

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	31 March 2016
Title:	Project Appraisal: Whitehill & Bordon Relief Road Phase 2: Update
Reference:	7373
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

1.1 The purpose of this paper is to provide an update to the Project Appraisal for the Whitehill and Bordon Relief Road Phase 2 (“the Scheme”), which was initially approved in September 2015 by the Executive Member for Economy, Transport and Environment. This follows progress towards securing the necessary legal and funding arrangements and consents, further work to identify the cost risks to the County Council in procuring and implementing a works contract for the scheme and also a potential change to the scope of the scheme requested by the Defence Infrastructure Organisation (DIO).

1.2 The Scheme comprises a new 3.2 kilometre road, footways, and shared cycle facilities that link the A325 at Whitehill Crossroads to the Phase 1 Relief Road (currently under construction). The scheme incorporates junctions with Oakhanger Road and the proposed Whitehill and Bordon former garrison redevelopment. A full description of the scheme and the background is provided in the earlier Project Appraisal that for ease of reference is appended to this report and available via the County Council [website](#). The details provided under each of the Project Appraisal headings remain as previously reported.

2. Completing the planning process

2.1 On 15 September 2015 the Executive Member for Economy, Transport and the Environment gave approval, subject to securing the necessary funding, land and planning permission, to a Project Appraisal for the Scheme, and also to procure and spend and enter into contracts to deliver the scheme at an estimated value of £19,000,000. Approval was also given to incorporate the scheme into the highway and to promote necessary traffic orders.

- 2.2 On 6 November 2015, East Hampshire District Council granted planning permission for development at the former Garrison including full planning permission for the Scheme. The development is controlled by a tripartite Section 106 agreement between the County Council (as Highway authority), East Hampshire District Council (as Local Planning Authority) and the Secretary of State for Defence /DIO (as applicant).
- 2.3 Importantly the S.106 agreement included provision for the DIO to pay to the County Council a transport contribution to be used at the discretion of the County Council towards a package of transport measures connected with the delivery of the Whitehill and Bordon development project.
- 2.4 In addition, on 9 November 2015 the South Downs National Park Authority also granted planning permission with conditions for the former Garrison development that included full permission for that part of the southern relief road junction directly falling within the National Park.
- 2.5 In parallel to the design process, final terms have been agreed with the DIO to secure a land dedication for the relief road for highway purposes and a licence for working areas. This agreement includes (at the request of DIO) the option of an amended scheme that lowers the relief road alignment adjacent to the proposed housing areas for visual and amenity benefits. The amended scheme involves additional excavation with impacts upon the drainage design and which has significantly increased the risk of encountering additional unknown ground conditions. The legal agreement requires that the full additional costs and risks of the amended scheme will be met by the DIO and paid to the County Council prior to contract award. These additional costs and risk provisions are now reflected in this updated Project Appraisal in the event that the DIO confirms it wishes to proceed with the amended scheme.

3 Community Engagement

- 3.1 During the consideration of the planning applications, a number of points were raised that East Hampshire District Council Planning Committee requested be subject to further more detailed investigation by the County Council in the process of finalising the road design. This has involved liaison with representatives of Selborne Parish Council regarding the detail of the junction of the relief road and Oakhanger Road, and also a localised public consultation event that invited local residents in Whitehill to comment on the detailed aspects of the design adjacent to their properties on Firgrove Road, Liphook Road, Suttons Field, Morse Close, Heather Close and Champney Close.
- 3.2 A further 'drop-in' session for local residents is planned prior to the commencement of the main works contract so that the final design can be explained, including how the County Council has been able to respond to their previous comments and how the construction phase will be managed.

4 Programme

4.1 The detailed design is now being finalised with procurement due to commence this spring via the County Council's new Generation 3.3 Framework (for projects valued between £10m- £25m). It is hoped that this will enable a site start later this summer. This programme is consistent with the wider development programme to occupy new homes with access from the relief road during summer 2017, and to complete the entire relief road during summer 2018.

5 Ecological Considerations and Advanced Works

5.1 The County Council has been very mindful of the sensitive ecological setting of the Scheme and a Construction Environmental Management Plan has been developed by the County Council to ensure that the environmental impact of the road works during the construction phase is within acceptable limits, including for protected species.

5.2 A package of advanced works has been identified to enable site preparatory works to proceed during times that avoid impacts on nesting birds and hibernating reptiles, amphibians and mammals. To enable these works to proceed within the current ecological window, a contract for the advanced works has been awarded under the authority delegated to the Director of Economy, Transport and Environment. The work which is currently underway comprises the felling of trees prior to the start of the bird nesting season, dewatering of the disused railway cutting, and the removal of tree roots once hibernating species are active.

5.3 The advanced works will be carried out under the supervision of a suitably qualified ecologist. In addition there has been an extensive winter programme of works by ecologists under a Natural England licence to exclude, monitor and then close active badger setts within the area of the advanced works.

6 Finance

6.1 In the light of the additional costs of the DIO amended scheme, the scheme costs and budget have been revised as summarised below.

<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
Design Fee and Client Fee	1,000	5%	HCC Local Resources	2,000
Supervision	900	4%	EM3 Growth Deal (Confirmed)	7,500
			EM3 Growth Deal (Indicative)	8,000
			DIO Funding of amended scheme	1,100
Construction and Land	18,600	91%	S106 Contribution	1,900
Total	20,500	100.00	Total Capital	20,500

<u>Revenue Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
Net increase in current expenditure	41	0.036%
Capital Charge	1,357	0.848%

- 6.2 The proposed Scheme is exceptional in the sense that it is constructed on a former military base with the associated uncertainties about underground conditions and potential services obstacles to construction. While there is no reason to assume that there will be significant additional costs, the risk remains higher than for a non-military site as there are no comprehensive service mapping records available. It is not possible at this early stage to quantify the potential financial implications of the risk, and for that reason the County Council has sought indemnity arrangements with the landowner through the Road Agreement. Therefore, current cost estimates do not include any additional contingency provision. The Road Agreement will determine how liability for costs that could consequently arise will be attributed. A progress report will be brought back to the Executive Member for Environment and Transport later this year as details become clear.
- 6.3 Because the Scheme is now at a more advanced stage of design, an additional £400K has been identified from County Council resources to support the delivery and meet the revised cost estimates, which together with the

£1.1M from the DIO identified in the table above to meet the costs of the proposed amendment, constitutes an overall increase of £1.5M.

- 6.4 Terms of agreement have been reached to secure a Local Growth Fund Grant from the Enterprise M3 Local Enterprise Partnership (EM3 LEP) towards the costs to the County Council of implementing the Scheme and the A325 integration package (pursuant to the decision of the EM3 Board in July 2015). Due to funding constraints placed by the Government on allocation of indicated Local Growth Deal funding to future years, the EM3 LEP has been unable to make a firm commitment to funding beyond the financial year 2016 /17. The terms of the agreement as currently drafted therefore place the County Council at risk for the funding requirement for 2017/18 and beyond.
- 6.5 In order to deal with this risk a range of options have been considered and a contingency plan has been approved to mitigate the situation which has been the subject of an exempt urgent decision under section 2.31 of the County Council's Financial Regulations.

7 Maintenance

- 7.1 The funding arrangements do not make provision for ongoing maintenance although the maintenance of the scheme will be the responsibility of the contractor during the first 12 months of operation. The scheme, including drainage, surfacing and street lighting has been designed to minimise the cost of ongoing maintenance including where ever possible the use of standard highway materials.

8 Recommendations

- 8.1 That the Executive Member Environment and Transport approves the updated Project Appraisal for Whitehill and Bordon Relief Road Phase 2, including the possible scheme amendment proposed by the Defence Infrastructure Organisation (DIO), as outlined in this report.
- 8.2 That approval is given to procure and spend and enter into necessary contractual arrangements to implement the Whitehill Bordon Relief Road Phase 2 as outlined in this report, at an estimated cost of £20.5M representing an increase of £1.5M, to be funded from Enterprise M3 Local Growth Deal funding, developer contributions, contributions from the Defence Infrastructure Organisation, and Hampshire County Council local resources.
- 8.3 That the Executive Member for Environment and Transport delegates authority to the Director for Economy, Transport and Environment to make the arrangements to implement the scheme, including minor variations to the design or contract, and to determine the incorporation of the DIO proposed amendment to the Scheme subject to available funding.

8.4 That the new carriageway, footway and cycleway that will comprise the Relief Road Phase 2 scheme be incorporated into the highway under Section 38 of the Highways Act 1980.

8.5 That approval is given to promote Traffic Regulation Orders for an appropriate speed limit for the scheme and to establish a clearway.

Rpt/7373/GW

LTP3 Priorities and Policy Objectives

3 Priorities

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

14 Policy Objectives

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

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

Other

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

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	Yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	Yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	Yes
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
EMETE Whitehill and Bordon Relief Road	5880	11 July 2014
EMETE Whitehill Bordon Inner Relief Road	4636	31 January 2014
EMETE Whitehill Bordon Inner Relief Road Phase 2: Update and Advanced Works	6868	15 September 2015
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

3. Equality Duty

3.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

3.2. Equalities Impact Assessment:

The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives.

The proposals will have no or low impact upon groups with protected characteristics. The proposals to construct the Whitehill & Bordon Relief Road are accessible to all road users and include additional off road facilities for pedestrians and cyclists, and road crossing facilities. These add value in terms of accessibility, by providing more route choices for these user groups. The Scheme has been designed to enable full accessibility on the highway for mobility impaired people, such as the use of dropped kerbs, tactile paving indicating crossing points, and street lighting where pedestrian and cyclist activity is likely.

4. Impact on Crime and Disorder:

8.6 This decision does not have any direct impact upon Crime and Disorder.

5. Climate Change:

8.7 The relief road is designed to create free-flow conditions throughout Whitehill and Bordon thereby reducing pollution caused by slow moving traffic on congested roads. The design of the relief road incorporates facilities for pedestrians and cyclists and sustainable travel in accordance with the objectives of the Whitehill and Bordon master plan.

8.8 The Whitehill and Bordon master plan is based upon creating a sustainable location where people can live, work, and enjoy leisure pursuits within close proximity using sustainable modes of travel, and in the longer terms reducing the overall need to travel.

