detailed within Appendix 3.

Scheme Updates

A614/A6097 junction improvements

6. The planning application for the A614/A6097 junction improvements scheme was submitted to the Local Planning Authority in February 2022 with planning approval granted on 27 September 2022. The County Council made the Compulsory Purchase Order (CPO) and Side Roads Order (SRO) required for the scheme on 28 September 2022 with the Secretary of State confirming the Orders on 8 February 2024.
7. On 22 June 2023 Cabinet approved an additional capital contribution of up to £5.8m for the revised package of five junctions, with a further allocation of up to £5m for the A614/Mickledale Lane junction at Bilsthorpe. Cabinet also approved the submission of the Full Business Case (FBC) on the amended basis as detailed in the 'A614/A6097 Improvement Scheme Update' Cabinet report.
8. The FBC document was submitted to the DfT in March 2024 but approval and sign-off of this document were impacted by both the timing of the 2024 general election and the ongoing review of budgets by the new Government. The County Council has been successful in securing £7.5m from EMCCA and submitted a FBC Addendum in February 2025. On 18 September 2025 the DfT Major Road Network team confirmed that Ministers have agreed to grant the scheme Full (final) Approval. It is currently anticipated that the main site works will commence construction next year and are expected to take two years to deliver.

Active Travel Fund

9. As previously reported the DfT allocated £4.63m and £1.1m from Tranches 3 and 4 (respectively) of the Active Travel Fund towards pedestrian and cycle route improvements at four locations in the county. Details on the delivery status of the outstanding schemes is below:
 - A612 Colwick Loop Road (Private Road No.1 to A6211 Colliery Way), Netherfield – Further discussion on the proposals is underway with Active Travel England and works on the proposals (detailed below) are due to start later this financial year:
 - new crossing facilities on Victoria Road near its junction with the A612, along with footway widening to enable shared-use access to the new crossing, and
 - new crossing facilities on Private Rd No.1 at its junction with the A612
 - B6021 Kirkby Folly Road, Sutton in Ashfield – Public consultation on the original proposals has resulted in significant redesign of the scheme. The first phase of the revised proposals focuses on upgrading Hamilton Road between Coxmoor Road and Newark Road. Consultation on the first phase of the revised proposals ended in October 2025, and should there be any objections to the consultation that cannot be resolved these will be considered in line with the approved process for considering such objections. The proposed improvements include:
 - resurfacing both the carriageway and footway, enhancing drainage, and installing new dropped kerbs
 - formalisation of on-street parking bays, and a short stretch of parking restrictions introduced to support traffic flow, and
 - the introduction of a 20mph speed limit to create a safer, more welcoming environment for pedestrians and cyclists

- Baulk Lane, Stapleford – This scheme aims to enhance the existing cycle route along Baulk Lane by improving connectivity. Consultation on the proposals ended in October 2025, and should there be any objections to the consultation that cannot be resolved these will be considered in line with the approved process for considering such objections. The proposed improvements include:
 - installation of a new Toucan crossing on Nottingham Road
 - a new 20mph speed limit, and
 - carriageway and footway resurfacing along Baulk Lane and Eleanor Crescent, further improving conditions for those walking and cycling.
10. In March 2024, the County Council was allocated an additional £370,438 of Active Travel Fund towards three pedestrian crossing improvements. Works on the Leverton Road, Retford, and A60 Babbage Way, Worksop schemes have been successfully completed. The introduction of a new Toucan crossing on Becksides, Edwalton, to connect two sections of an off-road cycle and walking route requires third-party land. The land acquisition has been negotiated in principle and is awaiting completion of the legal documentation. The scheme is programmed to be completed this financial year.

Consolidated Active Travel Fund

11. In July 2025 EMCCA advised that the County Council has been allocated £1,165,451 capital from its Combined Active Travel Fund in 2025/26, towards schemes that must be committed by the end of March 2026 and constructed by the end of March 2028. The Council is now working with EMCCA and ATE to confirm the schemes that will be funded from this allocation, which it is proposed is used to fund the following schemes:
- Priorswell Rd, Worksop – puffin crossing
 - Westdale Lane, Carlton – puffin crossing
 - Wolds Drive, Keyworth – zebra crossing
 - A620 Hospital Road, Retford – puffin crossing, and
 - Church Street / Hack Lane, Sutton – junction improvement to assist pedestrians.

Bus Service Improvement Plan

12. Delivery of the DfT approved Nottinghamshire Bus Service Improvement Plan (BSIP) programme has continued in 2025/26 with the additional and previously reported 2025/26 allocation of £5.5m capital and £2.5m revenue from EMCCA complementing the £9.3m capital and £5.7m revenue carried forward from 2024/25. This BSIP programme included changes to it since approval in March 2025 are detailed within Appendix 4.
13. As part of Nottinghamshire's BSIP, capital funding has been ring-fenced to support the rollout of zero emission buses (ZEBs) and associated charging infrastructure in the county. Following a competitive bidding process, the County Council proposes to award £3.63m of its BSIP funding allocation to Nottingham City Transport (NCT) and Stagecoach East Midlands for ZEBs.
14. It is proposed that NCT receive £1.96m to support investment in 13 electric buses operating from its Trent Bridge depot, while Stagecoach would receive £1.67m to support investment in 13 buses to operate from its Mansfield and Newark depots. Both operators scored extremely well on strategic fit, value for money, and deliverability.

15. The Council will draft a Grant Agreement with both bus operators that sets out the purpose and payment terms of the grant; accounting and record keeping requirements; and expectations around programme monitoring and reporting. The grant will only be paid to the operators once the Agreements have been signed by both parties.
16. To ensure compliance with subsidy control laws, the Council has sought external legal advice. It has been confirmed that the two grants qualify as a lawful subsidy under current regulations. As the awards both exceed £100,000, the Council will publish the details on the subsidy transparency database, maintaining accountability and transparency.
17. In addition to the operator-led schemes, £0.6m has been allocated to support the electrification of the Gamston Highways Depot, enabling the replacement of four existing 'Notts On Demand' vehicles with ZEBs. This will complement wider improvements at the site and ensure alignment with the infrastructure delivery timeline.
18. The above allocations are fully compliant with the DfT approved Bus Service Improvement Plan.

Zero Emission Bus Regional Areas (ZEBRA) funding

19. In 2023, the UK Government launched the Zero Emission Bus Regional Area (ZEBRA) 2 scheme, allocating £129m to support the deployment of zero emission buses (ZEBs) across England.
20. Nottinghamshire County Council engaged with local bus operators and neighbouring authorities to explore collaborative opportunities for a bid. Ultimately, Stagecoach was the only operator ready to invest in ZEBs within Nottinghamshire, leading to a joint bid submission focused on Mansfield and surrounding areas.
21. The initial bid, submitted in December 2023, proposed the purchase of 23 ZEBs, with Stagecoach investing £10.2m and the Council seeking £2.8m from ZEBRA 2. In March 2024, the Government confirmed the Council's bid was successful, awarding the requested £2.8m.
22. Later, in November 2024, the Government announced an underspend in the programme and invited existing recipients to expand their projects. Responding to this opportunity, the Council and Stagecoach East Midlands submitted a follow-up bid for an additional £2.6m to fund 42 more ZEBs and related charging infrastructure, Stagecoach committed a further £15.4m to the expanded project.
23. The Council's bid was successful, and it proposes to pass the funding to Stagecoach through a new Grant Agreement outlining payment terms, monitoring expectations, and legal obligations.
24. To ensure compliance with subsidy control laws, the Council has sought external legal advice. It has been confirmed that the grant qualifies as a lawful subsidy under current regulations. As the award exceeds £100,000, the Council will publish the details on the subsidy transparency database, maintaining accountability and transparency.
25. The original 23 ZEBs were due to go into service by March 2026, but this has been pushed back to May 2027 to give time for Stagecoach to complete the depot upgrade to accommodate the ZEBs and to coincide with the additional 42 ZEBs going into service. This change has been approved by the DfT.

Flood Mitigation

26. The Southwell Flood Mitigation and Natural Flood Management schemes commenced delivery in 2018/19 with a total funding of £4.5m, secured across several partners including Nottinghamshire County Council, the Environment Agency, DEFRA, Newark and Sherwood District Council, Southwell Town Council, and community partners. Changes in the detailed design have resulted in the final element of the scheme being delayed pending advice from Historic England regarding the impacts on a Scheduled Ancient Monument and potential planning permission impacts.

Future funding opportunities

27. In June 2025 the DfT announced the funding allocations for combined authorities under their latest local transport programme, Transport for City Regions (TCR). TCR is a multi-year funding award (available only to combined authorities) to support local transport requirements and is made up of a combination of new funding and existing funding such as the highways maintenance block, integrated transport block, and bus service improvement plan capital funding. EMCCA has been allocated £2.038bn TCR funding for the seven-year period 2025-2032.

28. Full guidance on the programme is yet to be provided by DfT, and whilst the TCR programme will also need to directly contribute to EMCCA's strategic objectives (including those identified in the emerging Mayor's Transport Plan), DfT have stated three primary objectives for the TCR programme:

- Continuing to drive growth and productivity through investment in integrated transport networks
- Transforming infrastructure to support the delivery of new homes and improve access to opportunity for all
- Decarbonising transport and enabling healthy living, including promoting modal shift from cars to public transport, walking and cycling.

29. The development of the TCR programme will be collaborative between EMCCA and the four constituent highway authorities, and therefore work has begun and is ongoing between the County Council and EMCCA to help secure investment in 2026/27, and beyond, for highway and transport improvements in Nottinghamshire. A report will be presented to a future Cabinet Member meeting to enable consideration and approval of the Nottinghamshire TCR programme improvement proposals.

Other Options Considered

30. Other options considered include to not incorporate some or all of the proposed amendments to the proposed highways programmes set out within this report and its appendices. Not doing so would, however, delay the delivery of highway improvements which have been determined as required, feasible, and are currently deliverable within existing funding allocations.

31. Feasibility work on the highway capital and revenue programmes (including reserve schemes listed within them) is underway. Should funding and resources permit, reserve schemes included in the 2025/26 highways programmes will be brought forward for delivery during 2025/26. Scheme development work is also underway for future years' programmes.

Reason/s for Recommendation/s

32. The recommendations detailed within this report have been developed to help ensure delivery of the County Council's 'Nottinghamshire Plan 2021-31' priorities, EMCCA priorities, national priorities, and local transport goals and objectives. Recommendations are based on their ability to deliver strategic objectives (including transport objectives), evidence of need (including technical analysis), feasibility, and value for money assessments.

Statutory and Policy Implications

33. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability, and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Financial Implications

34. The financial implications, including budget allocations, are set out within the report and are in line with budget allocations determined by the County Council on 27 February 2025, and subsequently by Cabinet Member (Transport & Environment) on 21 March 2025. The allocations are made up of a combination of capital grant, borrowing, and successful external funding bids.

35. Should accelerated delivery of in-year programmes occur or any overspend occur (e.g., due to increased costs of materials) the costs for these schemes/programmes will be funded from future highway budget allocations. Similarly, drawing down of the highway reserves will mean that it is not available to spend in future years. The programmes set out in this report and its appendices will not, therefore, be amended (i.e., schemes added, delayed, or removed) by delivery partners without prior approval of County Council officers, and where appropriate further approval from the Cabinet Member (Transport & Environment).

Local Government Reorganisation Implications

36. The proposed 2025/26 highways programmes detailed within this report and its appendices are scheduled to be completed by the end of the 2025/26 financial year unless otherwise stated. Construction schedules on two schemes included the report (A614/A6097 junction improvements and Southwell Flood Mitigation and Natural Flood Management schemes) are yet to be finalised but updates on these schemes will be reported to the appropriate Cabinet Member in due course.

Consultation

37. The programmes and schemes included in this report and its appendices are developed to deliver the priorities and objectives of the Nottinghamshire Plan 2021-2031 and the Nottinghamshire Local Transport Plan 2011-2026. Consultation on these priorities/objectives was undertaken as part of the development of those documents, including with local members, communities, businesses, and stakeholders.

38. Each of the proposed schemes detailed in this report and its appendices is still subject to the necessary consultation, statutory undertakings and other issues arising from feasibility

studies, detailed scheme investigation, and design and value for money considerations. This will involve consultation and/or pro-active information provision on most schemes and the level of the public engagement will be determined/dependent on the improvements being considered. For most individual schemes statutory or non-statutory consultation will be undertaken with affected households and businesses only (i.e., households or businesses along the route of a proposed scheme).

39. Formal consultation will be undertaken on all schemes that require statutory consultation. These include any schemes that require a formal Traffic Regulation Order and include the introduction of (or changes to) parking restrictions, environmental weight limits, changes to mandatory speed limits, and changes that ban traffic movements (e.g., the introduction of a one-way system). Whilst not legally required the County Council also undertakes formal consultation on bus stop clearways.
40. Non-statutory consultation, or information provision (i.e., informing people that works will take place) will also be undertaken with households and businesses immediately adjacent to schemes that fall wholly within the highway boundary such as maintenance schemes, new crossing facilities, or new footways and cycleways.
41. The proposed Active Travel Fund schemes will require more pro-active communications, including pro-active engagement with residents, businesses, and stakeholders (which will also include pre- and post-programme monitoring).
42. The Via EM (or other delivery partner) project manager responsible for the delivery of the scheme will ensure that County Council members are also advised of any proposed consultation prior to it occurring; and will liaise with communications and marketing colleagues where appropriate.

Implications for Residents

43. The programmes contained within this report and its appendices have all been developed to deliver the Nottinghamshire Plan 2021-31 objectives and associated benefits for residents. These benefits are summarised in the section above detailing their links to the Nottinghamshire Plan/Annual Delivery Plan.
44. Where specific schemes have implications for residents these implications will be considered in line with the proposed consultation set out in paragraphs 38-42 above and will be reported to the Cabinet Member as appropriate.

Implications for Environmental Sustainability

45. Surveys undertaken with the public and local businesses identified reducing traffic congestion as the highest transport priority for both groups. The County Council also has a statutory obligation to address air quality issues resulting from road traffic on its managed roads. Each of the measures contained within this report have therefore been developed to address congestion, its knock-on effects on the environment and its impacts on local communities. The flood mitigation schemes detailed in the report will also contribute to protecting the local environment.
46. The recycling of materials and aggregates is also considered when delivering highways schemes whenever possible. Cold recycling, a sustainable process that reuses existing road materials, is a process planned for use in the delivery of the 2025/26 capital programme. Cold

recycling involves milling the worn-out asphalt, mixing it with a binder (such as foamed bitumen or cement), and relaying it without the need for high-temperature processing. This method reduces material waste, lowers carbon emissions, and minimises transportation costs, making it an environmentally friendly and cost-effective solution. The recycled content is known as 'recycled asphalt pavement' (RAP). RAP can also be reused into new asphalt surfacing materials, and this is also being considered, following many years of proven use by National Highways, as it reduces the use of virgin aggregate. Other low carbon surfacing options that are planned to be incorporated more in the forthcoming programme include 'warm temperature asphalt' and 'asphaltic grouted Macadams' methods.

RECOMMENDATIONS

1. That the following programmes be approved for delivery (subject to the provisions set out in paragraphs 34, 35, and 38):
 - a) the proposed highway capital maintenance programme, as detailed in this report and Appendix 1
 - b) the proposed integrated transport block programme, as detailed in this report and Appendix 2
 - c) the proposed Bus Service Improvements Programme, as detailed in this report and Appendix 3
 - d) the proposed highway traffic management revenue programme, as detailed in this report and Appendix 4
 - e) the proposed road safety education, training and awareness programmes as detailed in this report and Appendix 5
 - f) the proposed capital and revenue programmes and schemes, including externally funded programmes and schemes, detailed within this report
 - g) the proposed consultation, information provision, and publicity required to deliver each of the schemes and work programmes detailed in this report and its appendices.
2. To accept the payment of Bus Service Improvement Plan funding to a maximum value of £1,960,679 to Nottingham City Transport towards the purchase of 13 zero emission buses to operate from its Trent Bridge depot and to a maximum value of £1,666,919 to Stagecoach East Midlands towards the purchase of 13 zero emission buses to operate from its Mansfield and Newark depots, and to pay the grant to both operators accordingly.
3. To accept the additional ZEBRA 2 grant funding of £2,680,057 and pay the grant to Stagecoach East Midlands towards the purchase of 42 zero emission buses and associated chargers to operate from its Mansfield depot.
4. That the scheme and future funding opportunities updates be noted.

Derek Higton
Executive Director, Place

For any enquiries about this report please contact: Sean Parks – Team Manager Local Transport Plans & Programme Development

Legal Comments (SLR-21/10/2025)

47. The executive Key Decision set out in this report falls substantively within the delegation to the Cabinet Member (Transport & Environment) to whom responsibility for the exercise of the

Authority's functions relating to integrated transport measures, to the planning, management and maintenance of highways and pavements; to public transport; and to road safety have been delegated. Where relevant, the decisions pursuant to this in-principle decision are subject to further approvals such as those required to ensure compliance with the Authority's Financial Regulations (especially in relation to any funding changes / variations &c.). Additionally, the institution of any Traffic Regulation Orders and of any schemes still subject to consultation with affected stakeholders & statutory undertakings; feasibility studies; detailed scheme investigation and design; and value-for-money considerations would also be subject to further approvals in due course.

Financial Comments (GB 10/10/2025)

48. The revenue items set out in this report will be funded from the 2025/26 Transport and Environment portfolio revenue budget. The majority of the capital expenditure set out in this report is to be funded from budget that is already approved within the Transport and Highways portfolio capital programme. Approval to vary the capital programme for additional external funding recently secured regarding the A614 /A6097 project and the ZEBRA programme will be sought at through the usual capital approval processes. There are no Local Government Reorganisation issues arising directly from this report.

Background Papers and Published Documents

- County Council Forward Plan Key Decision details for '2025/26 Highways Capital and Revenue Programmes Update'
- Nottinghamshire Plan 2021-31
- Nottinghamshire Local Transport Plan Strategy 2011/12-2025/26
- 'Annual Budget Report 2025/26' – 27 February 2025 County Council meeting
- 'Transport Investment Programme' – 26 November 2024 EMCCA Transport and Digital Connectivity Committee report
- 'Highways and Transport Funding Programme - 2025/26' – 4 March 2025 EMCCA Transport and Digital Connectivity Committee report
- 'Highways Review' – 17 November 2021 Transport & Environment Committee report
- '2025/26 Highways Capital & Revenue Programmes' – 21 March 2025 Cabinet Member Transport & Environment report
- '2024/25 Highways Capital & Revenue Programmes update' – 28 October 2024 Cabinet Member Transport & Environment report
- 'A614/A6097 Major Route Network Scheme Update' – 2 November 2021 Economic Development and Asset Management Committee report
- 'A614/A6097 Improvement Scheme Update' – 22 June 2023 Cabinet report
- 'Nottinghamshire Bus Service Improvement Plan, Bus priority schemes' – 10 July 2023 Cabinet Member Transport & Environment report
- 'Bus Service Improvement update' – 4 December 2023 Cabinet Member Transport & Environment report
- 'Flood Risk Management Update and Revised Strategy 2021-2027' – 17 November 2021 Transport & Environment Committee report
- 'Cycling Infrastructure Programmes' – 9 February 2022 Transport & Environment Committee report

Electoral Division(s) and Member(s) Affected

- All