

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Executive Member for Economy, Transport and Environment
Date:	20 January 2015
Title:	Project Appraisal: Whitehill and Bordon Relief Road Phase 1
Reference:	6331
Report From:	Director of Economy, Transport and Environment

Contact name: Graham Wright

Tel: 01962 845148

Email: graham.wright@hants.gov.uk

1. Executive Summary

- 1.1. The purpose of this paper is to seek approval to implement phase 1 of the Whitehill and Bordon Relief Road – Louisburg Section, as a first step to deliver essential enabling infrastructure to access the wider Whitehill and Bordon area development scheme. When complete the Relief Road will relieve the existing route of the A325 through Whitehill and Bordon of through traffic and development traffic, and enable the delivery of a new town centre and other aspects of the Area Development Scheme.
- 1.2. This section of the Relief Road will provide the essential spine road access to the Louisburg Barracks housing and employment development areas, and accessible infrastructure by foot, bicycle, and motorised vehicle linking the proposed Louisburg development to the wider Whitehill and Bordon development area and surrounding communities.
- 1.3. The scheme comprises a new 970 metre road, footways, and shared cycle facilities together with two roundabout junctions providing access to the housing and employment development areas and a further roundabout providing the tie-in to the existing A325m, between its existing junctions at Fire Station crossroads, and at Sleaford.
- 1.4. On 11 July 2014 the Executive Member for Economy, Transport and Environment confirmed a route alignment for the Whitehill and Bordon Relief Road as the basis for detailed design, planning applications, and funding bids. This decision was based on an extensive public consultation exercise, detailed assessment work, and a decision in January 2013 that selected a preferred route from a range of possible options for the relief road, as set out in the reports that accompanied each decision.

2. Background

Developing the Whitehill and Bordon Relief Road

- 2.1. To support the re-development of Whitehill and Bordon following the planned closure of the Bordon Garrison in 2015, it is essential that improved transport infrastructure is planned and delivered. The Whitehill and Bordon Relief Road and associated transport improvements, particularly integration works to the existing A325 corridor, are a critical element of the overarching transport strategy supporting the re-development. The full length of the relief road scheme is shown in outline on **Plan 1** attached to this report. A detailed scheme plan will be available to view on the Decision Day.
- 2.2. Following initial options appraisal work, in January 2013 the Executive Member for Economy, Transport and Environment decided on a preferred route for public consultation. The results of the consultation, together with the output of further development work, were considered by the Executive Member in July 2014 when confirming the preferred route as the basis for detailed design, planning applications, and funding bids. The County Council has continued to develop its proposals for the Relief Road to meet the overall development programme in tandem with progression of the wider development proposals.

3. Whitehill and Bordon Relief Road Phase 1 – Louisburg Section

- 3.1. The Phase 1 Relief Road is shown in outline on **Plan 2** attached to this report. A detailed scheme plan will be available to view on the decision day. Delivery of the Phase 1 scheme will be an essential first step to bring forward the overall development proposals that comprise the Whitehill and Bordon major development area. The scheme comprises a 970 metre new road, including the northern tie-in to the existing A325 north of Fire Station cross roads, two junctions within the barracks redevelopment area itself, and a detention SuDS drainage feature just to the west of the barracks. Detailed planning permission for Phase 1 has now been granted and this includes a S106 Agreement with obligations on the Homes and Communities Agency (HCA) to make funding available to meet the cost of delivering the Phase 1 scheme. A parallel Road Agreement between the County Council and HCA, to be secured under S38 of the Highways Act 1980, will dedicate as highway the land necessary to construct the road.
- 3.2. In parallel the Defence Infrastructure Organisation (DIO) has prepared a 'hybrid' planning application for the Bordon Garrison site that includes full planning particulars (as supplied by the County Council) for the southern section of the Relief Road Phase Two – Garrison section. This incorporates the southern tie-in to the existing A325 at Whitehill crossroads, a crossing of Oakhanger Road east of Hogmoor Road, and an access junction to the Garrison development area.

4. Finance

4.1. The Relief Road Phase 1 Louisburg section is being delivered as part of the Louisburg Barracks redevelopment, to which it provides the sole means of access. Whilst it would normally be the responsibility of the developer to provide the development access road, in this case because of the essential enabling function of the relief road to the whole Garrison development and the need to provide certainty, the County Council has agreed with the other delivery partners to manage the delivery of the relief road, including design and contract procurement. The table below summarises the costs and budgetary information.

4.2	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	980		Revenue Grant from HCA	630
	Client Fee	100		S106 Developer Contribution	5,000
	Supervision	383		HCA Road Agreement Fee Payment	450
	Construction Land	4,617			
	Total	6,080		Total Funding Total Capital	6,080 5,450

4.3. The funding for the design and construction of the Phase 1 – Louisburg section has been secured from the Homes and Community Agency through a revenue grant (£0.630million) and a Section 106 planning agreement. The level of the Relief Road contribution (£5million) has been set based upon the preliminary cost estimate. The Road Agreement will require the HCA to meet any additional costs to the County Council of the full works based upon contract price, agreed compensation events payments, design, supervision, client project management fees, and other potential compensation payments to third parties. As the cost estimates are still being reviewed at the time of drafting this report, updated information may be provided on the decision day. The proposed Road Agreement would commit the County Council to entering into a contract for the works by 31 March 2015. Due to this tight timeframe, and in light of the fact that the Road Agreement would commit the HCA to fully funding the scheme, it is proposed that authority be delegated to the Director of Economy, Transport and Environment to finalise the full and final value of the contract in consultation with the Executive Member for Economy, Transport and Environment.

6.2. The Relief Road provides appropriate facilities for pedestrians and cyclists to follow or cross the corridor. These vary according to the existing or likely future demand. In general terms, bus access facilities are not provided as it is anticipated that the bus services will follow the existing route or utilise roads within the development area. Street lighting is proposed within the built-up areas, which will also be the subject of a proposed 30mph speed limit. Outside of these areas where the road adjoins countryside, the proposed speed limit is 40mph and street lighting is generally limited to pedestrian crossing locations and junctions.

Whitehill and Bordon Relief Road – Phase 1 – Louisburg Section

- 6.3. The Relief Road Phase 1- Louisburg section comprises a proposed 970 metre section of carriageway with a two metre wide footway adjoining to the north and west, and a three metre wide shared footway and cycle path to the south and east. A 30mph speed limit and street lighting are proposed throughout.
- 6.4. Unlike the phase 2 proposal, which skirts the development area, Phase 1 - Louisburg section passes through the development area and therefore forms an integral part of the access arrangements for the development scheme. Therefore, in addition to the proposed A325 tie-in junction to the north of Fire station crossroads (Junction 6), this section also includes two four-arm roundabout junctions (Junctions 4 and 5) providing access to development areas to the north and south of the road.
- 6.5. The section between the tie-in junction and Junction 5 is provided as a two lane dual carriageway whilst to the west, the section between junctions 4 and 5 and beyond is provided as a two lane single carriageway. The design of the road accords with the Highways Agency's Design Manual for Roads and Bridges and Hampshire County Council's own standards for highway design. The Relief Road is not intended to provide frontage access to the adjacent development areas, which the indicative master plan shows as providing parallel access roads.
- 6.6. Whilst the master plan showing the form of the Louisburg development areas are only indicative, the position and the form of the development access junctions are fixed as part of the detailed planning permission for the Relief Road. In addition, the detailed design of the Relief Road has made provision for a central refuge to assist pedestrians to cross the road approximately half way between junctions 4 and 5. This is intended to align with the green corridor and associated footpath indicated as running north-south through the development, crossing the relief road and linking two Local Equipped Areas for Play (LEAP).
- 6.7. Highway drainage is provided in the form of a traditional gully and pipe system leading to a SuDS system that comprises a detention pond to the west to attenuate discharge via a pipe and open swale into the Oxney Moss. To the east a new concrete tank located under the position of the existing

A325 carriageway will attenuate discharge to an existing highway drain on the Lindford Road.

- 6.8. The design of the tie-in junction to the A325 has had to take into account the poor standard of alignment of the existing highway, which in this location drops from Broxhead Common to Fire Station crossroads. This section of road is currently subject to a derestricted speed limit, although to the north it drops to 40mph on the approach to the junction with B3004 at Sleaford and to 30mph to the south on the approach to fire station crossroads. The extent of highway over this section is also constrained to the width of the carriageway where the route crosses Broxhead Common. In order to address these constraints and produce an acceptable design standard, it is proposed to lower the existing derestricted speed limit by extending the 40mph at Sleaford south towards the proposed tie-in junction, at which point a 30mph speed limit is proposed by extension of the existing 30mph speed limit that currently terminates north of Fire Station crossroads. A 30mph speed limit is also proposed to cover the whole of the proposed Relief Road Phase 1 Louisburg section.

7. Road Agreement

- 7.1. As previously noted, the HCA and Hampshire County Council are parties to a Section 106 Planning Agreement whereby the HCA has committed to pay £5million towards the cost of design, procurement, and construction of the Relief Road Phase 1 within the Louisburg development, pursuant to the shared vision for redevelopment of Whitehill and Bordon following closure of the Garrison, with payment to be received on or before the date of a Road Agreement, to be concluded between the HCA and the County Council.
- 7.2. To achieve delivery of the shared vision within the timetable agreed by the delivery partners, the draft Road Agreement requires that the County Council enter a Relief Road Contract prior to 31 March 2015 unless the HCA fails to serve a Procurement Notice, does not accept the Relief Road Contract Price, or does not achieve the Agreed Condition within the agreed programme.
- 7.3. The draft Agreement also includes interim milestones for delivery of the Relief Road linked to the programme for delivery of other aspects of the Louisburg re-development.

8. Departures from Standards

- 8.1. None.

9. Community Engagement

- 9.1. During February and March 2014 the County Council carried out public consultation on the proposed Relief Road scheme in conjunction with the wider Louisburg, Garrison, and Quebec proposals. The consultation

comprised the distribution of 10,000 leaflets and questionnaires to households and manned exhibitions. The outcome of the consultation was considered by the Executive Member for Economy, Transport and Environment in making the decision on the preferred route alignment in July 2014.

9.2. The submission of the hybrid planning application for the Louisburg Barracks redevelopment has provided a further formal opportunity for the public and other interested parties to comment on the Relief Road proposals and the East Hampshire District Council Planning Committee would have considered these comments in making its decision on the planning application.

9.3. The local County Councillor, Adam Carew, supports the proposal.

10. Statutory Procedures

10.1. With the grant of planning permission, the County Council will need to work together with the HCA to discharge the necessary pre-commencement planning conditions to the satisfaction of the East Hampshire District Council as Local Planning Authority. This will also include obtaining the appropriate licences from Natural England that are required to do works that affect protected species (bats and badgers), together with other measures to remove trees prior to the bird nesting season, protect retained trees, and investigate and record items of archaeological or historic interest.

10.2. A Traffic Order will be needed to reduce the current derestricted speed limit on the A325 south of Sleaford to the proposed tie-in to 40mph and north of Fire Station crossroads to the proposed tie-in to 30mph.

10.3. Consent will be required from the County Council as Ordinary Watercourses Authority for the measures required to discharge highway drainage to the Oxney Moss.

11. Land Requirements

11.1 The HCA is the owner of the Louisburg Barracks site and is also expected to exercise an option agreement with the DIO to acquire further land necessary to construct the Phase 1 – Louisburg section road scheme. Through the Roads Agreement, the HCA has agreed to dedicate to the County Council all the land required for the road scheme for highway purposes. This includes the land necessary for the detention pond and the connection to the Oxney Moss. The County Council will determine that the land so acquired will be sufficient for the intended purpose and free of incumbrances.

12. Maintenance Implications

12.1. The proposal will generate additional maintenance pressure due to the additional carriageway, footways and drainage system estimated at

£0.350million per annum that should be taken into account when setting future annual highways maintenance budgets.

- 12.2. The materials proposed to be used throughout the construction of this scheme are standard highway materials. The use of SuDS drainage systems will require specific maintenance regimes but the detention ponds and swales have been designed as essentially dry features that will not bear water over a long duration that could constrain maintenance as a result of habitat formation by protected fauna and floral.

13. Recommendations

- 13.1. That the Executive Member for Economy, Transport and Environment approves the Project Appraisal for Whitehill and Bordon Relief Road Phase 1 – Louisburg Section, as outlined in the supporting report.

- 13.2. That, subject to:

- receipt from the Homes and Community Agency of the Relief Road Contribution in accordance with the terms of the Planning Agreement that forms part of the planning permission for redevelopment of Louisburg Barracks; and
- the conclusion of the Road Agreement for this project

approval be given to procure and spend and enter into necessary contractual arrangements to implement the Whitehill and Bordon Relief Road Phase 1 – Louisburg Section, as set out in the supporting report, at an estimated cost of £6,080,000.

- 13.3. That, on the condition that the proposed Road Agreement between the County Council and the Homes and Community Agency commits the HCA to fully fund the scheme, authority be delegated to the Director of Economy, Transport and Environment to approve the final value of the contract in consultation with the Executive Member for Economy, Transport and Environment.
- 13.4. That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, is delegated to the Director of Economy, Transport and Environment.
- 13.5. That the Director of Economy, Transport and Environment is authorised to finalise the terms of the Road Agreement for the delivery of the Relief Road Phase 1 Louisburg Section, in a form to be determined in consultation with the Head of Legal Services.
- 13.6. That the new carriageway, footway, and cycleway that comprise the Whitehill and Bordon Relief Road Phase 1 – Louisburg section be incorporated into the highway network under Section 38 of the Highways Act 1980.

- 13.7. That approval is given to promote a Traffic Regulation Order to reduce the speed limit on the A325 between the junctions with Lindford Road/Station Road (Fire Station Crossroads) and B3004 at Sleaford.

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
- 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
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	
Section 38 Highway Act 1980		
Part 1 Land Compensation Act 1973		

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:

1. Equality Duty

1.1. 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:

The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;

Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;

Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. 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.

2. Impact on Crime and Disorder:

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

3. Climate Change:

3.1. 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.

3.2. 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.

Appendix 1

TERMS OF DRAFT ROAD AGREEMENT BETWEEN HAMPSHIRE COUNTY COUNCIL AND THE HOMES AND COMMUNITIES AGENCY

A draft Road Agreement has been prepared under Section 38 of the Highways Act 1980 that aims to set out the terms and conditions by which the County Council will construct the Relief Road in accordance with the shared vision. In Summary the key provisions of the draft Road Agreement are:

- Hampshire County Council to prepare a **Final Design**, broadly in accordance with the **Planning Drawings** for which planning permission has been granted.
- The HCA to bring the **Road Site** (and the **Work Sites** (working area for construction) to the **Agreed Condition** (in terms of demolition, remediation, contaminate removal, and discharge of pre-commencement planning conditions and Natural England licences).
- HCA to serve a **Procurement Notice** when it is in a position to proceed with the Louisburg development (it has procured and is in contract with a development partner), requesting the County Council to enter into a **Relief Road Contract**.
- HCA to confirm in writing that the **Relief Road Contract Price** is acceptable.
- The County Council to serve a **Contract Notice** on the HCA when it has entered a **Relief Road Contract**.
- The HCA to **dedicate** the **Road Site** as highway and licence access to the **Work Sites** for relief road construction purposes the day following receipt of the **Contract Notice**.
- HCA to meet the following costs of the County Council:
 - **Project Management Fee**
 - Cost of design of the Relief Road
 - Costs incurred in procuring the **Relief Road Contract**
 - Supervision of the Relief Road works
 - Costs incurred under the Relief Road Contract
 - Costs due to third parties including claims under Part 1 of the Land Compensation Act 1973
 - Costs arising from a post construction Road Safety Audit

Where such costs exceed the Relief Road Contribution, the County Council shall be entitled to recover such additional costs from the HCA.
- The County Council to meet in full the **County Council Relief Road Costs** which are attributed to defective design, negligence or default on the part of the County Council in procuring the design and construction of the Relief Road.

To achieve delivery of the shared vision within the timetable agreed by the delivery partners, the draft Road Agreement requires that the County Council enter a Relief Road Contract prior to 31 March 2015 unless the HCA fail to serve a Procurement Notice, do not accept the Relief Road Contract Price, or do not achieve the Agreed Condition within the agreed programme.

The draft Agreement also includes interim milestones for delivery of the Relief Road linked to the programme for delivery of other aspects of the Louisburg re-development.