

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Economy, Transport and Environment
<b>Date:</b>	10 March 2020
<b>Title:</b>	Project Appraisal: A326 South Junction Improvement Works, Fawley Waterside
<b>Report From:</b>	Director of Economy, Transport and Environment

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#### Purpose of this Report

- 1 The purpose of this report is to seek approval to progress the delivery of the A326 South junction improvements works with an estimated cost of £8.1million funded from the Solent Local Enterprise Partnership (SLEP) with £5.7million and a local match funding from Fawley Waterside Limited of £2.4million.

#### Recommendations

- 2 That the Executive Member for Economy, Transport and Environment approve the Project Appraisal for A326 South Junction Improvement works in Fawley Waterside, as outlined in this report.
- 3 That the Executive Member for Economy, Transport and Environment gives approval to procure, spend and enter into necessary contractual arrangements, including any funding agreements, in consultation with the Head of Legal Services, to implement the proposed improvements to eight junctions between Dibden and Fawley (along the southern end of the A326 and on the B3053); improvements works for pedestrians and cyclists; and other associated works, as set out in the supporting report, at an estimated cost of £8.1million to be funded from Solent Local Enterprise Partnership (SLEP) with £5.7million and local match funding from Fawley Waterside Limited of £2.4million.
- 4 That the Executive Member for Economy, Transport and Environment endorses the approach to preparing a Construction Environmental Management Plan (CEMP) in consultation with the New Forest National Park Authority (NFNPA) and include mitigation measure identified in the CEMP in the construction contract documentation.

- 5 That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, and any formal agreements required in connection with the provisions of the CEMP, be delegated to the Director of Economy, Transport and Environment (in consultation with the Head of Legal Services where necessary).

### **Executive Summary**

- 6 The purpose of this report is to seek approval for the delivery of proposed eight junction improvement works along the A326 between Dibden and Fawley Waterside.
- 7 A business case was submitted to the Solent Local Enterprise Partnership (SLEP) by Hampshire County Council in conjunction with Fawley Waterside Ltd (FWL). Fawley Waterside Ltd has proposals to transform the old Fawley Power Station site into a thriving residential and commercial waterside community which becomes a destination for employment and leisure activity.
- 8 AECOM on behalf of the SLEP has since undertaken a detailed and independent due diligence assessment of the business case and concluded with a positive “no further action status” outcome.
- 9 Approval of the business case is however subject to 12 weeks public consultation period currently listed on the SLEP website, open until 30 March 2020.
- 10 The scheme will be delivered by Hampshire County Council at an estimated cost of £8.1million to be funded from (SLEP) with £5.7million subject to the end of the consultation period; and a local match funding from FWL of £2.4million.
- 11 As part of the Waterside Transport Strategy, Hampshire County Council is considering a Large Local Major (LLM) scheme which is likely to include upgrades to junctions and links along the A326 North, including upgrade of some of the single carriageway sections to dual carriageway between Marchwood and the M27 at Junction 2. It will also include improvements for non-motorised users to encourage more sustainable local journeys. The planned LLM scheme is however not part of the A326 South, Junction Improvement Works.
- 12 The A326 South Junction Improvement works is a much needed highway improvement scheme, with provision for other transport modes, and under the terms of agreements with both funders, the scheme will proceed independently of the Fawley Waterside Development.

### **Background**

- 13 The A326 South forms a fundamental part of the Primary Road Network in Hampshire, connecting the M27 at Junction 2 to Fawley. The A326 is important at a regional and national level serving critical national

infrastructure including Fawley Oil Refinery and Marchwood Military Port and is a gateway to the New Forest National Park (visited by circa 13.5million people each year). It also provides the only major road link between the Waterside settlements and the City of Southampton and beyond. A Location Plan is attached as an Appendix.

- 14 The A326 (and the B3053 at its southern end) is the key road linking the communities of the Waterside Peninsula to the A35, the M27 and onward to Southampton and the wider area. It is a single carriageway road for most of its length, and various junctions experience existing peak period capacity issues, including the Heath (J6), Applemore (J7) and Dibden (J8) roundabouts.
- 15 The Fawley Waterside Ltd (FWL) development, if granted planning permission, will transform the old Fawley Power Station site into a thriving residential and commercial waterside community which becomes a destination for employment and leisure activity. The proposed development is identified in the adopted New Forest National Park Local Plan 2016-2036 (Policy SP26) and is a key element of the draft New Forest District Council Local Plan 2016-2036, which has recently been subject to examination in public. The development is supported by both planning authorities, subject to an exceptionally high standard of design and layout being secured across the whole of the site.
- 16 During public consultation for the proposed Fawley Waterside Development, it was clear that existing and future congestion on the A326 was the most frequently mentioned concern of Waterside residents and businesses. They expressed strong views that existing traffic conditions were poor and that background traffic growth and new development would exacerbate this. The LEP funding has been sought to allow enhancement to address the existing congestion issues, coupled with the contribution from the developer, which allows the capacity to be increased further to accommodate future development traffic, should planning permission for the Fawley Waterside Development be granted.
- 17 The proposed junction improvement works are as follows:
  - Junction 3 – Blackfield Road/Church lane/B3053: Signalised junction proposed, including new crossing facilities;
  - Junction 4 – Long Lane/A326 – (Holbury Roundabout): Localised improvements to the existing roundabout (widening of approaches and exit lanes);
  - Junction 4b - A326/Holbury Drove: New southbound right-turn ghost island including new pedestrian crossing facilities;
  - Junction 4c -A326/Southbourne Avenue: New southbound right-turn ghost island;
  - Junction 5 – Hardley Roundabout: Localised improvements to the existing roundabout (widening of approaches and exit lanes);

- Junction 6 – Dibden Purlieu Roundabout: Localised improvements to the existing roundabout (widening of approaches and exit lanes);
  - Junction 7 – Applemore Roundabout (Sizer Way): Localised improvements to the existing roundabout (widening of approaches and exit lanes); and
  - Junction 8 – Dibden Roundabout: Localised improvements to the existing roundabout (widening of approaches and exit lanes) and new pedestrian crossing.
- 18 The proposed A326 junction improvements will contribute to the resilience of the existing highway network and relieve congestion on a key inter-urban road corridor. The junction improvements will also support and accelerate the delivery the development at Fawley Waterside whilst mitigating the potential transport impacts associated with the development. They will also help to protect the rural environment of the New Forest by improving capacity on a strategic route (the A326) and helping to ensure that traffic does not divert onto less appropriate more minor routes through the National Park, during times of congestion on the A326.
- 19 In order to meet LEP delivery timescales, the County Council has agreed with FWL that it will assist with the necessary design of the improvements, which will then be entered into the County Council capital programme and delivered by Hampshire County Council.
- 20 FWL has since commissioned Markiedies Associates Ltd to help with the preliminary and detailed design of the scheme. In order to meet SLEP timescales and to ensure the proposed scheme design meets Hampshire County Council current standards, Markiedies Associates will work collaboratively with Hampshire County Council Engineering Consultancy (EC) in the delivery of the design phase of the scheme. EC will subsequently help procure the construction phase of the scheme via the GEN 3/4 framework Contract.
- 21 In order to meet SLEP timescales the proposed scheme will be delivered in phases. At this stage in the process, which is prior to detailed contractor engagement, it is expected to be delivered in following sequence:- J4, J5, J7, J8 as phase 1 and J3, 4b, 4c and J6 as part of phase 2 work.
- 22 Improvements to the A326 in the Waterside area are currently being brought forward in two phases A326 North and A326 South, with the first phase being improvements to key junctions on the more southerly section between Main Road, Dibden and Church Lane, Fawley (A326 South).
- 23 The second phase involves improvements to the northern section between the M27 at Junction 2 and Main Road, Dibden (A326 North).
- 24 As part of a Waterside Transport Strategy, Hampshire County Council is considering a Large Local Major (LLM) scheme which is likely to include upgrades to junctions and links along the A326 North, including upgrade of some of the single carriageway sections to dual carriageway between Marchwood and the M27 at Junction 2. It will also include improvements for

non-motorised users to encourage more sustainable local journeys. The planned LLM scheme is however not part of the A326 South, Junction Improvement Works.

### **Environmental Impact Assessment (EIA)**

- 25 The scheme is a 'cross boundary scheme' falling within the jurisdictions of both New Forest District Council and New Forest National Park Authority. Under Schedule 1 of the Town and Country Planning Act 1990 (Para 1)(1)(i) such a cross-boundary scheme involving a National Park becomes a 'County Matter' in so far as it falls outside of the National Park boundary. It remains a matter for the National Park within its boundaries and so dual consideration is required. Nonetheless, to ensure that the cumulative effect of the Scheme is fully appreciated and considered, each authority considers the environmental impact of the entire scheme. As such, a request for an EIA Screening Opinion was submitted to both Hampshire County Council Planning and New Forest National Park Authority on 17 December 2019. Both Authorities are considered 'determining authorities' on the EIA requirements for the scheme. New Forest District Council has been informed about the scheme as a 'consultee'. A response was received from NFNPA on Friday 14 February 2020 and the outcome is that the proposed development is not "EIA development" within the 2017 Regulations but that a CEMP will need to be agreed and secured prior to commencement of the works. Delegated authority to agree and enter into any formal agreements necessary to secure the CEMP is being sought in this decision. Hampshire County Council Planning Authority has also confirmed that the proposed development is not "EIA development".
- 26 New Forest National Park Authority has also consulted with Natural England (NE) on this matter and specifically, both Authorities want reassurance that some of the mitigation measures included in Screening report (the Construction Environmental Management Plan) will be implemented. Normally this would be via a Planning Condition, but as this project will be Permitted Development that option is not available.
- 27 In order to alleviate the above concern Hampshire County Council will produce a Construction Environmental Management Plan (CEMP) that will include recommendations from New Forest National Park Authority (NFNPA) and to fully implement measures within the CEMP (together with industry best practices) at the relevant stages in the project delivery.
- 28 Furthermore, Hampshire County Council will make these mitigation measures in the CEMP a requirement of the Contract Specification documents, when this project goes out to tender for construction.

### **Habitat Regulations Assessment (HRA)**

- 29 The scheme is also in close proximity to Internationally Designated Sites and thus requires a Habitat Regulations Assessment (HRA) from Hampshire

County Council. The relevant Decision making Authority in this case is also Natural England and it has been consulted. The outcome of the consultation was positive; however, Natural England requests a further HRA to be carried out because an EIA is not required for the scheme.

- 30 A detailed botanical survey was carried out in August 2019. The findings of that survey report have been used to prepare a detailed HRA report which concludes that the proposed highways improvement scheme would not have a likely significant effect on any Internationally designated sites. This further assessment report has been provided, and Natural England has confirmed that it agrees with the conclusions.

## Finance

31	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	674	8.3	SLEP	5,681
	Client Fee	333	4.1	FWL	2,435
	Supervision	512	6.3		
	Construction	6,597	81.3		
	Total	8,116	100.0	Total	8,116

32	<u>Maintenance Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	49.2	0.043
	Capital Charge	781	0.488

## Programme

### 33 Key Milestones and funding plan

- detailed design and Tender award (Phase 1) – July 2020;
- Phase 1 construction works complete – September 2020;
- detailed design and Tender award (Phase 2) – September 2020;
- LEP funds spent (70% of funds) – March 2021; and

- final scheme completion including 30% private sector funding – August 2021.

### **Scheme Details**

34 The proposed junction improvement works are as follows:

- Junction 3 – Blackfield Road/Church lane/B3053: Signalised junction proposed, including new crossing facilities;
- Junction 4 – Long Lane/A326 – (Holbury Roundabout): Localised improvements to the existing roundabout (widening of approaches and exit lanes);
- Junction 4b - A326/Holbury Drove: New southbound right-turn ghost island including new pedestrian crossing facilities;
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- Junction 7 – Applemore Roundabout (Sizer Way): Localised improvements to the existing roundabout (widening of approaches and exit lanes); and
- Junction 8 – Dibden Roundabout: Localised improvements to the existing roundabout (widening of approaches and exit lanes) and new pedestrian crossing.

### **Departures from Standards**

35 The Scheme proposals will be designed to comply with Department for Transport and Hampshire County Council standards for highway improvement schemes.

36 The design is currently at detailed design stage and details of any departures from standards will be dealt with in accordance with the ETE Scheme of Delegation. Any departures from standards that cannot be relaxed by Hampshire County Council will subsequently follow an “Exception report” route.

## **Consultation and Equalities**

- 37 The consultation for Fawley Waterside included information on the traffic implications and mitigation. A summary of these events is given below:
- **Autumn Public Exhibitions:**
    - Wednesday 27th September 2017 at Calshot Activities Centre 2 - 8pm.
    - Thursday 28th September 2017 at St Francis Church, Langley 2 - 8pm.
    - Friday 29th September 2017 at Jubilee Hall, Fawley 2 - 8pm.
    - Saturday 30th September 2017 at Jubilee Hall, Fawley 10am - 4pm.
    - Over 2,000 attended, 364 feedback forms received.
  - **Summer Public Exhibitions:**
    - Friday 13th July 2018 at Jubilee Hall, Fawley 2 – 8pm.
    - Saturday 14th July 2018 at Jubilee Hall, Fawley 10am – 4pm.
    - Over 500 attended, 179 feedback forms received
  - **Calshot Village Public Exhibition:**
    - Thursday 6th December 2018 at St George’s Hall, Calshot 4 – 8pm.
    - Over 230 attended, 12 feedback forms received
38. The vast majority of consultees were very supportive of the principles of the development but had concerns about the existing traffic congestion and how the development could make this worse. They generally supported the junction improvements works but also wanted more strategic transport interventions (such as dualling of the A326 and reopening of the existing freight railway line for passengers) – the former is being considered by Hampshire County Council as part of a separate workstream.
39. The proposals are expected to have a neutral impact upon groups with protected characteristics, and the schemes should be accessible to all road users. Where bus stops are affected, access to the buses by disabled people will be considered in terms of the County Councils requirements for accessible bus stops. In addition, new or improved pedestrian crossings will incorporate required facilities/features for disabled road users.

## **Statutory Procedures**

40. Planning permission is not required to deliver the scheme because it has been confirmed as being ‘permitted development’.



41. Permanent Traffic Regulation Orders (TROs) and S58 NRSWA restrictions will be required for the scheme. In addition, Temporary Traffic Regulation Orders (TTROs) will be required where necessary to reduce speed and manage traffic at the construction stage.

### **Land Requirements**

42. All of the land required for the works is within the existing highway.

### **Maintenance Implications**

43. The proposals will generate increased maintenance pressures and this should be considered when setting future annual highway maintenance budgets.
44. The Economy, Transport and Environment department's Asset Management team has been consulted on the proposals and has agreed to the highway materials being used. The proposed scheme will have a minor impact on the maintenance budget in future years, this is expected to be approximately £49,195 per annum.

## 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.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

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

**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 disproportionately low.

### **2. Equalities Impact Assessment:**

The proposals are expected to have a neutral impact upon groups with protected characteristics, and the schemes should be accessible to all road users. Where bus stops are affected, access to the buses by disabled people will be considered in terms of the County Councils requirements for accessible bus stops. In addition, new or improved pedestrian crossings will incorporate required facilities/features for disabled road users.