#### HAMPSHIRE COUNTY COUNCIL

## **Decision Report**

Decision Maker:	Executive Member for Economy, Transport and Environment	
Date:	14 January 2020	
Title:	Project Appraisal: Whitehill and Bordon Highways and Cycle Improvements	
Report From:	Director of Economy, Transport and Environment	

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## **Purpose of this Report**

1. The purpose of this report is to provide details of the Whitehill and Bordon C114 Highway and Cycle Improvements scheme and seek approval to progress with the necessary procurement, spending and contractual arrangements to deliver the works.

#### Recommendations

- 2. That the Executive Member for Economy, Transport and Environment approves the Project Appraisal for the Whitehill and Bordon C114 Highway and Cycle Improvements, as outlined in the supporting report.
- 3. That approval be given to procure, spend and enter into necessary contractual arrangements, in consultation with the Head of Legal Services, to implement the proposed improvements in the Whitehill and Bordon C114 Highway and Cycle Improvements scheme, as set out in the supporting report, at an estimated cost of £2,168,430 to be funded from the EM3 LEP and Section 106 developer contributions.
- 4. 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.
- 5. That authority be delegated to the Director of Economy, Transport and Environment in consultation with the Head of Legal Services to progress all appropriate orders, notices or statutory procedures and secure any consents, licences, permissions, rights or easements necessary to enable the Whitehill and Bordon C114 Highway and Cycle Improvements scheme to be implemented.

6. That authority be delegated to the Director of Economy, Transport and Environment, in consultation with the Head of Legal Services, to progress and enter into all appropriate legal agreements to make a financial contribution to the developer's Section 278 scheme at Arrival Square, included within the total estimated budget for the scheme, from Section 106 contributions previously received by the County Council for development within Whitehill and Bordon.

#### **Executive Summary**

- 7. The proposed scheme is one element of the "Whitehill and Bordon Integration Project"; a collection of transport schemes planned to be introduced over several years, as funding becomes available. The plans include a package of transport measures to support Whitehill & Bordon's regeneration into a green and healthy town.
- 8. This scheme will provide a north-south shared-use pedestrian and cycle facility through Bordon, which connects with new or improved east-west pedestrian and cycle facilities that have recently been delivered at Budds Lane, or that are currently in development at Ennerdale Road to the north and Woolmer Way to the south. The scheme will add to the continued development of a network of high-quality facilities within the town centre to improve accessibility and enable a modal shift to active travel.
- 9. Improved crossing points will be provided over the C114 between the existing centre of population on the eastern side of the town and the new facilities being delivered as part of the regeneration which are predominately on the western side. This will mitigate the severance caused by the C114, which has been identified as a key factor that has historically limited the use of active travel modes for local journeys in this area.
- 10. The scheme will connect with the new town centre development site at Arrival Square that will be delivered by developer-led Section 278 works. A recommendation of the report is to approve a funding contribution toward the Section 278 works, so that the developer can deliver a continuation of the high-quality pedestrian and cycle facilities between the north and south sections of the C114 scheme through the Arrival Square area as part of their wider Section 278 project, thereby minimising disruption to residents and traffic. The amount is included in the estimated scheme budget detailed within this report.
- 11. The C114 carriageway will be narrowed along the west-side kerb line; this will deliver speed management benefits, reduce the crossing distance for pedestrians and provide the necessary extra width for a shared-use path on the west side. This, along with a reduction in the north-bound approach to the Chalet Hill traffic signals to one lane will promote a change in the function and character of the road through the town centre and reduce the dominance of traffic on the C114 by encouraging north-south traffic to use the new Relief Road.

- 12. The scheme will also provide an opportunity to make improvements to the condition of existing highway assets. Improvements to existing areas of C114 carriageway and footway surfacing will be completed, along with renewals and improvements to the highway drainage system. This will ensure that the C114 is fit for purpose in the long-term for providing access to the existing areas of Whitehill and Bordon, and for supporting the regeneration of the new town centre development.
- 13. A location plan and general arrangement plans of the proposed scheme are supplied in Appendix 1.

#### **Contextual Information**

- 14. The Whitehill & Bordon Integration Project has been developed to deliver some of the local transport improvements that are required to support the ongoing regeneration of the area and to integrate the existing areas of the town with the new facilities that are being delivered. The Integration Project can be described as a collection of highway schemes that will help to:
  - remove the east-west barrier of C114 (old A325);
  - make the town a cleaner, healthier and a more attractive place;
  - connect local communities with new developments; and
  - remove barriers to sustainable economic growth.
- 15. The scope of this work is significant, therefore the Integration Project has been divided into a number of discrete works packages on a priority basis that considers funding availability and the requirements of the wider development. All of these sub-projects focus on reducing traffic dominance in the town centre and encouraging through-traffic to use the Relief Road, addressing the historic severance between east and west areas of Bordon caused by the old A325 and enabling and encouraging the use of active travel modes for local journeys.
- 16. The Whitehill and Bordon C114 Highway and Cycle Improvements scheme is a key sub-project of the Integration project. The overall aims of the scheme are:
  - to make it easy for existing residents to access the new facilities being developed within the regeneration area around the site of the new town centre:
  - to reduce the volume of through traffic on the C114 and to reduce traffic speeds in key locations such as the entrance to the new town centre;
  - to widen footways along the C114 through Bordon town centre to provide improved and safer routes for pedestrians and to accommodate cyclists off-road, thereby enabling and encouraging active travel modes and a promoting a change in the road function;
  - to provide improved and an increased frequency crossing points for pedestrians and cyclists over the C114 to promote better connectivity between the east and west of the town;
  - to ensure that the character of the C114 following its reclassification is more suitable for its location and purpose; and

- to deliver improvements to the condition of the C114 to ensure it is fit-forpurpose in the long term to provide access to existing areas of Whitehill and Bordon and the new town regeneration site.
- 17. The new shared-use footway and cycleway that is proposed as part of the Whitehill and Bordon C114 Highway and Cycle Improvements will directly link with several other schemes being developed and implemented as part of the wider Integration Project, thereby supporting the development of a well-connected, high-quality pedestrian and cycle network within the town. These schemes are as follows:
  - a) The recently completed scheme on Budds Lane which has provided pedestrian and cycle improvements connecting to the new schools on Budds Lane by way of a new shared-use path and new/improved pedestrian and cycle crossings.
  - b) The proposed scheme for Ennerdale Road and Oakley Road, which will connect the existing communities to the east of the C114 at Quebec Park with a rear entrance to the Oakmoor School to the west. The Ennerdale Road scheme forms part of the Whitehill and Bordon Green Grid/Green Loop project and is currently in design, with delivery anticipated for Summer 2020.
  - c) The proposed scheme connects with an existing pedestrian and cycle facility to the south of the Chalet Hill junction which provides the north/south route through to Whitehill Village. Adjoining this north-south route are further Green Grid/Green Loop pedestrian and cycle schemes in development to deliver new east-west routes, connecting existing residential areas and planned new residential development with the new Town Centre and existing local facilities. These new Green Grid/Green Loop projects are expected for delivery from 2020 onwards.
- 18. The scheme will also link with the transport facilities being developed for the Arrival Square area of the new town centre. The C114 scheme would have delivered the shared-use pedestrian and cycle route through the Arrival Square area to provide route continuity between the north and south sections of this scheme. However, the adjacent developer, (the Whitehill and Bordon Regeneration Company (WBRC)), is delivering an extensive Section 278 project in this same area. To avoid delivering the Arrival Square cycle infrastructure separately from the developer's construction work, and thereby minimise disruption in the area, this report recommends instead that a funding contribution is made from Section 106 contributions held by the County Council from development in Whitehill and Bordon, to ensure the cycle works can be delivered as part of the overall Arrival Square Section 278 works. The contribution is included within the total estimated scheme budget detailed within this report. The design and delivery of the Section 278 works will be overseen by Hampshire County Council Highway Development Agreements team. The Arrival Square Section 278 proposal is currently in the detailed design stage and is expected for delivery following completion of the Whitehill and Bordon C114 Highway and Cycle Improvements scheme toward the end of 2020.

#### **Finance**

19.	<u>Estimates</u>	£'000	% of total	Funds Available	£'000	
	Design Fee Client Fee Supervision Construction Land	303 129 188 1,541 7	14.0 6.0 9 71 0	EM3 LEP HCC S.106	1,185 983	
	Total	2,168	100	Total	2,168	_

20.	Maintenance Implications	£'000	% Variation to Committee's budget
	Net increase in current expenditure	5	0.004%
	Capital Charge	209	0.130%

## **Programme**

#### 21.

	Gateway Stage			
	3 - Project Appraisal	Start on site	End on site	4 - Review
Date	Jan 2020	May 2020	Oct 2020	Oct 2021

#### Scheme Details

22. The proposed scheme is split into two individual sections of the C114, with the intervening section comprising of the Arrival Square Section 278 area (between Budds Lane and Chalet Hill) as well as a section of the recently completed Budds Lane scheme (at its junction with the C114).

#### 23. Section 1:

- Section 1 runs from the end of the existing segregated footway/cycleway at the access to Highview Business Centre, through to a point immediately south of the Chalet Hill junction (the Section 278 boundary); over a length of approximately 120m. Within this section the following works are proposed:
  - the existing footway on the west side of the C114 will be increased to approximately 3m in width; this will allow provision of a new shareduse footway and cycleway. This will create a continuous cycle

- facility on the western side of the C114 between Whitehill village to the south and the proposed new town centre at Prince Philip Park;
- the carriageway will be reduced in width on the approach to the Chalet Hill junction up to the existing traffic signals. Presently, the northbound approach to the signal junction includes an ahead lane and a right-turn filter lane – this will be reduced to single lane for both moves. (This part of the scheme is at the boundary of the Arrival Square Section 278 scheme, which will include works to change the signal junction of the C114 with Chalet Hill to a mini-roundabout. The preliminary design for the Section 278 has been developed in partnership between Hampshire County Council and WBRC. Hampshire County Council Highway Development Agreements Team will oversee the Section 278 agreement and works and the design for the Whitehill and Bordon C114 Highway and Cycle Improvements scheme has been shared with WBRC to ensure both schemes are coordinated);
- The northbound carriageway approach to the Chalet Hill signal junction will be resurfaced and road markings repainted
- With a reduction to one lane northbound at the Chalet Hill signals, the existing bus stop south of the signals will require relocation. Following consultation with Hampshire County Council Passenger Transport and the Town Council, it is proposed that the bus stop and shelter will be relocated further south towards Tesco. Whitehill Town Council is the owner of the bus shelters on the C114, therefore, the Town Council has also been consulted on its preferred specification for any replacement shelters that will be required as part of this scheme. Any new shelter provided will be able to accommodate Real Time Passenger Information and will be supplied with a power connection to futureproof the installation. Upon removal of the existing stop and shelter close to Chalet Hill, a temporary stop will be provided nearby (to the north of Chalet Hill junction), to remain in place until the Section 278 works provide the new permanent bus facilities at Arrival Square.

#### 24. Section 2:

- Section 2 extends between Budds Lane and Ennerdale Road, over a length of approximately 700m. In this section, the following works are proposed:
  - Improved pedestrian crossing points will be provided to the north and south of junctions with Ennerdale Road and Canada Way, including construction of new central islands with reduced crossing distance
  - The carriageway width will be reduced along the full length of this section to provide a) the required extra width for a 3m wide shareduse footway and cycleway; b) reduced crossing distance for

pedestrians and cyclists over the C114 and c) speed management benefits associated with the reduction in carriageway width and increased frequency of pedestrian crossing. The residual carriageway width will still be enough to maintain suitable HGV access to service local facilities or the new town centre;

- Drainage improvements will be completed in this section. Part of the existing drainage ditch to the south of Kildare Road will be piped (to provide enough width for the shared-use path) and new additional road gullies will be constructed in the area. This will improve the existing drainage capability in this location, in terms of both diverting surface water away from the carriageway effectively and fully utilising the storage and infiltration capacity of the adjacent ditch to efficiently dispose of surface water from the highway. Several other drainage renewals and improvements will also be completed on the existing highway drainage system between Kildare Road and Budds Lane.
- Carriageway resurfacing will be completed:
  - between Kildare Road and Canada Way to resurface following completion of drainage works and to tie-in with new kerb lines/levels;
  - Kildare Road junction to remove existing carriageway defects around the junction;
  - to the north of Budds Lane roundabout to tie in with recent resurfacing areas of the Budds Lane scheme and install the high friction surfacing on the southbound approach to the new miniroundabout and formal pedestrian crossing point at the Budds Lane junction;
- The northbound bus stop in the layby between Kildare Road and Canada Way will change to a position where it will be partially on carriageway and partially set back into a layby of reduced width.
- 25. The Scheme has been subject to an independent road safety audit process and any issues raised have been incorporated to the final design.
- 26. A location plan and scheme proposal drawings can be found in Appendix 1 of this report.

## **Departures from Standards**

27. None.

## **Consultation and Equalities**

#### **Political Views**

- 28. The Divisional County Councillor, Adam Carew, was briefed on the proposals in April 2019. Councillor Carew expressed concerns regarding the proposal to remove the northbound bus layby between Canada Way and Kildare Road in favour of an on-carriageway bus stop. The scheme has since been redesigned to provide a 'half-in/half-out' bus stop, using a layby of reduced width. This compromise provides sufficient space to deliver the shared-use path behind the bus stop, maintains enough road width for two-way flow while the bus is stationary and will make it easier for buses to reenter the flow of traffic when exiting the stop. The revised design has been reviewed by the safety audit team and no issues were raised.
- 29. Councillor Carew also expressed a preference for the footway/cycleway to be segregated. This however is not possible on these sections of the C114 due to the limited availability of land within the highway boundary and the need to maintain a suitable carriageway width.
- 30. Councillor Carew has received continued updates as the design has developed and has raised no further concerns with the revised designs.

## **Community Engagement**

- 31. Whitehill Town Council has been engaged through the design process. Final versions of the detailed design drawings were sent to the Town Council in October 2019; these were reviewed at the Town Council Planning Sub-Committee meeting on 4 November 2019 and the item was marked as noted within the meeting minutes.
  - Hampshire County Council officers attend regular design and programme meetings with WBRC and East Hampshire District Council, both have been briefed on proposals; and
  - Hampshire County Council officers attend the Xchange group, comprising of numerous key stakeholders in the area associated with the wider regeneration project. Information regarding this scheme has been provided to this group.

#### Public Consultation

32. A public consultation exercise on the Whitehill & Bordon Integration Project was undertaken between 13 July and 9 September 2018, promoted by a number of staffed exhibitions along with letter drops to local residents and businesses and media updates. A total of 214 responses were received to the consultation. A full analysis and response to consultation (which includes an analysis of the comments made) is provided in this link: <a href="https://documents.hants.gov.uk/transport/transportschemes/WhitehillandBordonIntegrationconsultationSeptember2018report.pdf">https://documents.hants.gov.uk/transport/transportschemes/WhitehillandBordonIntegrationconsultationSeptember2018report.pdf</a>

- 33. The consultation demonstrated that there is a high level of support (over 80%) for the overarching objectives of the Integration Project:
  - · encouraging through traffic to use the relief road;
  - · making the town safer and more attractive to walk and cycle around; and
  - making it easier to cross the main roads by foot or by bicycle.
- 34. The question was posed as to whether respondents would support a continuous path along one side of the A325 (now C114). The results demonstrated a strong level of support (68%) for a shared-use footway and cycleway, with less than one quarter (23%) of respondents wanting only improvements for pedestrians and not cyclists, 7% supporting neither option and 2% not providing an answer to the question. 73% of respondents were in support of introducing additional crossing points.
- 35. Respondents were also asked to indicate their main modes of travelling for different journey purposes. The results showed that there are currently very low levels of cycling, however when asked about their preferred mode of travel there was more of an appetite to travel by bicycle and on foot.

## **Equalities Impact Assessment**

36. The scheme will provide high-quality improvements to the existing pedestrian facilities along the C114, which will enable and encourage residents to walk for local journeys. The provision of a new off-road cycle facility will enable an increase in the use of cycling for local journeys, particularly for those road users who are young or less confident. This will improve access to the Town Centre, making it more attractive and accessible for all who live, work and shop there. These measures will help support behavioural change through travel planning with respect to school journeys for parents and children attending the nearby schools. Therefore, the scheme is considered to have a neutral impact on groups with protected characteristics. A full Equality Statement for the scheme is provided in the Appendix.

## **Statutory Procedures**

- 37. Temporary Traffic Regulation Orders for various carriageway closures and temporary traffic signals applications for the construction works will be required. These are currently being prepared and will be valid prior to commencement of works.
- 38. Ordinary Watercourse Consent is required for proposed modifications to the existing highway drainage system and drainage ditch adjacent to the C114 to the south of Kildare Road. The process to secure this consent is ongoing and is considered to be low risk, as the proposed scheme represents an improvement on the existing drainage situation at this location.
- 39. A cycle route conversion under Sections 65/66 of the Highways Act 1980 will be required in order to convert sections of footway into shared-use cycle/footway. This will be finalised upon completion of the works.

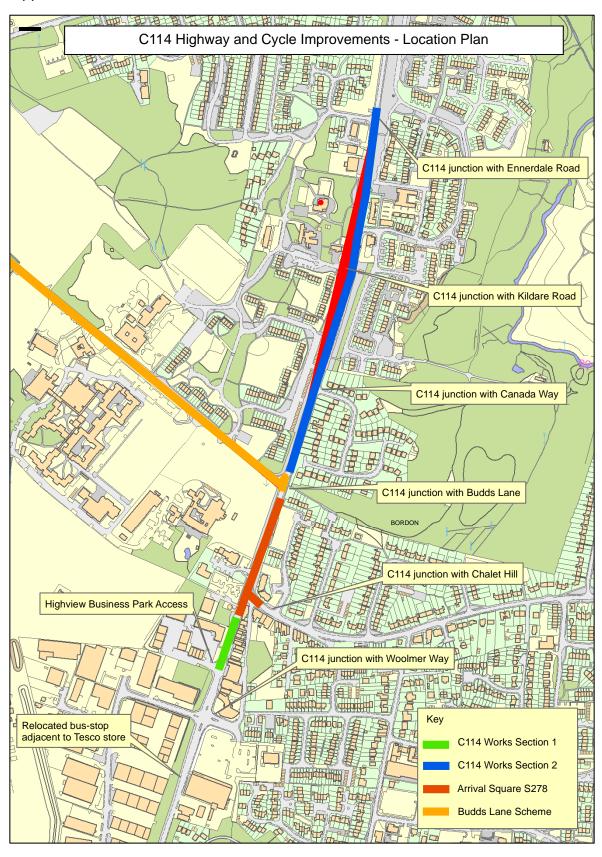
#### **Land Requirements**

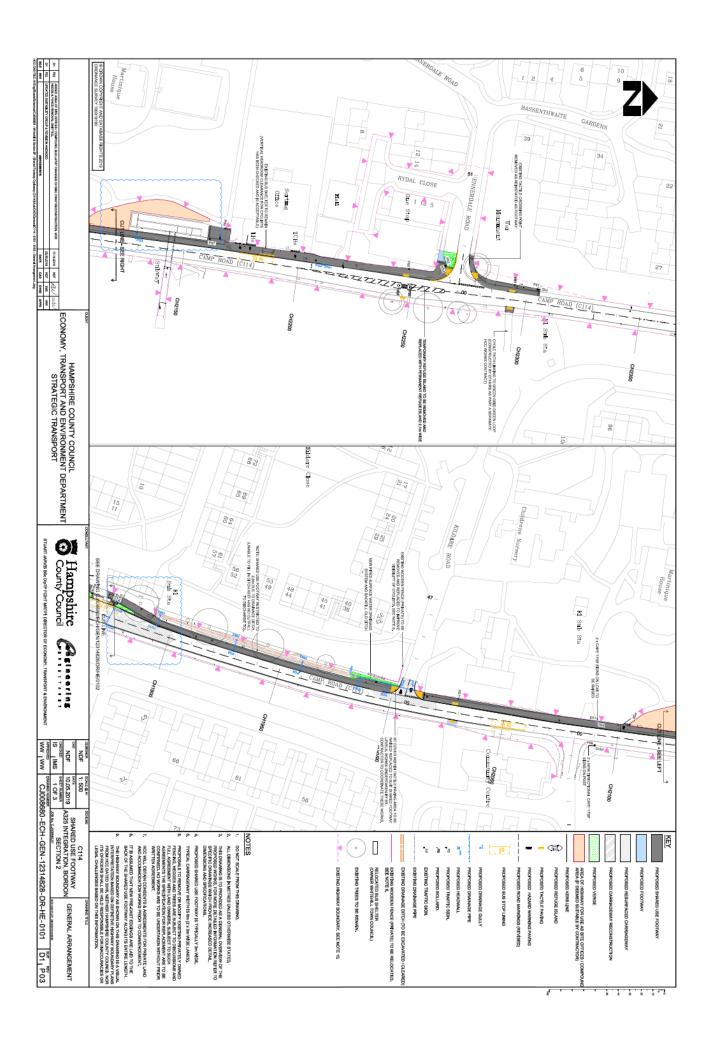
- 40. All work involved will take place within the highway apart from one location at the junction of the C114 with Kildare Road where works will take place on land belonging to Annington Property Limited.
- 41. Hampshire County Council Legal Team is currently engaging with solicitors acting for Annington Property Limited to arrange for a licence agreement to provide a right of access to the affected areas of land and for permission to undertake the proposed works.
- 42. The proposed works are a change of specification for a section of privatelyowned boundary fencing in the immediate location of the junction to improve visibility to and from the shared-use path and some carriageway resurfacing to remove existing defects at the highway boundary.
- 43. The process to secure this agreement is currently ongoing and the agreement is expected to complete prior to the commencement of works. If this is unsuccessful, minor changes to the design can be made to allow the scheme to proceed. The licence agreement is therefore considered desirable rather than essential.

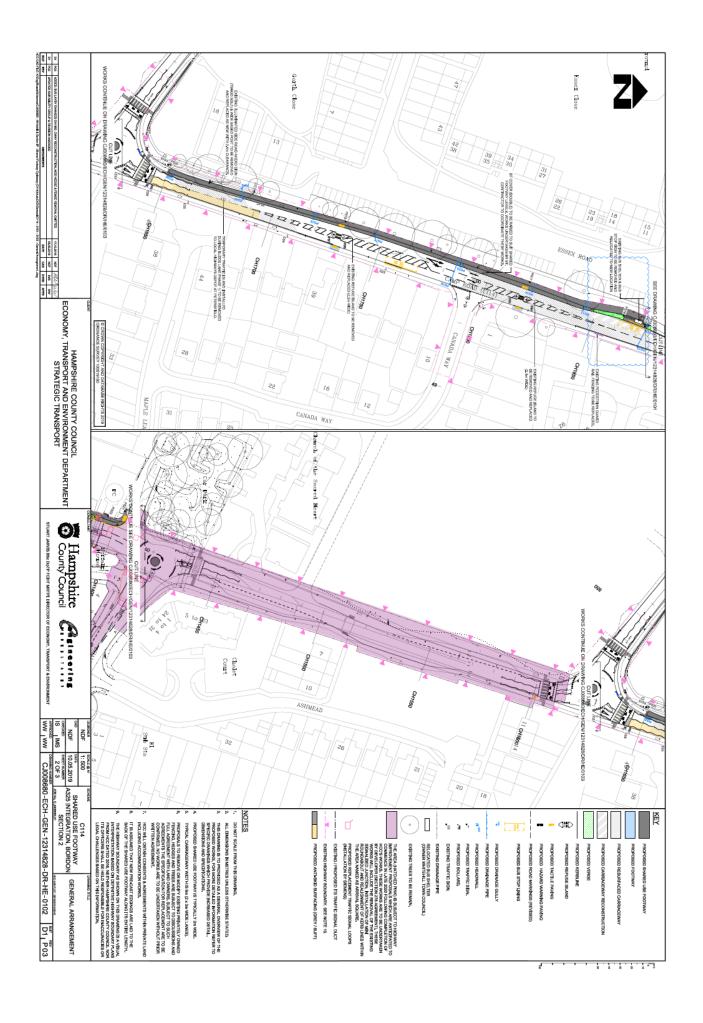
#### **Maintenance Implications**

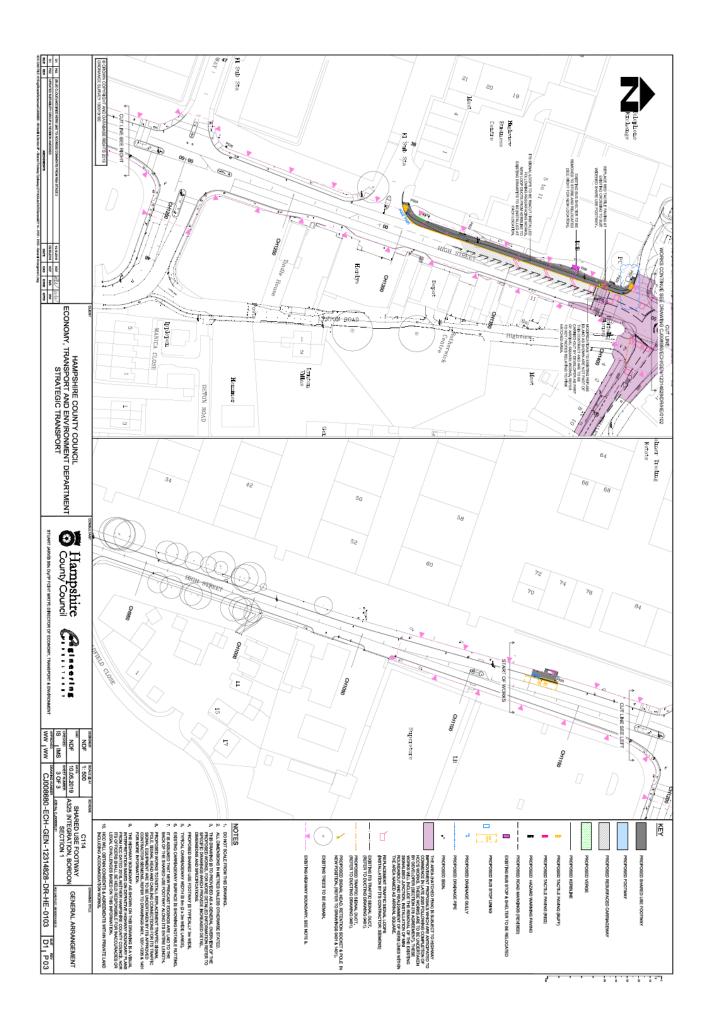
- 44. Hampshire County Council Asset Management Team has been consulted on the proposals and the design amended to reflect the comments received.
- 45. The proposed scheme is expected to have a small impact on the maintenance budget in future years, this is expected to be approximately £5,000 per annum.

## Appendix 1 - Plans









# LTP3 Priorities and Policy Objectives

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•	To support economic growth by ensuring the safety, soundness and	ر 
	efficiency of the transport network in Hampshire	$\boxtimes$
•	Provide a safe, well maintained and more resilient road network in	
	Hampshire	
•	Manage traffic to maximise the efficiency of existing network capaci	ity,
	improving journey time reliability and reducing emissions, to support	t the
	efficient and sustainable movement of people and goods	
	wswsed3c	
<u>14 Po</u>	olicy Objectives	
•	Improve road safety (through delivery of casualty reduction and spe	ed
	management)	
•	Efficient management of parking provision (on and off street, includ	ing
	servicing)	
•	Support use of new transport technologies (i.e. Smartcards; RTI; el	ectric
	vehicle charging points)	
•	Work with operators to grow bus travel and remove barriers to acce	ess
	• 🗆	
•	Support community transport provision to maintain 'safety net' of ba	asic
	access to services	
•	Improve access to rail stations, and improve parking and station fac	cilities
•	Provide a home to school transport service that meets changing cu	rriculum
	needs	
•	Improve co-ordination and integration between travel modes throug	h
	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 Choic	es
	measures	
•	Promote walking and cycling to provide a healthy alternative to the	car for
	short local journeys to work, local services or school	$\boxtimes$
•	Develop Bus Rapid Transit and high quality public transport in Sou	uth
	Hampshire, to reduce car dependence and improve journey time r	eliability
•	Outline and implement a long term transport strategy to enable su	stainable
	development in major growth areas	$\boxtimes$

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

#### REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent	yes
lives:	
People in Hampshire enjoy a rich and diverse	yes
environment:	
People in Hampshire enjoy being part of strong,	yes
inclusive communities:	

**Other Significant Links** 

Links to previous Member decisions:		
<u>Title</u>	<u>Date</u>	
Project Appraisal – Whitehill & Bordon Relief Road Phase 1	20 Jan 2015	
Project Appraisal – Whitehill & Bordon Relief Road Phase 2	31 Mar 2016	
Project Appraisal – Whitehill and Bordon Integration – Budds Lane	15 Jan 2019	
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.)

Document	Location
None	

#### **EQUALITIES IMPACT ASSESSMENT:**

## 1. Equality Duty

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) 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 protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are 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 in which participation by such persons is disproportionally low.

## 2. Equalities Impact Assessment:

The proposals have undergone an equalities impact assessment and it is considered that the scheme will have a positive impact on the safety of all residents; particularly pedestrians and cyclists seeking to travel on the route of the C114 or cross this road. No additional impacts have been identified for people with protected characteristics, so the scheme has been assessed as having a neutral impact.