

**HAMPSHIRE COUNTY COUNCIL****Decision Report**

<b>Decision Maker:</b>	Executive Member for Economy, Transport and Environment
<b>Date:</b>	15 September 2015
<b>Title:</b>	Whitehill Bordon Inner Relief Road Phase 2: Update and Advanced Works
<b>Reference:</b>	6868
<b>Report From:</b>	Director of Economy, Transport and Environment

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## 1. Executive Summary

- 1.1. Following closure of the Garrison by the Army at the end of this year, Hampshire County Council is working in partnership with Enterprise M3 Local Enterprise Partnership, Defence Infrastructure Organisation, East Hampshire District Council and the Homes and Communities Agency to delivery the regeneration of Whitehill and Bordon in accordance with the approved master plan.
- 1.2. A relief road for the existing A325 has been identified as necessary to provide additional traffic capacity to serve the development areas, to minimise the impact of development traffic on local communities, and to provide opportunities to integrate the development area with the existing homes and facilities in the town.
- 1.3. This paper seeks approval to implement phase 2 of the scheme to complete the delivery of the relief road, and follows approval of a project appraisal for phase 1 of the relief road in January (with works due to start this Autumn) and good progress with the development of proposals for phase 2 of the scheme. Approval of the project appraisal for phase 2 is sought at this stage to provide authority to enter contracts for site preparation in advance of the main works contract.
- 1.4. This section of the Relief Road will provide the southern tie-in junction at Whitehill crossroads together with access to the main development area. The scheme comprises a new 3.2 kilometre road, footways, and shared cycle facilities together with a new junction at the intersection with Oakhanger Road.
- 1.5. 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

- 2.1. In preparation for the closure of the Bordon Garrison by the Army at the end of this year, the County Council has been working in collaboration with other public sector delivery partners to develop and implement the Whitehill and Bordon redevelopment project. The aim of the project will be to build 4,000 new homes and create 5,500 new jobs, supported by a range of infrastructure provision as set out in the Master Plan. Foremost amongst these is the delivery of an A325 Relief Road for Whitehill and Bordon as part of a wider [Transport Delivery Strategy](#) that was approved on 20 January 2015. The strategy seeks to provide the additional traffic capacity needed to service the development and avoid unacceptable traffic congestion on roads in the neighbouring communities.
- 2.2. The Whitehill & Bordon Relief Road has been developed as a single concept to support the master plan development and is to be delivered in two phases. **Phase 1**, the northern section, approximately 1 kilometre in length, runs through redevelopment of the former Louisburg Barracks site. A project appraisal for this scheme was approved by the Executive Member for Economy, Transport and the Environment on 20 January, subject to funding arrangements and a legal agreement with the Homes and Communities Agency (HCA). By way of an update, the necessary legal arrangements have now been put in place and the HCA has recently approved the tender price. This will enable the County Council to appoint a contractor for the construction phase which is due to commence this autumn and last for approximately one year.
- 2.3. **Phase 2**, the southern section, over 3 kilometres in length passes between the Garrison redevelopment area and Hogmoor Enclosure and is currently in development. The route of the relief road is illustrated on **Plan 1**. A detailed plan of phase 2 will be available to view on the Decision Day. Phase 2 incorporates a double roundabout junction at the southern tie-in with the A325 (Junction 1) at Whitehill Crossroads, junction 2, a simple traffic light controlled junction serving the Garrison development area and a traffic light controlled junction at the intersection with Oakhanger Road (junction 3).

## 3. Scheme Development

- 3.1. The Relief Road Phase 2 – Garrison section is being delivered by Hampshire County Council in collaboration with the other Whitehill and Bordon delivery partners. This now includes Taylor Wimpey Dorchester that has been appointed by the Defence Infrastructure Organisation with whom they have formed the Whitehill Bordon Redevelopment Company, a joint venture to develop the Garrison site.

### **Planning Permission**

- 3.2. The redevelopment of the Garrison site together with the construction of the Phase 2 Relief Road has been the subject of a hybrid planning application by the Defence Infrastructure Organisation to East Hampshire District Council. This sought full permission for the road scheme (and Suitable Alternative Natural Greenspace at Hogmoor Enclosure) and outline planning permission for the remaining development area, in accordance with the provisions of the Master Plan.
- 3.3. On 23 April 2015, East Hampshire District Council Planning Committee resolved to grant planning permission subject to the grant of planning permission by the South Downs National Park Authority of the associated planning application relating to the southern tip of the relief road; the conclusion of a section 106 planning agreement; and a number of other conditions.
- 3.4. A final decision is awaited from the South Downs National Park Authority. The County Council will be a party to the S106 agreement in relation to a number of matters including securing financial contributions towards the Transport Delivery Strategy. This will include a contribution to the cost of delivering the phase 2 scheme as discussed in more detail at section 6 below. Negotiations are ongoing with the aim of concluding an agreement in the autumn.

### **Land**

- 3.5. The land required for the Relief Road Phase 2 is entirely within existing highway or land currently controlled by the Secretary of State for Defence. A legal agreement will be required with the Secretary of State to establish highway rights across the land required. In addition access licences will be required from the Secretary of State for work areas, haul roads, site compounds and areas for the possible storage of materials. It is expected that these items will be secured through a Road Agreement under Section 38 of the Highways Act 1980.

### **Design**

- 3.6. In order to assist with the delivery of the wider Whitehill and Bordon project and to enable an early commencement to development construction, the County Council has progressed with developing a detailed design for the Phase 2 Relief Road based upon the Whitehill & Bordon Master Plan and the details included within the Garrison planning application. The design process is therefore well advanced enabling an accurate cost estimate to be prepared and contract procurement to proceed.
- 3.7. The Whitehill and Bordon Regeneration Company has now started to develop more detailed proposals for the Garrison development area that have raised a number of interface issues with the relief road. Any request to vary the scheme that has been designed by the County Council in

accordance with the master plan and planning application, including any programme and budget implications, will need to be submitted to and approved by the wider Whitehill and Bordon development partnership.

- 3.8. Any variation to the county council relief road design and construction programme, or to site preparation works arising from such a request, will need to be justified and funded in full by the DIO or Whitehill and Bordon Regeneration Company.

### **Programme**

- 3.9. The programme for the delivery of the Relief Road Phase 2 scheme has been driven by the Whitehill and Bordon Regeneration company's development timetable to deliver new homes on the Garrison site and for access to be taken from the Relief Road, constructed as a minimum between Junctions 1 and 2 (inclusive). An initial programme for first occupation of new homes by the beginning of January 2017 has subsequently revised to the current programme position of first residential occupation by the beginning of July 2017. Furthermore, it is currently anticipated that the S106 Agreement will require the relief road (phases 1 and 2) to be fully complete and open to traffic before occupation of the 500<sup>th</sup> dwelling.
- 3.10. Based upon this development programme, it is currently anticipated that advanced works for the relief road will commence by the end of 2015 with the main construction works commencing towards the middle of 2016. Based upon the Master Plan scheme design, the main works are expected to take approximately 21 months to complete.

### **Advanced Works**

- 3.11. Preparation of the relief road phase 2 works site needs to be programmed around ecological constraints, primarily protected reptiles, badgers, bats, nesting birds and other hibernating fauna such as amphibians. Ecological surveys are currently underway with a view to specifying appropriate mitigation measures. The current programme allows for the removal of the existing tree cover during the period December 2015 to March 2016, followed by phased removal of the stumps, roots and scrub ground-cover from March, once the hibernating period is over. At this time reptile fencing will be installed to protect the relief road works site.
- 3.12. In addition, advanced works will be required to drain the former railway cutting north of junction 1 prior to infilling, remediate contaminated ground, remove structures and services in, on, or above the ground, and discharge pre-commencement planning conditions.
- 3.13. Hampshire County Council design teams are working in close collaboration with technical teams from the Whitehill and Bordon Regeneration Company to understand and identify the precise requirements for site preparation and remediation required for the master plan scheme. The relief road phase 2 delivery programme is dependant upon the current good level of collaboration continuing. Variations from that scheme, or delay in information

sharing that is outside of the control of the County Council, could pose a programme and cost risk to the project that would need to be identified to the Whitehill and Bordon development partners and mitigated by the DIO.

## **Procurement**

- 3.14. It is proposed that subject to the necessary legal agreements, the County Council procures a contractor to undertake the advanced works, estimated at £1,500,000 through the County Council South East 7 Regional Framework.
- 3.15. The timing of the main contract will preclude use of the SE7 framework as this is due to expire in March 2016. The County Council is currently procuring a new generation of framework contracts which will be available to facilitate procurement of the main works contract early in 2016 and to appoint a contractor within the anticipated programme.

## **4. Finance**

- 4.1. Following acceptance of an initial expression of interest in 2014, and the subsequent submission by the County Council of a full business case for the Master plan scheme earlier this year, the Enterprise M3 Local Enterprise Partnership Board at its meeting on 30 July 2015 approved a Local Growth Deal allocation to the Whitehill and Bordon Relief Road phase 2 scheme of £15.5m. This will be the subject of a funding agreement between the EM3 Local Enterprise Partnership and Hampshire County Council.
- 4.2. The overall funding package for the Phase 2 relief road includes a contribution from the County Council's own capital, subject to satisfactory conclusion of the funding agreement, the road agreement and the Section 106 planning agreement in relation to the Garrison planning application.
- 4.3. In addition the Garrison Section 106 planning agreement and section 106 agreements related to other parts of the Whitehill and Bordon development area also make a financial contribution towards the Phase 2 scheme.
- 4.4. The Relief Road Phase 2 scheme is being delivered as part of the Garrison redevelopment, to which it provides an important 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, the County Council is, in collaboration with the other development partners, responsible for delivery of the relief road, including design and contract procurement.

4.5. The table below summarises the costs and budgetary information.

<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
Design Fee	500	2.5	HCC Capital reserves	2,000
Client Fee	300	1.5	EM3 Growth Deal	15,500
Supervision	800	4	S106 Developer Contribution	1,500
Construction Land	17,400	92		
Total	19,000		Total Capital	19,000

<u>Revenue Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
Net increase in current expenditure	41	0.036%
Capital Charge	380	0.238%

4.6. It is proposed that authority be delegated to the Director of Economy, Transport and Environment to finalise the full and final value of the advanced works and main works contracts in consultation with the Executive Member for Economy, Transport and Environment.

## 5. Community Engagement

5.1. During February and March 2014 the County Council carried out public consultation on the proposed relief road scheme in conjunction with the wider Louisburg Barracks, Quebec Barracks and Garrison 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 a decision on the preferred route alignment in July 2014.

5.2. The submission of the hybrid planning application for the Garrison redevelopment has provided another formal opportunity for the public to comment on the relief road phase 2 proposals, and the East Hampshire District Council Planning Committee considered those comments in making a decision on the phase 2 scheme.

5.3. A number of comments were made in response to the planning application in relation to the impact for some residents of Liphook Road, the impact for residents of Suttons Field, Morse Close and Lamphrey Close and the potential impacts for residents of Oakhanger village. In all cases County Council officers have or will undertake further detailed and localised consultations to understand better the nature of those concerns and where possible to include mitigation measures into the finalised detailed design.

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

## **6. Statutory Procedures**

6.1. Delivery of the road scheme, including implementation of advanced works will require planning approval from both East Hampshire District Council and South Downs National Park Authority, together with the discharge of the necessary pre-commencement planning conditions. This will also include obtaining the appropriate licences from Natural England that are required to do works that affect protected species (bats and badgers).

6.2 Traffic Orders will be required to introduce speed limits and a clearway on the relief road.

## **7. Departures from Standards**

7.1. Submissions for relaxations from design standards have been prepared and are considered acceptable for adoption purposes.

## **8. Maintenance Implications**

8.1. The proposal will generate additional maintenance pressure due to the additional carriageway, footways and drainage system estimated at £41,000 per annum that should be taken into account when setting future annual highways maintenance budgets.

8.2. 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.

## **9. Recommendations**

9.1. That the Executive Member for Economy, Transport and Environment approves the Project Appraisal for the Whitehill and Bordon Relief Road Phase 2 scheme as outlined in the supporting report.

9.2. That, subject to:

- The conclusion of a funding agreement with the Enterprise M3 Local Enterprise Partnership to secure a financial contribution towards the Relief Road Phase 2 scheme;
- The conclusion of a Section 106 planning agreement with the Defence Infrastructure Organisation and East Hampshire District Council to secure a financial contribution towards the Relief Road Phase 2 scheme;

- The conclusion of a road agreement with the Defence Infrastructure Organisation (DIO) for the Relief Road Phase 2 scheme to secure the necessary land to construct the scheme, including any necessary temporary access and working area for construction purposes; and
- The granting of planning permission for the Relief Road Phase 2 scheme by East Hampshire District Council and South Downs National Park Authority,

approval be given to procure and spend and enter into necessary contractual arrangements to implement advanced works and main works for the Relief Road Phase 2 - Garrison Section, as set out in the supporting report, at an estimated combined cost of £19,000,000.

- 9.3. That, subject to agreement of satisfactory arrangements and provision for the funding and construction of the Relief Road with the Defence Infrastructure Organisation, Enterprise M3 Local Enterprise Partnership and East Hampshire District Council, the Executive Member for Economy, Transport and Environment recommends to the Executive Member for Policy and Resources that £2 million from the Strategic Infrastructure Investment allocation within the existing Policy and Resources capital programme be approved for use as a contribution towards the cost of constructing the Whitehill Bordon Relief Road Phase 2 scheme, and that this sum be transferred to the capital programme of the Executive Member for Economy, Transport and Environment.
- 9.4. That the Director of Economy, Transport and Environment is authorised to finalise the terms of the funding agreement for the delivery of the Relief Road Phase 2 scheme in consultation with the Head of Legal Services and the Director of Corporate Resources.
- 9.5. That the Director of Economy, Transport and Environment is authorised to finalise the terms of the Section 106 planning agreement and road agreement for the delivery of the Relief Road Phase 2 scheme, in a form to be determined in consultation with the Head of Legal Services.
- 9.6. That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, be delegated to the Director of Economy, Transport and Environment.
- 9.7. 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.
- 9.8. That approval is given to promote Traffic Regulation Orders for an appropriate speed limit for the scheme and to establish a clearway.

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

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<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
<b>Direct links to specific legislation or Government Directives</b>		
<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:**

- 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.

### **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.